



Petits Carmes Street 15  
B-1000 Brussels  
Belgium

## Thematic evaluation of Belgian development co-operation in the education sector

*Final Report*

### APPENDIX II b: Country case study reports

Ecuador  
Tanzania  
Vietnam



Education *for* Change Ltd  
17A Christopher Street  
London EC2A 2BS  
United Kingdom



South Research  
Leuvensestraat 5/2  
3010 Kessel-Lo  
Belgium

*August 2007*

### *Introductory Note*

These are the reports of the country case studies for Ecuador, Tanzania and Vietnam as part of the Thematic Evaluation of Belgian Aid to Education and Training undertaken by Education for Change Ltd. (E/C) and South Research vzw.

These reports must be read in parallel to the critical inventory, the inception report (including methodological appendices) and the final report published by the evaluation.

All the published documents to date are available at:

[http://www.efc.co.uk/projects/belgium\\_page/thematic\\_evaluation\\_belgium.jsp](http://www.efc.co.uk/projects/belgium_page/thematic_evaluation_belgium.jsp)

### *Disclaimer*

The views expressed in these reports are those of the Consultants only and do not necessarily represent the official views of the Belgian Directorate General for Development Cooperation.

## Contents

<b>Ecuador</b>	<b>4</b>
<b>Tanzania</b>	<b>41</b>
<b>Vietnam</b>	<b>80</b>

# Ecuador

**Barbara Simaeys**

**Carlos Crespo**

**Août 2007**

Indice

<b>Ecuador</b>	<b>4</b>
<b>Abreviaciones</b>	<b>7</b>
<b>1 Contexto</b>	<b>9</b>
1.1 Educación en Ecuador: tendencias	9
1.2 Perfil de la presencia de la cooperación internacional en educación	12
1.3 Perfil de la presencia belga en Ecuador	13
1.4 Organización de la cooperación internacional	13
<b>2 Hallazgos</b>	<b>14</b>
2.1 Políticas de los actores belgas en el área de educación	14
2.2 Traducción de políticas en prácticas	16
2.3 Tipología de intervenciones en educación	17
2.4 Coherencia – coordinación – complementariedad	19
2.4.1 A nivel de las intervenciones	19
2.4.1.1 Intervenciones de innovación en educación (VVOB)	19
2.4.1.2 Los programas de becas	20
2.4.1.3 La Cooperación universitaria	20
2.4.1.4 DMOS-COMIDE	20
2.4.2 Coherencia/coordinación/complementaridad entre actores belgas	21
2.5 Eficiencia y efectividad	23
<b>3 Efectos de la cooperación belga en educación</b>	<b>23</b>
3.1 Efectos de la cooperación belga en educación	23
3.1.1 Las intervenciones de la VVOB	23
3.1.2 Cooperación universitaria	24
3.1.2.1 Investigación	24
3.1.2.2 Formación universitaria	25
3.1.2.3 Becas	25
3.1.3 Otros (COMIDE, cooperación gubernamental)	26
3.2 Factores que contribuyeron al éxito / la sostenibilidad de las intervenciones	26
3.3 Factores que limitan el éxito / la sostenibilidad de las intervenciones	27
<b>4 Lecciones recogidas y recomendaciones</b>	<b>28</b>
4.1 Principales conclusiones	28
4.2 Recomendaciones	28



Appendice I. Ayuda belga en educación y formación .....	31
Appendice II. Indicadores educación .....	33
Appendice III. Lista de intervenciones belgas en educación, 2002 – 2006.....	34
Appendice IV. Listado de entrevistados .....	36
Appendice V. Bibliografía .....	40

## Abreviaciones

AME	Asociación de Municipalidades Ecuatorianas
CAD	Comité de Asistencia para el Desarrollo
CBFT	Centro Binacional de Formación Técnica
CENAIM	Centro Nacional de Acuicultura e Investigaciones Marina
CETIF	Centro de Excelencia en Transporte Intermodal y Fluvial
CIS	Centro Internacional des Zoonosis
CICYT	Centro de Investigación Científica y Tecnológica
CIUF	Cooperación InterUniversitaria Francófona
CODENPE	Consejo de Nacionalidades y Pueblos del Ecuador
COMIDE	Cooperación Misionera para el Desarrollo
CONCOPE	Consortio de consejos provinciales del Ecuador CONESUP
CSE	Contrato Social por la Educación
CTB	Cooperación Técnica Belga
CUI	Cooperación Universitaria Institucional
DINAMEP	Dirección Nacional de Mejoramiento Profesional
DINET	Dirección Nacional de Educación Técnica
DGCD	Dirección General de la Cooperación al Desarrollo
DMOS	Dienst Missionaire Ontwikkelingssamenwerking (Cooperación Misionera para el Desarrollo)
ESPOL	Escuela Politécnica del Litoral
FABEC	Foro de Actores Belgas en el Ecuador
FLACSO	Facultad Latinoamericana de Ciencias Sociales
IECE	Instituto ecuatoriano de crédito educativo y becas
IMT	Instituto de Medicina Tropical
INECI	Instituto Ecuatoriano de Cooperación Internacional
IP	Iniciativas Propias
ISP	Instituto de Salud Pública
ISPED	Instituto Superior de Pedagogía
MEC	Ministerio de Educación y Cultura
ODM	Objetivos de Desarrollo del Milenio
ONG	Organización no gubernamental
PIB	Producto Interno Bruto
PIC	Proyecto de Iniciativa Propia
PROCETAL	Programa de Cooperación a la Educación Técnica Agropecuaria de la Provincia de Loja



---

PROMAS	Programa para el Manejo del Agua y del Suelo
PROMEBAZ	Proyecto de Mejoramiento de la Calidad de la Educación Básica en la Provincia del Azuay
PROLOZA	Programa (de Infraestructura Social y Productiva para las Provincias de) de Loja y Zamora Chinchipe
PUCE	Pontífica Universidad Católica del Ecuador
SECI	Sistema Ecuatoriano de Cooperación Internacional
SENPLADES	Secretaria Nacional de Planificación para el Desarrollo
SODEM	Secretaria Nacional de los ODM
TIC	Tecnología de Información y Comunicación
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNISIG	Unidad de Inteligencia Artificial y Sistemas de Información Geográfica
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VLIR	Vlaamse Interuniversitaire Raad (Consejo Interuniversitario Flamenco)
VVOB	Vlaamse Vereniging voor Ontwikkelingssamenwerking en Technische bijstand (Asociación Flamenca de Cooperación al Desarrollo y Asistencia Técnica)

## 1 Contexto

### 1.1 Educación en Ecuador: tendencias

El Ecuador contemporáneo es una nación 'andina', con fuerte fractura regional, con alta 'inestabilidad política', con crisis económica y política singular, inserto en un escenario regional de confrontación militar y en una dinámica de creciente participación social, estimulada por un nuevo gobierno 'democrático' que promueve la 'reforma política' mediante una 'asamblea nacional constituyente' respaldada por más del 80% de la población.

La magnitud del problema de la educación se puede constatar en la **exclusión** educativa que alcanza entre 600 y 700 mil niños y adolescentes de 5 hasta 17 años de edad, actualmente fuera de la educación, y que representan el 20% de la población en edad escolar. La **baja calidad** se expresa en el 21.3% de los que han ido hasta el 4to de básica, que no entienden lo que leen, no se dan a entender al escribir y no pueden realizar operaciones matemáticas elementales, realidad que en el área rural asciende al 32.2%. Por su parte, la tasa de analfabetismo neto es de 9% (15,5% en el área rural), alcanzando el analfabetismo funcional al 22% de la población<sup>1</sup>.

Según el Plan Decenal<sup>2</sup>, los principales nudos críticos del sector son: el acceso limitado a la educación, poca práctica inclusiva, falta de equidad; baja calidad de la educación, poca pertinencia del currículo y débil aplicación de las nuevas tecnologías de la información y comunicación; ausencia de estrategias de financiamiento y deficiente calidad del gasto; infraestructura y equipamiento insuficientes; dificultades en la gobernabilidad del sector e inexistencia de un sistema de rendición de cuentas de todos los actores del sistema.

El limitado presupuesto para la educación respecto del PIB, excluyendo la superior, no alcanzó al 3% en el 2006. Pese a que el presupuesto del MEC se duplicó entre 2001 y 2006 (de US\$ 515 a US\$1.065 millones), no se obtienen resultados de mayor acceso y permanencia a la escuela, ni mejora en la calidad. Para el 2006, el promedio de la asignación per-cápita por alumno de la inicial, básica y media es de US\$ dólares anuales<sup>3</sup>.

Es generalizado el reconocimiento de la falta de sostenibilidad de una política educativa de largo plazo y la carencia de un proyecto educativo de país apoyado por la sociedad, con la inestabilidad política, la consecuente discontinuidad de autoridades y débil gobernabilidad. Paralelamente a ello, la ausencia de metas nacionales con rendición de cuentas, la débil asignación de recursos para la educación y la carencia de una Ley de Educación actualizada con las políticas y reformas en ejecución.

Giros recientes en las políticas públicas. Al momento, sin embargo, estas tendencias estructurales tienden a modificarse por algunos factores coyunturales que pueden irse consolidando en el mediano plazo. En primer lugar, el país ya cuenta con varias propuestas de políticas, estrategias y metas de mediano y largo plazo en Educación, entre las que destacan el '*Plan Decenal de Protección Integral a la Niñez y Adolescencia. Ecuador – 2004 a 2014*', la '*Agenda Ciudadana por la Educación 2007 -2015*' del Movimiento ciudadano 'Contrato Social por la Educación' y, de manera oficial y con respaldo del Consejo nacional de Educación, el '*Plan Decenal por la Educación 2006- 2015*', ratificado por el 70% de la ciudadanía en consulta de noviembre 2006. Todas convergen en torno a prioridades relativas a la universalización de la educación inicial y básica con atención al problema de

<sup>1</sup> Según la Agenda Ciudadana. 2006 del CSE.

<sup>2</sup> Según el Plan Decenal de Educación 2006 – 2015.

<sup>3</sup> Datos del Contrato Social por la Educación

acceso, incremento del bachillerato, erradicación del analfabetismo, mejoramiento de la calidad y equidad con implementación de un sistema nacional de evaluación, y aumento de la inversión en el sector. Constituyen propuestas en construcción que requerirán de múltiples y sostenidos esfuerzos para lograr su concreción en los próximos años.

El país se encuentra inmerso en un proceso de planeamiento de la descentralización de la educación, que evidencia la complejidad del sector, el mismo que, a diferencia de otros continúa envuelto en discusiones, estudios y escasa concreción<sup>4</sup>. Según la AME, este detenimiento se debe a que no existen respuestas del MEC dado que no se han identificado recursos que acompañarán las transferencias de competencias. Sin embargo, un segundo giro se expresa en el impulso que organismos nacionales como AME, CONCOPE y el CSE promueven para la intervención de los Gobiernos locales en la gestión en Educación, constatándose en los últimos años su creciente aporte en textos y tecnología escolar, infraestructura, equipamiento y financiamiento de maestros.

Los recientes Decretos Ejecutivos de emergencia educativa del 16 de marzo 2007 promoverán el mejoramiento de la infraestructura de los establecimientos del régimen Costa por un monto de 80 millones de dólares, y la dotación de textos y materiales educativos con una inversión de 45 millones. A este incremento se suma el realizado al presupuesto 2007 por el Congreso Nacional por US\$ 55 millones, destinados a salarios docentes, con lo que el país alcanzaría una inversión del 3,5% del PIB para el sector educativo<sup>5</sup>.

A continuación se presenta la síntesis de una reciente evaluación del ‘progreso educativo en el Ecuador’ en los últimos diez años<sup>6</sup>:

**Tabla 1: Progreso educativo en el Ecuador, 1996 – 2006**

Informe del progreso Educativo, Ecuador 2006			
Área	Nota <sup>7</sup>	Tendencia <sup>8</sup>	Comentarios
Cobertura	B	Progreso	Ha existido un incremento importante en la cobertura de los niños y niñas que ingresan de 2º a 7º año de educación básica, pero el ausentismo es significativo en primero de básica, en los últimos años de básica y en bachillerato
Eficiencia	C	Estancamiento (sin tendencia definida)	Hay menor repetición escolar, pero todavía muchos niños y niñas abandona la escuela antes de concluir sus estudios
Calidad	C	Retroceso	En las últimas pruebas nacionales los niños rindieron menos que en pruebas anteriores, y sus puntajes en pruebas internacionales son menores que los de otros países de América Latina.
Equidad	D	Retroceso	Los niños pobres provenientes de las áreas Ruales, de la Costa y la Amazonía, indígenas y afroecuatorianos acuden con menor frecuencia a la escuela y tienen logros académicos menores, en comparación con los

<sup>4</sup> CONAM – GTZ. “Estado de Concreción del Proceso de Descentralización en el Ecuador. Línea de Base de la Descentralización a Julio 2004”. p. 58

<sup>5</sup> Como dispuso el mandato popular del 26 de noviembre del 2006. Contrato Social por la Educación, en Boletín de Prensa (19-03-2007)

<sup>6</sup> PREAL, Fundación Ecuador, Contrato Social por la Educación, Grupo Faro. *Ecuador 2006: Informe de Progreso Educativo. “Calidad con Equidad: El desafío de la educación ecuatoriana”*. 2006, p.5

<sup>7</sup> Escala de notas: A: Excelente; B: Bueno; C: Regular; D: Deficiente; E: Muy Deficiente

<sup>8</sup> Tendencias: Progreso; Sin tendencia definida; Retroceso

			de otras zonas. La diferencia de escolaridad entre ricos y pobres se ha incrementado
Estándares curriculares	D	Estancamiento (sin tendencia definida)	A pesar de existir estándares curriculares desde 1996, no se sabe si se están cumpliendo. Es necesario evaluar el progreso de la reforma curricular y establecer políticas para mejorar los niveles de ejecución.
Evaluación	D	Retroceso	El sistema nacional de logros de aprendizaje se quedó en suspenso. En el 2006 un modelo de evaluación fue asumido por el MEC
Profesión Docente	D	Estancamiento (sin tendencia definida)	Los sistemas de formación, capacitación e incentivos para los docentes continúan inadecuados. El hecho que los maestros no están integrados en las reformas educativas contribuye a que la situación no mejore.
Financiamiento	D	Estancamiento (sin tendencia definida)	Ecuador invierte menos en educación que en otros países. Además el gasto es disperso y poco transparente. La tendencia no ofrece mucha esperanza en que se aumentará en inversión lo suficiente para el futuro próximo.
Gestión	C	Retroceso	Aunque existen iniciativas educativas importantes en el nivel local, la inestabilidad política continua y la debilidad institucional hacen cada vez más difícil coordinar el sistema, y dar continuidad a las políticas y programas educativos.

En el área de la educación superior, campo de intervención importante de la cooperación belga en el país, no existe actualmente una política clara que regule y coordine las diversas instituciones de educación superior en el país. Según datos del Banco Mundial<sup>9</sup>, la tasa de ingreso bruto a la educación superior ascendió a 29,2% en 2005, 23% para los grupos de clase baja y media baja de la población. Bien que la tasa de ingreso bruto siempre presente una imagen algo exagerada de la realidad, se puede constatar que el porcentaje de jóvenes que ingresa a la educación superior después de terminar el colegio es relativamente elevado, incluso en los sectores marginados de la población. Los jóvenes que efectivamente terminan sus estudios superiores son menos numerosos<sup>10</sup>, debido a un alto nivel de deserción en las carreras de educación superior. Muchos estudiantes nunca terminan su tesis y/o no disponen de los medios financieros para pagar la titulación.

Los principales problemas que enfrenta el sector de la educación superior, son la baja calidad de enseñanza y el crecimiento incontrolado de instituciones de educación superior durante los últimos 15 años. A finales de la década 60 funcionaban quince universidades en el país, en las décadas de los 70 y los 80 se crearon seis nuevas instituciones universitarias por década, entre 1990 y 2001 más de treinta nuevas universidades fueron creadas. En 2004, el país contaba con 67 universidades reconocidas<sup>11</sup>, de las cuales 28 eran universidades públicas, 9 universidades particulares cofinanciadas y 28 universidades particulares autofinanciadas, y 337 instituciones de educación superior no universitaria (138 públicas, 16 particulares cofinanciadas y 183 particulares autofinanciadas)<sup>12</sup>. Además

<sup>9</sup> <http://devdata.worldbank.org/edstats/SummaryEducationProfiles/CountryData>

<sup>10</sup> Estadísticas exactas no son disponibles.

<sup>11</sup> Según datos más recientes del CONESUP, existen 72 universidades reconocidas en 2007.

<sup>12</sup> UNESCO. *Estudio diagnóstico –estadísticas de Educación Superior en América Latina y el Caribe*. 2005.

son numerosas las instituciones que se atribuyen un nivel universitario y que funcionan en el país al margen de toda regulación.

En cuanto a la calidad de la educación superior, un diagnóstico realizado en 2003 identificó cinco “nudos críticos” que la Universidad Ecuatoriana debería resolver para romper su estancamiento y enfrentar los desafíos del nuevo milenio<sup>13</sup>:

- Insuficiente calidad de la actividad académica universitaria;
- Baja calidad de la gestión;
- Insuficiencia de recursos económicos;
- Carencia de un sistema de rendición social de cuentas;
- Insuficiente vinculación de las Universidades y Escuelas Politécnicas con el medio externo.

Existe en el país un “Consejo Nacional de Educación Superior” (CONESUP), creado con el objetivo de definir la política de educación superior del Ecuador y estructurar, planificar, dirigir, regular, coordinar, controlar y evaluar el Sistema Nacional de Educación Superior.

En la práctica, el CONESUP se encargó principalmente del reconocimiento de nuevas instituciones y carreras, y de la recopilación de datos estadísticos (sobre instituciones y carreras, estudiantes matriculados, personal docente, etc.). Hasta ahora, los procesos de coordinación entre las instituciones superiores, así como la definición de una política nacional de educación superior, están bloqueados, debido a debilidad institucional del CONESUP y a la persistencia con que las instituciones defienden su propia autonomía.

Recientemente, se lanzó en el país un proceso de acreditación de las instituciones universitarias, con el fin de mejorar la calidad de la oferta de las mismas.

## 1.2 Perfil de la presencia de la cooperación internacional en educación

Desde la década de los 80 la cooperación externa en educación ha estado orientada por políticas de la banca multilateral, con programas focalizados en torno a eficiencia y calidad de la ‘educación básica’, con endeudamiento externo, y en menor escala al equipamiento de ‘educación media técnica’. Las evaluaciones han demostrado limitada efectividad<sup>14</sup>. Las inversiones sobrepasaron los 300 millones de dólares y han generado instancias paralelas al Estado. Por su parte, la cooperación bilateral y de las ONGs internacionales ha estado muy fragmentada en proyectos ‘piloto’ de alcance limitado, con escaso impacto, agendas propias con débil coordinación con el Estado<sup>15</sup>. Se encuentra pendiente la instalación de la Mesa de Educación de la cooperación internacional, promovida por el INECI. En los últimos años, la modalidad de canje de deuda por parte de Suiza y España ha permitido orientar recursos con mayor alineamiento a las políticas nacionales. Son significativas las experiencias de los proyectos ‘Reto Rural’<sup>16</sup> y de ‘Hélice’ bajo la mediación del Contrato Social y la administración de CARE<sup>17</sup>. El campo de incidencia de los organismos de Naciones Unidas relacionados con la educación (UNESCO, UNICEF, UNFPA) es puntual y aun disperso. UNICEF ha tenido una contribución más destacada en el fortalecimiento de

<sup>13</sup> Jaime Rojas Pazmiño. *Los antecedentes, situación actual y perspectivas de la evaluación y la acreditación de la educación superior en el Ecuador*. IESALC, Mayo de 2003.

<sup>14</sup> FLACSO – sede Ecuador. *Informe Final de Evaluación del Programa de Redes Escolares Autónomas Rurales*. MEC, Quito abril 2005.

<sup>15</sup> Ecuador. *Cooperación para el Desarrollo 2005*. Instituto Ecuatoriano de Cooperación Internacional.

<sup>16</sup> Asistencia técnica y financiera orientada al desarrollo y movilización del sector de la formación profesional rural del país, con diseño y ejecución de Políticas públicas nacionales y locales de formación profesional rural.

<sup>17</sup> Modalidad de ‘consorcio’ entre ONGs internacionales y nacionales, que implementará un amplio programa de mejoramiento para la universalización de la educación básica (acceso y calidad) en diversos contextos locales donde operan estas instituciones (CARE, Tierra de Hombres, CENAISE, KNH, Save de Children)

políticas públicas que contribuyan al cumplimiento del derecho a la educación. Hasta ahora, no se han dado programas de ayuda presupuestaria en el sector de la educación.

Por las malas experiencias causadas por la inestabilidad política e institucional, varias agencias de cooperación internacional dejaron de trabajar con la administración central a nivel nacional, para cooperar directamente con los actores descentralizados a local y provincial (las direcciones locales del ministerio de educación), muchas veces más dinámicos y menos afectados por problemas de inestabilidad. El presente “Plan Decenal por la Educación 2006-2015” ofrece una oportunidad renovada a los actores de la cooperación internacional para buscar sinergias y coherencia con una política establecida y ampliamente aprobada a nivel central.

### 1.3 Perfil de la presencia belga en Ecuador

Según fuentes del INECI, en 2005 la cooperación de Bélgica se encontraba ocupando el 5º lugar con el 10,91% de recursos, luego de USA, la Comisión Europea, Japón y Alemania.

La cooperación es amplia y dispersa. La cooperación universitaria ocupa el primer lugar, tomando por su cuenta el 77,5% de las inversiones en educación en el período 2001 – 2005. La mayoría de las intervenciones de la cooperación universitaria en Ecuador buscan en primer lugar un fortalecimiento de la investigación científica en las universidades ecuatorianas. Solamente en 2 intervenciones de la cooperación universitaria, un programa del CIUF con la Universidad Central y un programa del IMT con el PUCE, el énfasis está en la formación universitaria, con la creación de nuevos programas de maestría o de cursos de corta duración. Desde el 1999, el VLIR está apoyando un programa de cooperación universitaria institucional (CUI) con la ESPOL en Guayaquil, un segundo CUI está por abrirse en la Universidad de Cuenca, también con el apoyo del VLIR.

Los principales actores belga en educación de base son la VVOB, con programas en de mejoramiento de calidad de la educación en Cuenca y Loja, y la ONG DMOS-COMIDE, con un programa nacional de educación ocupacional destinado a jóvenes en situación de alto riesgo (principalmente niños de la calle). APEFE no está presente en Ecuador, aparte de DMOS-COMIDE, no hay otras ONG con programas significativos en el área de educación.

Educación no es un sector prioritario para la cooperación gubernamental en Ecuador. Las pocas actividades en educación inscritas en la base de datos de la DGCD, o nunca se realizaron (programa de educación intercultural bilingüe), o terminaron antes de 2002 (lucha contra la papera endémica). La principal intervención actual en educación es un programa importante de becas. En el marco del Fondo Indígena, se apoyó un programa de “Maestría en Ciencias Sociales y Asuntos Indígenas”, implementado por la FLACSO. Aparte de ello, la cooperación gubernamental ha apoyado una Maestría en Acuicultura en la ESPOL y está trabajando en Educación Sexual dentro del programa gubernamental “Ecuador Adolescente”. Los dos últimos programas están inscritos en la base de datos bajo códigos CAD diferentes que el de la educación (Agricultura, Salud).

Datos sobre los gastos de la cooperación belga en educación y formación en Ecuador, entre 2001 y 2005, por canal de cooperación y por subsector, están presentados en Anexo 2.

### 1.4 Organización de la cooperación internacional

Desde 2002 se viene gestando en el país el Sistema Ecuatoriano de Cooperación Internacional (SECI)<sup>18</sup>, cuyo ente rector es el Instituto Ecuatoriano de Cooperación

<sup>18</sup> Ecuador. *Cooperación para el Desarrollo 2005*. INECI. Quito, 2005. [www.mmrree.gov.ec/ineci/index.htm](http://www.mmrree.gov.ec/ineci/index.htm)

Internacional (INECI), instancia del Ministerio de Relaciones Exteriores, sin personería jurídica propia, lo que le resta capacidad de gestión institucional; durante 2005 el INECI puso en marcha su base de datos sobre proyectos de Cooperación, como primer paso en la consolidación del SECI.

Como parte de la cooperación no reembolsable orientada al desarrollo, el país recibe asistencia en educación y preparación (becas de pregrado, postgrado, doctorado, curso de capacitación, seminarios, pasantías) ofrecida por organismos multilaterales y gobiernos, que es gestionada a través de las representaciones diplomáticas acreditadas en el Ecuador y las distintas misiones diplomáticas ecuatorianas en el exterior, en coordinación con el INECI y el IECE. Este último es el encargado de la difusión y selección, a través de la Comisión Mixta de Selección de becarios, conformada por un representante de IECE, que la preside, un representante del INECI, uno de SENPLADES y uno del SENRES.

La proclamación de los Objetivos y Metas del Milenio como Política de Estado, mediante Decreto Ejecutivo No. 294, de 1 de julio de 2005 constituyó el primer avance significativo en la perspectiva del cumplimiento de los ODM en el Ecuador. Para el seguimiento se creó el SODEM (Secretaría Nacional de los ODM) y desde el presente año ésta instancia se integró en el la SENPLADES (Secretaría Nacional de Planificación para el Desarrollo).

## 2 Hallazgos

### 2.1 Políticas de los actores belgas en el área de educación

Los dos campos de cooperación con intencionalidad específicamente educativos y relevantes en el sector de educación se inscriben en la cooperación indirecta: por una parte, las experiencias de innovación curricular de VVOB, orientadas al mejoramiento de la calidad de la Educación Básica y del Bachillerato (PROMEBAZ y PROCETAL) y, por otra, la significativa cooperación interuniversitaria (VLIR) orientada a la investigación y formación especializada a nivel de post grado.

Para la **cooperación gubernamental**, la educación no es un sector de prioritario en Ecuador. En las últimas Comisiones Mixtas, de 2001 y 2006, fue decidido que la ayuda gubernamental belga se concentrara en los sectores salud y desarrollo rural. En el área social, la cooperación belga ya tenía una larga tradición de cooperación y una experticia establecida en el sector de la salud, lo que no ocurre con el campo de educación. Tampoco existe desde la cooperación gubernamental una política y estrategia explícita correspondiente al sector Educación. La prioridad recomendada para los ODM en lo que respecta a Educación constituye por ahora en una 'declaración'. En el programa actual de la cooperación bilateral se menciona que la educación 'podría estar presente en el próximo PIC'.

Al presente, la educación se presenta más bien como una estrategia 'no formal' mediante actividades o componente de 'formación', dentro de proyectos no específicamente educativos que, según los distintos actores, 'contribuyen al impacto social'. Intervenciones realizadas entre 2001 y 2006 y que tienen un vínculo directo con el sector de la educación, como son los proyectos de Maestría en Acuicultura en la ESPOL y el proyecto PROLOZA (infraestructura social de base) son productos de la Comisión Mixta de 2001, que, aparte de buscar una mayor concentración en los sectores salud y desarrollo rural, todavía aprobó varios proyectos que no directamente pertenecen a estos sectores, generalmente como fase de prolongación de intervenciones que nacieron en periodos anteriores.

Fuera de los proyectos y programas negociados en las Comisiones Mixtas, en el marco del Fondo Indígena (un programa latinoamericano y con participación de varios actores de la cooperación internacional), la cooperación gubernamental tenía previsto un apoyo a la

“Maestría en Ciencias Sociales y Asuntas Indígenas”, programa ofrecido por la FLACSO. Igualmente en el marco del Fondo Indígena, se firmó recientemente un acuerdo con CODENPE para un apoyo mediante becas al programa Formia, financiado por la cooperación española.

El ‘Programa de Becas’ administrado por la DGCD constituye un campo tradicional de la cooperación belga en Ecuador. Este programa está directamente gestionado por la Oficina de Desarrollo de la DGCD e implementado por la CTB. La selección de becarios sigue los criterios de selección generales formulados por la DGCD en Bruselas. Igual que en otros países, no existe un documento político o estratégico que describa los objetivos específicos del programa de becas en Ecuador, incluso su vínculo con las estrategias y prioridades generales de la cooperación belga en el país.

La **cooperación no gubernamental universitaria** se presenta como la de mayor dimensión y significación en el sector de Educación. Opera eficazmente con autorregulación administrativa mediante convenios directos con las Universidades. Se orienta al desarrollo de la investigación en campos específicos, apostando al fortalecimiento institucional de la universidad, facultad, centro o departamento. De acuerdo a las políticas de selección de la cooperación universitaria, estos programas de investigación deben tener un vínculo con áreas de desarrollo del país a través de la prestación de servicios a la comunidad y/o difusión de conocimientos. La principal modalidad operativa adoptada hasta ahora ha sido la de ‘proyectos bilaterales’ (PIC o Propias Iniciativas de Cooperación). En 1999, siguiendo los nuevos convenios firmados entre, por un lado, los consejos de la cooperación universitaria, VLIR y CIUF, y la DGCD por otro lado, se abrió un primer programa de ‘Cooperación Universitaria Institucional’ (CUI) entre las universidades flamencas, mediante el VLIR, y la ESPOL en Guayaquil. El CUI sigue una modalidad de ‘convenio amplio y multi-anual con la Universidad’, siguiendo mecanismos de consulta y participación abierta de diversas instancias. El IMT, por su lado, sigue esta evolución de proyectos hacia un enfoque más programático. Recientemente, se firmó un “Framework Agreement” con el CIS en la Universidad Central de Quito y con el programa de salud pública del PUCE, que define el marco global de la cooperación para los 6 próximos años.

Conjuntamente con los centros de investigación especializada, la cooperación interuniversitaria actúa en el campo de la formación de recursos humanos de alto nivel, mediante la creación de ‘maestrías de excelencia’ y/o ‘cursos especializado de corta duración’, que buscan alcanzar alta competitividad académica dentro del país y la región, atendiendo a estándares reconocidos internacionalmente con relación a investigaciones especializadas y estudios publicados. Estos programas responden a una política (no formalizada) de “delocalización”, que está apuntando a la creación de programas de formación de estándares internacionales en países del Sur, así disminuyendo la necesidad de que estudiantes vengan a Europa a vayan a Estados Unidos para seguir el mismo tipo de programas

Finalmente, todos los actores de la cooperación universitaria tienen dentro de sus políticas una modalidad de becas. Muy popular son las becas de doctorado tipo “sanduche”, que prevén una permanencia alternada del beneficiario en la universidad local y en la universidad contraparte en Bélgica.

La **VVOB** ha tenido una evolución importante en sus políticas y estrategias de cooperación: siendo históricamente una institución especializada en el envío de cooperantes, evolucionó hacia un enfoque de proyectos a finales de los años 90, y más recientemente se está haciendo esfuerzos para fortalecer el aspecto programático y estratégico de sus intervenciones. VVOB dispone de un “programa quinquenal 2003-2007” para el Ecuador, que sin embargo todavía está percibido más como una lista de proyectos que como un verdadero programa estratégico. Para la preparación de su siguiente programa quinquenal

2008 – 2013, VVOB está buscando una mayor coherencia interna y externa de sus acciones. El proceso de planificación del nuevo programa quinquenal se desarrolla en intensa coordinación con las contrapartes operativas y oficiales, tanto a nivel local como nacional. Esta manera de trabajar responde a una política explícita de la VVOB de prestar importancia a la búsqueda de sinergias con otras instituciones, tanto nacionales como de la cooperación internacional.

La cooperación no gubernamental en educación a través de las **ONGs** se limita principalmente al programa de la ONG de DMOS-COMIDE, que realiza un importante trabajo con instituciones de la comunidad religiosa ‘salesiana’ en Ecuador, en programas de formación técnica y profesional para jóvenes en condiciones de riesgo que se encuentran fuera del sistema formal de educación, con el objetivo de lograr su inserción en el mercado laboral. Si bien su acción se la ubica bajo la categoría ‘no formal’, su oferta educativa se encuentra legalizada oficialmente. La cooperación interviene apoyando todos los componentes de esta propuesta educativa. Desde el 2005, siguiendo las nuevas orientaciones políticas de DMOS-COMIDE, todas las intervenciones en el Ecuador están integrados en un proyecto-programa quinquenal a nivel del país, gestionado por la “Oficina de Desarrollo” que constituye la contraparte directa de COMIDE en el país.

Otras ONG tienen actividades en educación y/o formación en el marco de estrategias más amplias. Actúan con ‘autonomía’ y mecanismos propios de planificación y evaluación. Un caso importante es la cooperación de Broederlijk Delen a la Asociación latinoamericana de Educación radiofónica, que agrupa aproximadamente 120 emisoras y/o instituciones directamente vinculadas con la base social mediante acciones de educación y comunicación ‘popular’.

## 2.2 Traducción de políticas en prácticas

La **cooperación universitaria** ha seleccionado contrapartes universitarias que poseen desarrollo institucional y reconocimiento dentro de las universidades públicas del país. Ha operado de manera continua y sostenida apoyando todos los pasos de procesos conducentes a montar la infraestructura física, el equipamiento y los recursos humanos especializados para poner en marcha centros de investigación de alta calidad académica, por ejemplo, el CICYT y otros centros de investigación apoyados a través del programa de cooperación institucional universitaria entre el VLIR y la ESPOL en Guayaquil, el CETIF y el CIZ de la Universidad Central de Quito, el PROMAS de la Universidad de Cuenca.

Los nuevos programas de formación especializada apoyados por la cooperación belga son programas a nivel post grado, que forman profesionales con alta especialidad, incluso provenientes de otros países de la región, en temas relevantes para el desarrollo. En todos los casos, estas intervenciones de la cooperación belga se respaldan por una estrategia de intercambio de profesores: profesores de universidades belgas o internacionales asumen parte de la docencia y al mismo tiempo contribuyen a la elevación del nivel de docencia del profesorado local .

Los programas de **becas** de la cooperación universitaria belga son principalmente utilizados para fortalecer los otros programas de esta cooperación, sea por la formación de investigadores especializados (apoyo a programas de investigación), sea por otorgar bolsas de estudio a los participantes de los nuevos programas de formación universitaria, que difícilmente podrían realizarse sin contar con este apoyo adicional en forma de becas.

El **programa de becas de la cooperación gubernamental** opera en coordinación oficial con el IECE. Este programa de becas da prioridad a candidatos que ocupan puestos técnicos dentro de los sectores prioritarios de la cooperación gubernamental (no solamente los sectores prioritarios de la cooperación belgo-ecuatoriana), con inclusión de los temas

transversales. Donde posible, se busca la coherencia con otros programas de la cooperación bilateral belga, gubernamental o no gubernamental. Existen 3 tipos de becas: a) becas para estudios de postgrado en Bélgica o de doctorado mixto, b) becas para estudios de postgrado en Ecuador u otros países de América Latina, c) becas para estudios técnicos de pregrado, concentradas en las zonas de concentración de la cooperación gubernamental. En la práctica, la demanda está concentrada en Quito (capital) y encuentra muchas dificultades para lograr la ‘concentración’.

Las propuestas localizadas de ‘innovación curricular’ (**VVOB**) para educación básica y bachillerato han desarrollado y validado metodologías de acompañamiento en aula y capacitación docente, mediante su aplicación en escuelas seleccionadas, con el apoyo de ‘Módulos’ de capacitación elaborados colectivamente durante el proceso, que buscan asegurar la expansión futura de las innovaciones en el sistema educativo ecuatoriano.

La **VVOB** en la práctica está concentrando su apoyo en intervenciones que buscan mejorar la calidad de la educación, lo que intenta lograr a través del desarrollo de experiencias piloto de ‘manejo curricular con calidad’, apoyadas con estrategias de ‘capacitación en servicio’ para docentes, en escuelas (PROMEBAZ y Escuelas Verdes, Cuenca) y colegios técnicos Agropecuarios (PROCETAL, Loja). Otra característica importante de las intervenciones de la VVOB, es que se busca la coordinación activa con varios actores locales, tanto del Estado (como la Dirección Provincial de Educación del MEC y el Instituto Superior Pedagógico), como las universidades públicas. En PROMEBAZ, se han creado equipos de ‘anclaje’ como mecanismos que deben contribuir a la institucionalización de las propuestas dentro de las varias instituciones contrapartes.

La VVOB sigue trabajando con cooperantes belgas en todas sus intervenciones. El papel de los cooperantes sin embargo está cambiando. Más allá de ofrecer asistencia técnica, el aspecto de “facilitación de procesos locales” se vuelve cada vez más importante.

La ONG **DMOS-COMIDE** opera en el país por a través de un partenariado directo con la “Oficina de Desarrollo”, entidad con autonomía relativa dentro de la Congregación Salesiana y responsable para la planificación y el seguimiento de los programas apoyados por la cooperación internacional. La creación y el desarrollo de esta Oficina de Desarrollo fue estimulado por COMIDE a finales de los años 90, y apoyado a través de un proceso de acompañamiento y de fortalecimiento de capacidades. Para facilitar la gestión de los proyecto-programas quinquenales y para aumentar la coherencia interna de los mismos, COMIDE elaboró un paquete de herramientas, aplicado de manera uniformizada en todos los países en que opera.

### 2.3 Tipología de intervenciones en educación

Tradicionalmente, las intervenciones de la cooperación belga en el área de educación son clasificados en base de 2 criterios:

- El **canal de financiamiento**, respondiendo a los diferentes departamentos la DGCD: la cooperación gubernamental; la cooperación no-gubernamental: ONGs, cooperación universitaria, otros actores; los programas especiales, la cooperación multilateral.
- El **subsector de la educación** en que se desarrolla la intervención (códigos del CAD).

La clasificación según estos 2 criterios tiene sus limitaciones. Primero, se constata que los códigos CAD no se utilizan de la misma manera por todos los actores belgas. Por ejemplo, la cooperación universitaria suele caracterizar sus intervenciones como “Educación Superior”, independientemente de si son programas de formación o de investigación científica. Otros, especialmente ONGs, suelen utilizar los códigos DAC para describir el ‘objetivo global de la intervención’ (por ejemplo, “desarrollo rural”), incluso cuando la estrategia principal de intervención es educación.

Por consiguiente, la clasificación por códigos CAD no da una imagen completa ni correcta de la presencia real de la cooperación belga en educación. Sobreestima la importancia de la cooperación universitaria en educación, mientras que varios proyectos con componente educativo fuerte (proyectos mal codificados y proyectos multisectoriales) no están representados.

Otra limitación de la clasificación existente es que dan poca información sobre lo que la cooperación belga finalmente está haciendo en educación.

Con el fin de establecer una tipología más significativa y más representativa de la situación real, proponemos añadir un tercer criterio de clasificación, basado en la “estrategia de intervención de la cooperación belga”. Esta nueva clasificación cruza con la caracterización anterior por canales y subsectores y permite una mejor descripción de la realidad de la cooperación belga en el sector de educación.

En el caso ecuatoriano, se ha constatado que existen las “estrategias de intervención” siguientes:

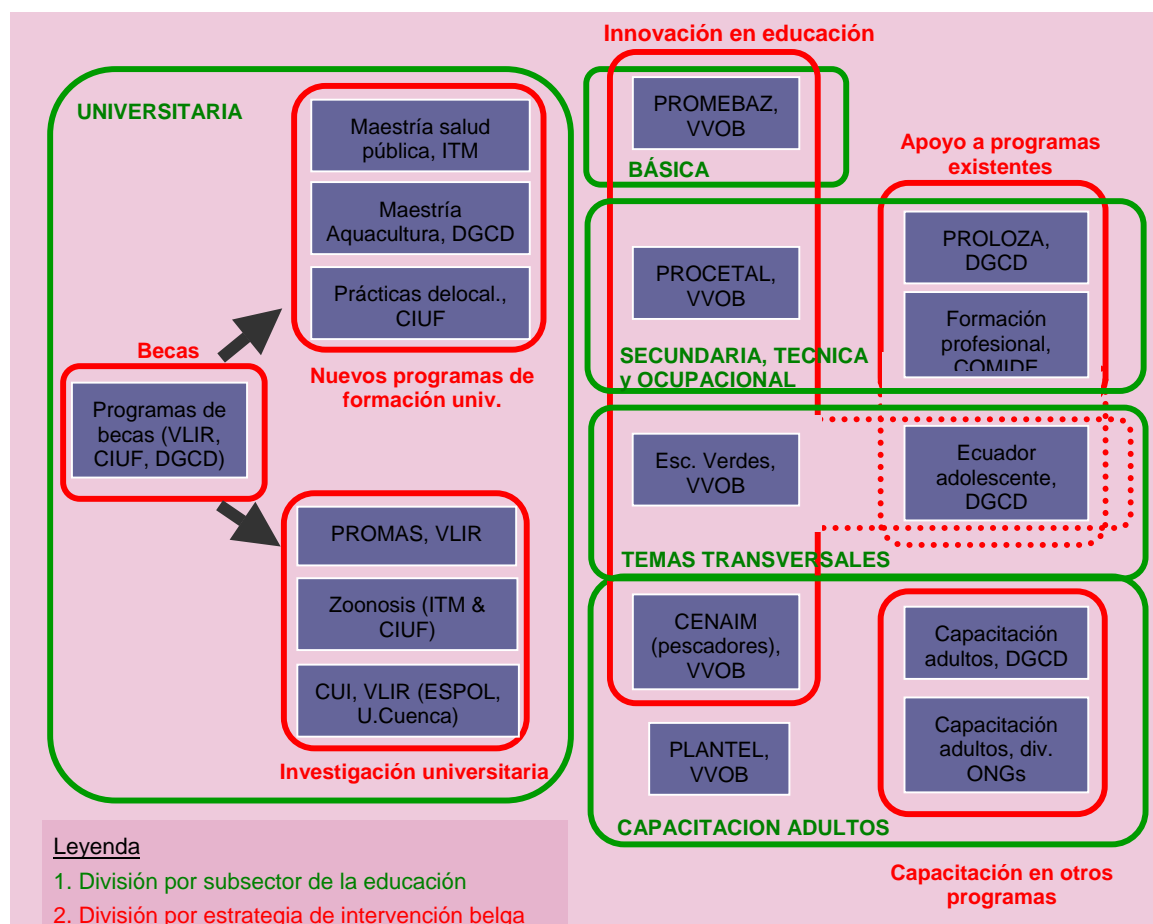
- **Investigación universitaria.** La mayoría de las intervenciones apoyadas por la cooperación universitaria en Ecuador están dirigidas al fortalecimiento de la investigación científica, considerado una condición indispensable para que la institución universitaria se fortalezca en su conjunto. En esta categoría se ubican los programas de “Cooperación Institucional Universitaria” con la ESPOL y la Universidad de Cuenca, así como la mayoría de las “propias iniciativas” apoyadas por CIUF y VLIR, y el programa de zoonosis apoyado por el IMT.
- **El apoyo a nuevos programas de formación universitaria.** En esta categoría están los programas de formación universitaria especializada creados en diferentes universidades del país, con el apoyo de CIUF, el IMT o de la CTB.
- **Programas de becas.** Diversos actores de la cooperación belga, DGCD/CTB (la cooperación gubernamental), VLIR, CIUF e IMT, tienen un programa de becas. La mayoría de las becas son destinados a estudiantes de programas de tercer ciclo universitario y de doctorado.
- **Proyectos de innovación en educación.** Se trata de proyectos en diversos subsectores de la educación (educación básica, secundaria, ambiental, etc.) que tienen como característica común que buscan el mejoramiento de la calidad educativa por el desarrollo de enfoques pedagógicos innovativos, generalmente a través de la realización de proyectos piloto. Todos los proyectos actualmente apoyados por la VVOB están en esta categoría.
- **Apoyo a programas de educación existentes**<sup>19</sup>. En estos proyectos la cooperación busca el fortalecimiento de procesos y/o actores importantes en educación, apoyando con financiamiento o asistencia técnica en las áreas donde hay necesidad (infraestructura, capacitación, fortalecimiento institucional, etc.). En Ecuador existen relativamente pocas intervenciones de este tipo. El ejemplo principal es el de la ONG COMIDE, que apoya el programa de formación ocupacional de la Congregación Salesiana, uno de los principales actores activos en el este subsector en el país. También los proyectos de la cooperación gubernamental, PROLOZA y Ecuador Adolescente pueden categorizarse como “apoyo a procesos existentes” (aunque el último proyecto también podría ser visto como “innovación en educación”).
- **Capacitación / formación en el marco de programas más amplios.** Esta categoría refiere a intervenciones en otros sectores – salud, agricultura, etc. – que tienen una estrategia importante de formación o educación. Aquí se ubican los programas de “capacitación de adultos”, incluidos en muchas intervenciones de la cooperación gubernamental y de ONGs. Estos programas no están incluidos en la base de datos de la DGCD bajo el código “educación” y por lo tanto tampoco han sido analizados en el marco de esta evaluación. Sin embargo, dado que

<sup>19</sup> Por ahora, esta categoría de “apoyo a procesos existentes” sigue siendo una categoría muy amplia y agrupa intervenciones de carácter relativamente diferente. En base de un análisis de las intervenciones en otros países con mayor presencia belga en educación de base, se podrá llegar a una definición de subcategorías más delimitadas, que mejor caractericen la especificidad de la cooperación belga en estas áreas.

constituyen una parte importante de lo que hace la cooperación belga en educación / formación, parece importante mencionar su existencia.

Figura 1 muestra las diferentes intervenciones en educación de la cooperación belga en Ecuador, clasificados por “subsectores de educación” (códigos CAD) y por “estrategia de intervención aplicada por la cooperación belga”. Están incluidas algunas intervenciones importantes en educación que no estaban en lista inicial generada en base de la base de datos de la DGCD.

**Figura 1: Tipología de la cooperación belga en educación en Ecuador**



## 2.4 Coherencia – coordinación – complementariedad

### 2.4.1 A nivel de las intervenciones

#### 2.4.1.1 Intervenciones de innovación en educación (VVOB)

**Coherencia con políticas nacionales en educación.** La cooperación Belga está presente a través de la generación de innovaciones curriculares (básica y secundaria) que son pertinentes y se alinean (sintonía) con la política nacional (Plan Decenal, Objetivo 6) mejoramiento de la calidad de la oferta existente. Sin embargo, la cooperación está ausente con relación a las políticas nacionales prioritarias (Plan Decenal, objetivos 1 y 2) de ‘universalización de la educación inicial y básica’ (acceso y permanencia), contempladas en los acuerdos internacionales de las Metas del Milenio.

El 77,5% de la cooperación belga en educación se invierte en la educación post-secundaria. Como mencionado antes, no existe una política nacional clara que regule el sistema de educación universitaria y superior en el país. En el caso de los programas de cooperación

universitaria institucional realizadas por el VLIR con la ESPOL en Guayaquil y la Universidad de Cuenca, se busca una coherencia activa con las políticas institucionales de la universidad, en el caso de los proyectos de cooperación universitaria bilaterales (las 'propias iniciativas'), esta coordinación con las políticas institucionales es menos pronunciada.

**Coordinación.** En el nivel local hay esfuerzos importantes de involucrar y articular la operación con la instancia oficial y con actores institucionales locales, propiciando instancias operativas (equipos de anclaje y coordinación) y conformando equipos técnicos 'ad hoc' al proyecto. La efectividad y la calidad de la participación dependen (negativamente) de inestabilidad política del Estado, (positivamente) de acuerdos político-institucionales así como de beneficios percibidos por los actores. La VVOB ha dado en la última fase importantes pasos de coordinación con la instancia oficial para asegurar la multiplicación y sostenibilidad de la propuesta. Además, la VVOB busca la coordinación activa con otras agencias de cooperación donde aplicable, por ejemplo, la coordinación con la cooperación española en el caso de PROCETAL, y la coordinación con UNESCO para realizar la multiplicación de los materiales educativos que resultaron del proyecto de las Escuelas Verdes.

Como mencionado antes (Capítulo 1.2), queda pendiente la Mesa de Educación, que ofrezca un espacio oficial a las agencias de cooperación internacionales para coordinar sus políticas e intervenciones en el sector.

#### **2.4.1.2 Los programas de becas**

El programa de becas de la cooperación gubernamental opera con el apoyo del IECE, con carácter operativo. No funciona aún dentro de una alianza interinstitucional con proyección estratégica.

#### **2.4.1.3 La Cooperación universitaria**

Los centros de investigación mantienen convenios con municipios, gobiernos, locales, ministerios, etc., tanto como vía de apoyo al desarrollo local, como para obtener fuentes de autogestión.

Al interior de las universidades existe buenos niveles de coordinación a partir de la adopción de la modalidad de CUI (ESPOL). Los promotores de los diferentes componentes del programa se reúnen regularmente entre ellos para intercambiar experiencias y coordinar el programa en su conjunto. Además hay una buena coherencia con los planes estratégicos de la universidad, y una coordinación activa con las instancias del rectorado.

En el caso de la modalidad de proyectos existe escasa coordinación directa con la instancias superiores de la universidad (rectorado). Algunos de estos proyectos, como el PROMAS en Cuenca, promueven un enfoque multidisciplinario y buscan una coordinación activa con profesores y investigadores de otras facultades y departamentos.

#### **2.4.1.4 DMOS-COMIDE**

El programa de DMOS-COMIDE de fortalecimiento de la formación ocupacional para jóvenes en situación de alto riesgo, es plenamente coherente con el objetivo central del Plan Decenal ("educación para todos"). Sin embargo, existe muy poca o ninguna coordinación con el Ministerio de Educación u otras instancias nacionales. Según la contraparte de COMIDE, el estado da poca importancia al fortalecimiento de la formación ocupacional, sector que tradicionalmente a sido el terreno de las ONGs y la Iglesia Católica.

## 2.4.2 Coherencia/coordinación/complementaridad entre actores belgas

En los últimos años, todos los actores de la cooperación belga hicieron esfuerzos para aumentar la **coherencia interna** de sus programas, siguiendo las tendencias generales de la cooperación internacional y estimulados por las políticas belgas, que promueven un enfoque programático, con mayor concentración geográfica y sectorial. En este marco debe entenderse la decisión tomada por la cooperación gubernamental de concentrar sus intervenciones en 2 sectores – agricultura y salud – y en 4 provincias. La cooperación no gubernamental está evolucionando en la misma dirección: la VVOB formuló su primer plan estratégico país en el 2003; la cooperación universitaria creó la modalidad de cooperación universitaria institucional; COMIDE dejó de financiar proyectos para invertir en el desarrollo de proyecto-programas quinquenales de cooperación por país.

El fortalecimiento de la coherencia interna de los programas, trae como consecuencia que los actores belgas se van especializando más, lo que al mismo tiempo hace más pronunciada la **complementariedad** entre ellos. Por ejemplo, en el pasado, tanto la VVOB como la cooperación gubernamental han tenido intervenciones que pueden definirse como “investigación universitaria” (VVOB, UNISIG) o “formación universitaria” (cooperación gubernamental, Maestría en Acuicultura), siendo tradicionalmente el terreno de la cooperación universitaria. Con los presentes esfuerzos de especialización y de concentración, se vuelve menos probable la probabilidad que se reproduzcan este tipo de duplicaciones.

Ninguno de los actores belgas activos en el sector de la educación en Ecuador ha utilizado la nota estratégica sectorial de la DGCD para buscar una mayor **coherencia** con las políticas generales de la cooperación belga en el sector. Esta conclusión responde a los resultados de la primera fase de esta evaluación (realizada en Bélgica), donde se encontró que la nota estratégica está formulada de manera demasiado general para ser utilizado como documento de orientación estratégica. Además, la nota estratégica se refiere sobre todo a la cooperación gubernamental, y da poca orientación a los actores no-gubernamentales - responsables para el 90,3% de las inversiones belgas en educación en Ecuador entre 2001 y 2005.

La **coordinación** entre actores belgas en el área de educación es mínima. En parte, es consecuencia de la complementariedad entre sus diferentes programas. No todos trabajan de manera especializada en el sector de la educación o en el mismo subsector, con el mismo enfoque o en la misma zona geográfica. Generalmente la coordinación a nivel local es considerada más importante que la coordinación con otros actores belgas. Además, coordinar con otros actores belgas no siempre es evidente, por las diferencias en naturaleza, visión y enfoque que caracterizan los diferentes canales de cooperación. Esfuerzos de coordinación en intervenciones concretas, realizados en otros sectores que el de la educación, a veces han tenido resultados más bien negativos, por ejemplo en el caso de proyecto ‘Café’ de Manabí entre CTB y una ONG.

En el sector de la educación, hay algunos casos excepcionales donde hubo una coordinación entre la cooperación gubernamental y la cooperación no-gubernamental en la misma intervención, como son:

- La coordinación entre el proyecto PROLOZA, apoyado por la cooperación gubernamental belga y el proyecto PROCETAL, apoyado por VVOB, en Loja. PROLOZA es un proyecto de infraestructura básica implementado en el marco del Plan Binacional<sup>20</sup>. Las actividades se realizan en coordinación con varios actores nacionales y belgas, entre los cuales VVOB. PROLOZA

<sup>20</sup> Programa de desarrollo para la zona frontera entre Ecuador y Perú, creado después de la firma de los acuerdos de paz entre los 2 países, en 1998.

intervino en ambos componentes del proyecto PROCETAL: financó la extensión del Centro Binacional de Formación Técnica (CBFT) y hizo la adecuación de la infraestructura (aulas, granjas, ...) en los colegios técnicos agropecuarios que participaron en el programa de mejora de la educación agropecuaria.

- La “Maestría en salud pública” en la Pontificia Universidad Católica del Ecuador (PUCE), apoyado por el IMT, beneficia cada año por de unos 15 becas otorgadas por la DGCD.

En ambos casos, la cooperación gubernamental está dando un apoyo suplementario a intervenciones de la cooperación no gubernamental, que, en ausencia de este apoyo difícilmente podrían realizar las mismas actividades con el mismo grado de éxito. Un factor crítico en estos casos es el de la sostenibilidad / viabilidad: la dificultad de prolongar (maestría en salud pública) o de duplicar (PROCETAL) las intervenciones sin contar con el apoyo adicional desde la cooperación gubernamental.

Aparte de las experiencias de coordinación entre actores belgas, hay actores locales que lograron establecer una cooperación con distintos actores belgas. Por ejemplo:

- El Centro Internacional de Zoonosis (CIS) en la Universidad Central de Quito fue apoyado por el VLIR del 1997 al 2002, con un proyecto de iniciativa propia. Luego, en 2002, firmó un convenio con el IMT (2003 – 2007), convenio que se prolongará para un período 6 años más bajo la modalidad de un “framework agreement”. En 2006 se firmó otro convenio de cooperación con Bélgica, esta vez con la Universidad de Liejas, financiado por el CIUF.
- El Centro Nacional de Acuicultura e Investigaciones Marina (CENAIM) de la ESPOL recibió apoyo de la cooperación gubernamental entre 1998 y 2006 para la organización de una maestría en acuicultura. Desde 1999, el centro participa también el programa CUI del VLIR. De 2002 tuvo también un proyecto con VVOB, dirigido a la capacitación a pequeños productores de camarón.

En estos casos, se trata de coordinación entre actores belgas, sino de actores locales (y/o de cooperantes) que lograron diversificar sus fuentes de financiamiento, utilizando sus contactos con Bélgica para identificar canales alternativos de cooperación. Esta diversificación del financiamiento, que también refleja una buena capacidad interna para presentar propuestas de calidad a de cooperación, constituye un factor de sostenibilidad para las instituciones en cuestión.

Una condición importante para que los actores belgas mejoren los niveles de coordinación, es que se conozcan entre ellos. En Ecuador, existe un buen nivel de intercambio entre actores belgas por medio del FABEC (Foro de Actores Belgas en el Ecuador), un foro informativo y consultativo donde se presentan y discuten las diversas políticas y estrategias de la cooperación belga en el País. El FABEC está abierto a representantes de todas las intervenciones apoyadas por Bélgica y es convocado por el agregado de la Oficina de Desarrollo de la DGCD. Un aspecto positivo es que participan también los encargados locales de intervenciones apoyadas por Bélgica, en los casos donde el actor belga no tiene un representante en el país. El FABEC constituye una iniciativa muy valorada: permite conocer y contribuir a la elaboración de las políticas de la cooperación belga, además permite conocer los representantes de otras intervenciones, lo que es un primer paso para identificar posibles áreas de intercambio y coordinación.

Los principales limitantes del FABEC, especialmente con relación al sector de la educación, son los siguientes:

- No se ha logrado la participación de todos. En el área de educación, faltan algunos actores importantes: el programa de Cooperación Institucional Universitaria del VLIR (programa más importante de cooperación universitaria en el país), las contrapartes de la ONG DMOS-COMIDE (ONG belga más importante en educación en Ecuador).
- Las discusiones están muy limitadas a la cooperación gubernamental. Siendo salud y agricultura los sectores prioritarios para la cooperación gubernamental en Ecuador, queda poco espacio

para discutir las intervenciones y estrategias en el sector de la educación, no obstante la fuerte presencia de algunos actores no gubernamentales en este sector.

En resumen, existe muy poca coordinación entre actores belgas en el área de la educación. Algunas intervenciones en este sector quedan muy aisladas y son poco conocidas por los otros actores de la cooperación, como son, el programa de educación profesional no formal de DMOS-COMIDE, el programa de cooperación institucional universitaria con la ESPOL y otros proyectos de investigación apoyados por la cooperación universitaria. Por el desconocimiento pueden perderse oportunidades de coordinación interesantes. Es especialmente el caso para las intervenciones de investigación científica, que muchas veces se desarrollan en sectores – educación, agricultura, medio ambiente, etc. – que pueden ser de interés a la cooperación belga en general.

Entre los diferentes **programas de becas** implementados por la cooperación belga (DGCD, VLIR, CIUF, IMT), no existe ninguna coordinación.

## 2.5 Eficiencia y efectividad

Los actores locales involucrados en los proyectos de cooperación Belga valoran muy positivamente la calidad técnica y modalidad ‘democrática’ de la relación que establecen los diversos actores de la cooperación belga con la contraparte local.

Hay debilidad en las ‘estrategias’ conjuntas de cooperación en el sector de Educación. El peso mayor aun reside en las iniciativas más particulares de cada entidad de cooperación y algunos casos en la iniciativas individual del cooperante (VVOB, en algunos casos en la cooperación interuniversitaria), con riesgo de alta dependencia a la cooperación externa (del cooperante).

# 3 Efectos de la cooperación belga en educación

## 3.1 Efectos de la cooperación belga en educación

La cooperación Belga está muy reconocida entre las diferentes contrapartes beneficiarias, tanto en los actores locales relacionados con los proyectos de VVOB (por relación respetuosa y alta calidad técnica), como en la cooperación universitaria (por apoyo sostenido y eficacia), así como la cooperación gubernamental (caso ‘Ecuador Adolescente’ por relevancia de la problemática). En las instancias nacionales (INECI, CONESUP) también hay un reconocimiento ‘respetuoso’ (diplomático), aunque en estas contrapartes se percibe más bien ‘desconocimiento’ sobre el alcance y especificidad de la cooperación y se constata débil presencia e incidencia de la cooperación en estas instancias.

En los subcapítulos siguientes se describirán los efectos principales de la cooperación belga en educación, listados por tipo de actor.

### 3.1.1 Las intervenciones de la VVOB

Como mencionado antes, el programa actual de la VVOB en Ecuador está centrado en el mejoramiento de calidad de la educación, a través del desarrollo de proyectos piloto. Los principales efectos del programa se sitúan en 2 niveles: resultados en el área de innovación educativa y logros en cuanto a la institucionalización de las propuestas:

- **Innovación educativa:** metodologías de enseñanza experimental han sido elaboradas y adaptadas a la situación de la educación básica (PROMEBAZ) y agropecuaria (PROCETAL) ecuatoriana, con resultados positivos, especialmente en las escuelas piloto que disfrutaron de

un acompañamiento más largo e intensivo por parte del proyecto<sup>21</sup>. Varios docentes que participaron en los proyectos piloto han sido capacitados; metodologías y materiales para la capacitación docente han sido elaborados y validados. Muchos entre ellos han integrado los enfoques alternativos en su práctica de aula, con intensidad variada. Todos los proyectos de la VVOB han resultado en la elaboración de 'módulos de capacitación', dirigido hacia docentes, institutos de capacitación docente, alumnos y/o municipios. Estos módulos permiten una multiplicación de las experiencias en el futuro.

- **Institucionalización:** se han firmado convenios con autoridades y estructuras locales, que también están activamente representadas en los equipos técnicos de los programas. Los resultados en cuanto a institucionalización lograda son mixtos. En el caso PROMEBAZ, la apropiación por parte de la dirección provincial de educación básica, uno de los socios centrales del proyecto, sigue siendo baja, pero en cambio hay interés por parte de instancias oficiales macro (DINAMEP), representados en el comité directivo del proyecto, para promover una expansión de las experiencias. En PROMEBAZ y PROCETAL, se ha logrado que los socios locales de educación superior (ISPED, Universidad de Cuenca, Universidad de Loja) adoptaron las innovaciones curriculares y los integraron en sus programas de formación docente.
- Se ha logrado poner en operación las propuestas en grupos de 'escuelas piloto', con docentes 'hailitados' y comprometidos. Otras instancias locales se encuentran en proceso de adoptar estas innovaciones curriculares, como el ISPED, la Universidad de Cuenca y, en un futuro próximo Municipios o entidades provinciales (caso del Consejo Provincial de Azuay, que ha manifestado su interés de expandirlo a toda la provincia de Azuay).
- La vinculación entre intervenciones realizadas directamente en las escuelas (básicas o técnicas agropecuarias) y la formación docente.

### 3.1.2 Cooperación universitaria

#### 3.1.2.1 Investigación

Sin excepción, los proyectos de investigación apoyados por diversos actores de la cooperación universitaria (VLIR, CIUF, IMT) han sido altamente exitosos. Entre los efectos principales de la cooperación, se destacan los siguientes:

- **Investigación.** En todos los casos, se logró establecer centros de investigación académicas de alta calidad, a veces empezando desde cero (PROMAS, igual que algunos componentes del programa CIU en la ESPOL), y a veces dentro de un ambiente institucional no estimulante para el desarrollo de programas de investigación (por ejemplo, la universidad de Cuenca). Todos los centros de investigación apoyados por la cooperación belga han logrado resultados visibles medibles en términos de publicaciones científicas, conferencias organizadas, etc.
- **Efecto multiplicador.** Dentro de sus respectivas instituciones, los centros de investigación apoyados por la cooperación belga se han convertido en "Centros de Referencia" y lograron tener cierto efecto multiplicador. Siguiendo el ejemplo de los centros apoyados por la cooperación belga, algunas otras unidades, centros y departamentos, revalorizaron sus actividades de investigación, buscaron una mayor vinculación con la cooperación internacional o aplicaron para fondos nacionales de apoyo a la investigación. En la ESPOL en Guayaquil, el programa de cooperación institucional con el VLIR contribuyó a una mayor institucionalización de la investigación al seno de la institución, reflejado en la creación de un consejo de investigación a nivel del rectorado, la plena integración de investigación científica en el Programa Estratégico de la universidad, la creación de un Centro de Investigación Científica y Tecnología, etc.
- **Desarrollo económico social.** Un criterio de selección aplicado por todos los actores de la cooperación universitaria es que los proyectos de investigación apoyados tengan un vínculo

<sup>21</sup> En PROCETAL, por ejemplo, se constata que existe una diferencia notoria entre los institutos agropecuarios que más intensivamente han participado en la fase piloto del proyecto los institutos donde el acompañamiento ha sido menos intensivos. Solamente los primeros hablan de efectos en términos de innovación curricular, el segundo grupo ve como el efecto principal del programa el hecho que se le ha mejorado la infraestructura (a través de la cooperación con el proyecto PROLOZA).

claro con temas de desarrollo importantes para el país: el desarrollo económico, medio ambiente, etc. Todos los centros de investigación apoyados por la cooperación belga lograron establecer y consolidar este vínculo social, a través de la implementación de proyectos de investigación aplicada, en cooperación con ministerios, gobiernos locales y otras instituciones a nivel local. Aparte de contribuir al desarrollo del país, la realización de estos proyectos de investigación aplicada constituyen un avance hacia la sostenibilidad de los centros, porque dan acceso a fuentes adicionales de financiamiento, nacionales o de la cooperación internacional.

- **Mejora de la calidad de la formación universitaria:** en general, los proyectos de investigación apoyados por la cooperación belga no tienen un efecto fuerte ni directo en la calidad de la educación universitaria. Para el estudiante promedio no cambia mucho. El efecto principal en educación es que ahora un mayor número de estudiantes tienen la posibilidad de realizar su tesis de pregrado dentro de la universidad. El impacto en la calidad de la formación es más pronunciada en el caso del programa CUI en la ESPOL, donde, en el marco del componente “Innovación de la educación en ingeniería utilizando los TICs”, se ha formado a 525 profesores universitarios en andragogía y el uso de los TICs en la aula. También en la ESPOL, se han creado algunos nuevos programas de maestría especializada, como producto indirecto indirecto del fortalecimiento de los centros de investigación.
- **Mejoramiento de la educación básica:** el mejoramiento de la educación básica normalmente no es un objetivo de programas de investigación. Sin embargo, el componente 2 del programa CUI en la ESPOL, “Innovación de la educación en ingeniería utilizando los TICs” ha trabajado en la mejora de la calidad de la educación básica y secundaria del país a través de proyectos de investigación aplicada, con resultados reconocidos a nivel nacional.

### 3.1.2.2 Formación universitaria

- **Calidad de la formación.** Se logró crear e implementar programas de formación universitaria de estándares internacionales (maestrías y cursos de corta duración). A través de estos programas se ha formado un buen número de profesionales, provenientes de diferentes países, en temas relevantes para el desarrollo. Los intercambios regulares con profesores belgas o de otros países, contribuyeron a elevar la capacidad de docencia a un nivel superior en los institutos implicados.
- **Adaptación de las propuestas para darles cierta continuidad a las experiencias.** Los programas de formación instalados con el apoyo de la cooperación belga resultaron ser poco sostenibles: es difícil de mantener los mismos estándares de calidad sin contar con el apoyo financiero de la cooperación internacional, además se cuenta con un problema de baja demanda, especialmente en el caso de las maestrías. Frente a estas dificultades, todos los programas han elaborado planes para adaptar las propuestas y darles cierta continuidad en el futuro.

### 3.1.2.3 Becas

Los principales efectos de los programas de becas apoyados por la cooperación belga (DGCD, VLIR, CIUF, IMT) son los siguientes:

- Se ha formado a una buena cantidad de profesionales de alto nivel académico, lo que contribuyó a la elevación de la calidad de la investigación universitaria y que permitió la creación de una nueva oferta de formación universitaria de alta calidad (véase §3.1.2.3).
- A la cooperación gubernamental, el programa de becas le permite crear una red de contactos en el país, dado que muchos egresados mantienen el contacto con la representación belga después de su regreso. Otros efectos del programa de becas de la cooperación gubernamental son menos conocidos, en parte porque no se dispone de una buena estrategia de seguimiento a los egresados. No está claro en que medida se está finalmente contribuyendo al fortalecimiento institucional de las instituciones contrapartes, formulado como objetivo principal de esta modalidad.

### 3.1.3 Otros (COMIDE, cooperación gubernamental)

Otros programas de la cooperación belga en educación han tenido como efectos principales:

- Se logró fortalecer la oferta de formación alternativa para jóvenes vulnerables (niños de la calle, embarazo de las adolescentes).
- Inversiones en infraestructura y equipamiento (COMIDE, PROLOZA) han resultado en centros mejor equipados, considerado indispensable para contribuir a la mejora de la calidad de la oferta, especialmente en el área de la capacitación técnica y profesional.

### 3.2 Factores que contribuyeron al éxito / la sostenibilidad de las intervenciones

En el caso de la **VVOB**, los siguientes factores contribuyeron al éxito de las intervenciones:

- La aplicación de un ‘enfoque de proceso’, enfocado en la creación de la propuesta desde abajo, con participación activa de profesores en servicio, agentes municipales, etc. (investigación – acción);
- Se presta atención a la institucionalización de la propuesta, mediante acuerdos con actores locales (desde el comienzo), la creación de equipos de anclaje, etc.;
- La combinación entre, por un lado, la cooperación directa con los actores descentralizados en educación (considerados institucionalmente menos inestables que los actores del nivel central), y, por otro lado, el involucramiento adecuado del ministerio nacional – a través de equipos de enlace y procesos de consulta en el marco de la preparación del nuevo programa quinquenal.
- El contar con un propuesta técnica y material validado, lo que constituye un factor importante de sostenibilidad;

Los proyectos **investigación universitaria** han tenido los factores de éxito siguientes:

- Apoyo institucional desde la universidad;
- Buena capacidad de conducción de los coordinadores locales;
- La identificación de los proyectos se hace a nivel local;
- Experiencia de la contraparte belga (‘know-how’), comunicación frecuente;
- La continuidad de la cooperación belga con la misma institución;
- Estándares de calidad establecidos e internacionalmente reconocidos (publicaciones, etc.);
- Apoyo adicional en forma de becas. Las becas de doctorado tipo sánduche garantizan que el investigador mantenga el vínculo con su institución de origen mientras se capacite en Bélgica.

Factores de éxito de los programas de **formación universitaria**:

- Intercambio intensivo entre docentes de universidades belgas y ecuatorianas;
- La auto-evaluación crítica, que permitió buscar alternativas para darles continuidad a los programas;
- El apoyo financiero a los estudiantes en forma de becas.

Para los programas de “**apoyo a procesos existentes**” (COMIDE, PROLOZA, Ecuador Adolescente) se destacan dos principales factores de éxito:

- La buena lectura por parte de la cooperación belga de los procesos importantes en el área de la educación.
- Contrapartes nacionales con buena capacidad de gestión.

### 3.3 Factores que limitan el éxito / la sostenibilidad de las intervenciones

Un factor que limita la operación de todos los actores belgas en Ecuador, especialmente los que trabajan directamente con las instancias de educación nacionales o regionales (VVOB, cooperación gubernamental), es la inestabilidad política e institucional del país. La situación de inestabilidad permanente complica tanto la efectividad como la sostenibilidad de las intervenciones.

Aparte de ello, se destacan los limitantes siguientes, por canal de cooperación belga:

En el caso de la **VVOB**, los siguientes factores limitaron el éxito de las intervenciones:

- La tensión entre ‘producto’ y ‘proceso’: algunos proyectos de la VVOB, como PROMEBAZ y PROCETAL, siguen un ‘enfoque de proceso’, considerado necesario para lograr una apropiación e institucionalización suficientes de las propuestas. Los cooperantes que trabajan en los proyectos sienten una tensión permanente entre la necesidad de respetar el ritmo de estos procesos locales y la presión por presentar productos visibles (módulos elaborados) antes de terminar el proyecto;
- La preparación e implementación de propuestas se extiende ante una ausencia de directivas suficientemente claras de parte de la VVOB en cuanto al contenido y el enfoque de los proyectos. Aunque hay, en cada proyecto, un comité estratégico compuesto por la VVOB y las contrapartes institucionales y operativas locales, la elaboración del contenido de los proyectos depende en gran medida de las capacidades y la experiencia del cooperante contratado. El perfil de estos cooperantes no siempre ha sido bien pensado al comienzo del proyecto;
- A nivel de los socios locales oficiales existe insuficiente articulación entre los niveles operativo y estratégico. Acuerdos firmados para participar en programas de mejoramiento de la calidad de la educación no se traducen automáticamente en una puesta a disposición de los recursos adecuados. La falta de involucramiento se debe también a una falta de comprensión (afectiva) de la propuesta y a la lógica burócrata que caracteriza estas instituciones.
- Sostenibilidad: no está previsto el seguimiento a las escuelas que participaron en la fase piloto de los proyectos de innovación, después de terminar el periodo de asistencia externa (proyectos PROMEBAZ, PROCETAL y Escuelas Verdes). Tanto la VVOB como las contrapartes locales, hablan de la continuidad de los proyectos en términos de la extensión geográfica de los mismos. Las escuelas piloto son consideradas parte de la fase de investigación, y no existen planes concretos para extender su participación a una fase de extensión futura. Sin embargo, podrían convertirse en escuelas “modelo” para otras entidades educativas que entren en el proyecto durante la fase de extensión.

Factores que limitaron el éxito de los programas de **cooperación universitaria**, son:

- La dificultad principal es el bajo prestigio internacional que tienen las universidades ecuatorianas. Por consiguiente, sigue siendo difícil para los centros de investigación de acceder a fondos internacionales de apoyo a la investigación científica. El bajo prestigio contribuye también a que haya una baja demanda en las maestrías internacionales apoyadas por la cooperación belga: un diploma sacado en el exterior se valoriza más que un diploma ecuatoriano, independiente de la calidad o del estándar del programa ofrecido en Ecuador;
- Los programas de formación universitaria no han sido establecidos en base de un buen análisis de factores de demanda, factibilidad y sostenibilidad;
- El ambiente institucional no siempre es favorable a la investigación científica.

Para el programa de **COMIDE**:

- Hay altos niveles de deserción en los programas de formación: por migración, la necesidad de trabajar rápido, etc. Un certificado de formación ocupacional no permite encontrar un trabajo bien remunerado en el país.

## 4 Lecciones recogidas y recomendaciones

### 4.1 Principales conclusiones

En Ecuador, educación no es un sector prioritario para la cooperación gubernamental belga. El 77,5% del apoyo belga en educación está dirigido hacia la educación post-secundaria, debido a una fuerte presencia de las instancias de cooperación universitaria belga en el país (VLIR, CIUF, IMT). Sin embargo, se comprueba que esta figura presenta una imagen algo transformada de la realidad, debido a que la mayoría de las intervenciones de la cooperación universitaria no tienen vínculo directo con educación, sino son básicamente proyectos de investigación científica. Al mismo tiempo, se identificaron algunas intervenciones en educación, tanto de la cooperación gubernamental como de ONGs, pero que no aparecen así en las estadísticas por ser proyectos multi o intersectoriales.

De todos modos, la presencia belga en educación básica (básica y secundaria) en Ecuador es baja y básicamente reducida a algunas intervenciones de la VVOB (PROMEBAZ, PROCETAL, Escuelas Verdes) y el programa de la ONG DMOS-COMIDE de formación ocupacional para jóvenes en situación de alto riesgo. El programa Ecuador Asolescente, apoyado por la cooperación gubernamental, es un programa de educación a la salud en escuelas de nivel secundario. El componente 2 del programa de cooperación institucional entre el VLIR y la ESPOC contribuye indirectamente al fortalecimiento de la educación de base, a través de programas de extensión de mejoramiento de la calidad de la educación, con impacto a nivel nacional.

Con la aprobación del “Plan Decenal por la educación, 2006 - 2015”, el país dispone por primera vez de un marco estratégico oficial y ampliamente aceptado para el sector de la educación (básica). Este marco le permite a la cooperación internacional un mayor alineamiento de sus políticas a las prioridades nacionales. Hasta ahora, la VVOB ha sido el único actor belga que activamente busca alinearse con las políticas y estructuras nacionales en educación. El Plan Decenal constituye la base para la elaboración del nuevo plan quinquenal, 2008 – 2013 de la VVOB. Además se crearon espacios de coordinación y cooperación con las autoridades educativas del país, tanto a nivel local como nacional.

La coordinación entre actores belgas en el área de la educación es prácticamente nula y está limitada a algunos esfuerzos aislados de coordinación entre la cooperación gubernamental y la no gubernamental en intervenciones concretas. En el FABEC, el Foro de Actores Belgas en el Ecuador, educación no es un tema de discusión prioritario, algunos actores con intervenciones importantes en educación no participan al Foro.

Casi sin excepción, las intervenciones de la cooperación belga en educación han sido altamente exitosas. Eso se debe, entre otras, a una buena lectura de las necesidades locales por parte de la cooperación, y a la creación de buenos mecanismos de coordinación, formales o informales, con las contrapartes locales. La sostenibilidad de las intervenciones sigue siendo un mayor punto de atención en algunos casos, especialmente en los programas de formación universitaria, que se ven confrontados con problemas de demanda y de dependencia de la cooperación belga, en forma de becas y personal docente, para mantener los altos estándares de calidad de la oferta.

### 4.2 Recomendaciones

Las recomendaciones formuladas en este capítulo se refieren al proceso que los diversos actores de la cooperación belga, activos en el sector de la educación, puedan seguir para llegar a una mayor pertinencia, alineamiento, coherencia interna y sostenibilidad de sus intervenciones en educación en el país.

De acuerdo a la decisión tomada por el Comité de Pilotaje de la evaluación, no se formularán recomendaciones en cuanto al nivel de las inversiones de cada actor en el sector. Por ejemplo, los evaluadores respetan la decisión tomada por la cooperación gubernamental de concentrar sus intervenciones en los sectores salud y desarrollo rural (decisión pertinente de punto de vista de concentración y complementariedad con otras agencias de cooperación). De la misma manera, se acepta el hecho que la cooperación belga está principalmente presente en el subsector de la educación post-secundaria - consecuencia de la arquitectura misma de la cooperación belga -, bien que esta situación no corresponda ni con la presente nota estratégica de la cooperación belga para el sector – que da prioridad a la educación básica -, ni con el “Plan Decenal por la Educación” del Ecuador, que igualmente tiene como objetivo prioritario la universalización de la educación inicial y básica.

En vista del fortalecimiento de las políticas y estrategias de la cooperación belga en educación, se formulan las recomendaciones siguientes:

### **Coherencia – coordinación - complementariedad**

- [1] Un primer requerimiento para llegar a una mayor coherencia y coordinación entre las intervenciones belgas en educación, es que los actores con actividades en esta área se conozcan entre ellos. Se recomienda organizar momentos de intercambio (integrados en las reuniones del FABEC?) donde se les da la oportunidad a los diversos actores belgas de presentar sus políticas, estrategias e intervenciones. Atención especial debería prestarse a los actores que han quedado relativamente aislados hasta el presente (ESPOL, COMIDE, etc.).
- [2] Aunque son pocas las intervenciones de la cooperación belga en educación de base, podría crearse un espacio de reflexión estratégica común, que permitirá posicionarse frente a las políticas prioritarias nacionales e internacionales, pronunciarse sobre aspectos estratégicos de educación, mejorar la sinergia y/o aclarar aspectos de complementariedad, todo en respetando la autonomía relativa de cada uno de los actores. Sugerimos al menos lo siguiente:
  - a. Realizar un análisis común de del Plan Decenal por la Educación (2006 – 2015), de los procesos que deben impulsarse y actores que deben fortalecerse para generar capacidades nacionales que sostengan la implementación de las políticas priorizadas por el plan.
  - b. Analizar formas e instancias de participación que se requieren para fortalecer la participación y exigibilidad de la ciudadanía respecto a educación;
  - c. Aclarar hacia dónde quiere apuntar el conjunto de la cooperación con relación a la agenda de universalización de la educación inicial y básica, así como al mejoramiento de la calidad educativa, articular la contribución particular de cada actor activo en el sector;
  - d. Sistematizar e intercambiar experiencias que vayan mostrando pertinencia e incidencia.
- [3] Dado que educación es un área de intervención importante para la cooperación belga que sin embargo no es un sector prioritario para la cooperación gubernamental, se recomienda que la cooperación belga esté representado por un delegado de la cooperación no gubernamental en los espacios de concertación entre donantes sobre educación, como es la (futura) Mesa de Educación.
- [4] La coordinación entre actores belgas es sobre todo importante a nivel estratégico. A nivel operativo, la deseabilidad de una cooperación eventual, dentro de la misma intervención, entre varios actores de la cooperación internacional (belgas u otras) debería ser profundamente analizado antes de tomar la decisión de coordinar

esfuerzos, particularmente en términos de sostenibilidad y compatibilidad de los mecanismos de gestión.

- [5] Se requiere que a cooperación universitaria aclare los vínculos que tienen sus proyectos de investigación universitaria con otros sectores de desarrollo económico-social. En la selección de nuevos proyectos de investigación, debería tomarse en cuenta la contribución potencial a la realización de las políticas prioritarias de desarrollo del país, aspecto que debería estar claramente descrito en el documento de formulación.
- [6] Se requiere aclarar la articulación de los programas de becas con las políticas y estrategias del sector educación. También hace falta una mayor coordinación entre los programas de becas apoyados por diferentes actores de la cooperación belga.

### **Instrumentos y políticas de la cooperación belga**

- [7] Se requiere actualizar la base de datos ODA para que dé una información más completa y más confiable sobre la presencia real de la cooperación belga en educación. Particularmente, se recomienda que se formulen lineamientos más claros para el uso de los códigos sectoriales, de modo que sean utilizados de la misma manera por todos los actores de la cooperación. En cuanto a intervenciones de investigación universitaria, se recomienda que sean caracterizados en primer lugar por el tema de la investigación (medio ambiente, agricultura, etc.) y sólo después como proyectos de “educación post-secundaria”.
- [8] La caracterización de las intervenciones belgas en educación por subsector y por canal de financiación no dice mucho sobre el contenido y la naturaleza de las intervenciones. En vista de la elaboración de la próxima nota estratégica, se recomienda establecer una clasificación por “estrategia de intervención”, como la iniciada en el capítulo 3.2 de este informe.
- [9] Muchas intervenciones de la cooperación belga tienen una estrategia de “formación de adultos” sin que sean caracterizadas como intervenciones de “educación”. Siendo la “formación de adultos” un componente importante de las actividades de cooperación belga en educación, se recomienda incluirlo como estrategia de intervención en la futura nota estratégica sectorial.

### **Sostenibilidad**

- [10] En intervenciones de innovación educativa, la sostenibilidad en la adopción de las innovaciones demanda acompañamiento técnico por tiempos largos (aproximadamente 8 años), para asegurar su sostenimiento, dado que supone ‘cambio de cultura pedagógica y escolar’. Al mismo tiempo se requiere ir consolidando estrategias operativas y de coordinación eficaces, tanto en el espacio micro institucional, como en los niveles meso (cantón, provincia) y nacional (nivel central).
- [11] En futuros programas de formación universitaria, debe prestarse mayor atención al análisis de factores de demanda, factibilidad y sostenibilidad antes de lanzar la oferta.

## Appendice I. Ayuda belga en educación y formación

### Resumen

Ecuador	Valor de las intervenciones	
	(in K €)	(% del valor total)
<b>Gastos Totales (2001 – 2005)</b>	<b>11,469</b>	<b>2.4%</b>
Gastos 2001	2,106	2.6%
Gastos 2002	2,593	2.6%
Gastos 2003	2,639	2.8%
Gastos 2004	2,453	2.3%
Gastos 2005	1,678	1.7%
Valor promedio de las intervenciones	441	
<b>Posición entre los países contrapartes (en base del valor de las intervenciones)</b>	<b>5</b>	
<b>Posición general (en base del valor de las intervenciones)</b>	<b>7</b>	
<b>Número de intervenciones:</b>	<b>26</b>	

### Por Departamentos

Ecuador	Valor de las intervenciones	
	en K €	% de los gastos por país / región
D0.2 – Seguimiento / Evaluación / Estadísticas		
D1 – Programas Gubernamentales	1,116	9.7%
D2 – Programas Especiales		
D3 – Programas No Gubernamentales	10,352	90.3%
D3.1 – ONGs	1,776	15.5%
D3.2 – Universidades / Instituciones Científicas	4,104	35.8%
D3.3 – Otras contrapartes	4,472	39.0%
D4 – Programas Multilaterales y Europeos		

**Por códigos CAD**

Ecuador	Valor de las intervenciones	
	en K €	% de los gastos por país / región
111 – Education, nivel no precisado		
11110 – Política educacional y gestión administrativa		
11120 – Equipos y formación en educación		
11130 – Formación de profesores		
11182 – Investigación en educación		
112 –Education Básica	592	5.2%
11220 – Education primaria		
11230 – Capacitación básica para jóvenes y adultos	592	5.2%
11240 – Education de la primera infancia		
113 –Education Secundaria	1,184	10.3%
11320 – Educación secundaria		
11330 – Formación profesional	1,184	10.3%
114 – Educación Post-secundaria	8,885	77.5%
11420 – Educación superior	8,628	75.2%
11430 – Formación avanzada, técnica y de gestión	257	2.2%
Educación con otros códigos DAC / CRS	807	7.0%
12181 – Educación y formación médica	114	1.0%
12261 – Education en salud	3	0.0%
14081 – Educación y formación en agua y saneamiento		
31381 – Educación y formación en pesca		
33181 – Educación y formación en comercio		
41081 – Educación/formación en medio ambiente		
43081 – Educación y formación multisectorial	691	6.0%

## Appendice II. Indicadores educación

Datos de los tres últimos Informes Globales de Monitoreo (IGM) sobre EFA	IGM 2005			IGM 2006			IGM 2007		
	Total	Masc.	Fem.	Total	Masc	Fem.	Total	Masc.	Fem.
Tasa de alfabetismo en adultos (15 y más) 2000-2004	2000-2004			2000-2004			2000-2004		
	91.0*	92.3*	89.7*	91.0* <sup>1</sup>	92.3*	89.7*	91	92	90
Tasa bruta de inscripción en pre primaria (%)	2001			2002-2003			2004		
	73	71.8	74.2	74.4	73.3	75.6	77	76	77
Tasa neta de admisión en educación primaria	2001			2002-2003			2004		
	86.3	85.9	86.6	87.2	86.9	87.5	85	85	85
Tasa Neta de inscripción en educación primaria	2001			2002-2003			Año escolar terminando en 2004		
	99.5	99.0	100.0	99.5	99.1	100.0	98	97	98
Niños fuera de la escuela (000)	2001			2002-2003			Año escolar terminando en 2004		
	8.5	8.5	-	8	8	-	11	11	-
Abandono en todos los niveles (%)	2000			2001-2002			Año escolar terminando en 2003		
	23.8	24.4	23.2	27.9	28.6	27.2	27.4	28.0	26.8
Transición de la educación primaria a la educación general secundaria (%)	2000			2001-2002			Año escolar terminando en 2003		
	72.8	75.0	70.4	72.9	75.0	70.8	74	76	71
Tasa neta de inscripción en educación secundaria (%)	2001			2002-2003			Año escolar terminando en 2004		
	50.0	49.5	50.5	35.5**	30.5**	40.8**	52	52	53
Tasa bruta de inscripción en educación terciaria (%)	2001			2002-2003			Año escolar terminando en 2004		
	-	-	-	-	-	-	-	-	-
Tasa alumno/profesor en educación primaria	2001			2002-2003			Año escolar terminando en 2004		
	25	-	-	24	-	-	23	-	-
Tasa alumno/profesor en educación secundaria	2001			2002-2003			Año escolar terminando en 2004		
	14	--	-	13*	-	-	13	-	-
Gasto público total en educación como % del PNB	2001			2002			2004		
	1.1**			1.1** <sup>2</sup>	-	-	-	-	-

<sup>1</sup> (\*): Datos nacionales

<sup>2</sup> (\*\*): Estimaciones UIS

### Appendice III. Lista de intervenciones belgas en educación, 2002 – 2006<sup>22</sup>

Actor	Intervenciones
DGCD/ CTB	Maestría en Ciencias Sociales en Asuntos Indígenas (Fondo Indígena Ecu Postgrado Flacso) Educación Intercultural Bilingüe Lucha contra la vivera endémica Parte 2 Bolsas de estudio locales/regionales; bolsas de estudio en Bélgica
VVOB	Mejoramiento de la calidad de la educación básica en la provincia del Azuay (PROMEBAZ) Mejoramiento de la educación técnica agropecuaria en la región de frontera Sur (PROCETAL) Mejoramiento de las capacidades de micro y medianas empresas (CEA – PYMES) Apoyo a la descentralización y planificación para la descentralización (PLANTEL) Educación al medio ambiente (Escuelas Verdes)
CIUF	<b>PIC</b> Estudio de 2 antropozoonosis presentes en Ecuador, el fasciolosis y el tuberculosis: aspectos epidemiológicos y lucha integral. <b>Práctica delocalizada</b> Práctica de formación en tecnología y gestión del transporte fluvial y fluvio-marítimo a PYMES y empresas públicas de Sudamérica <b>Acciones Norte</b> Bolsas de estudio y prácticas internacionales
VLIR	<b>PIC</b> Avances en ciencias de suelo Contribución de la aforestación y reforestación al enriquecimiento de la rendición física y socio-económica de la tierra en la zona Sud-Andino del Ecuador: apoyo al análisis; la modelación y la planificación Desarrollo participativo y adaptación de innovaciones tecnológicas para el manejo sostenible de suelos y agua en la zona sud-andina del Ecuador Hacia el manejo integrado de cuencas en áreas montañosas tropicales: el problema del manejo de sedimentos, cuenca del Paute <b>CUI – Escuela Superior Politécnica del Litoral –</b> . Subcomponentes: Fortalecimiento de las capacidades de investigación Innovación de la educación en ingeniería utilizando los TICs Biotecnología para un medio ambiente sustentable y el desarrollo social de la agricultura ecuatoriana Sistemas de manejo del medio ambiente en agricultura y acuicultura Nuevas metodologías de gestión para la acuicultura de camarones sustentable Programa de investigación de materiales Programa de educación y capacidades de investigación para la ingeniería de software, telecomunicaciones y robóticas Programa de desarrollo empresarial Estudio para el desarrollo de la costa Ecuatoriana <b>Nuevo programa CUI con la Universidad de Cuenca</b> <b>Acciones Norte</b> Bolsas de estudio y prácticas internacionales
IMT	Maestría en Salud Pública, con el “Instituto de Salud Pública” (ISP), PUCE, Quito
ONG	Mejoramiento de las condiciones de vida de los jóvenes a través de la formación técnica y ocupacional

<sup>22</sup> Fuente: Base de datos ODA de la DGCD

Actor	Intervenciones
	(DMOS-COMIDE) Mejoramiento de las condiciones de trabajo de jóvenes indígenas, a través de la formación agropecuaria y ocupacional (DMOS-COMIDE) Fortalecimiento de la formación técnica y ocupacional a jóvenes desfavorecidos (DMOS-COMIDE) Inserción al trabajo de jóvenes afro-ecuatorianos (DMOS-COMIDE)

## Appendice IV. Listado de entrevistados

Institución	Nombre	Función
<b>Cooperación gubernamental</b>		
DGCD	Lieven de la Marche	Primer Secretario de la Cooperación al Desarrollo
	Stefan Meerschaert	Agregado de la Cooperación al Desarrollo
CTB	Willy Demeyer	Representante residente
	Marta Guitierrez	Encargada de programas
	Alicia Pabón Subía	Responsable de proyectos especiales
PROLOZA	Pierre Henry-Dimanche	Co-director belga (CTB)
ESPOL - CENAIM	Laurence Massaut	(Ex) Co-directora belga (CTB)
Ecuador Adolescente	Myriam Moya	Directora Nacional
CODENPE	Luis Robles	Técnico AECI
<b>VVOB</b>		
VVOB	Piet de Vuyst	Coordinador Nacional
VVOB – PLANTEL	Tom Leenders	Cooperante, coordinador PLANTEL
VVOB – PROCETAL	Ingrid Lauwers	Cooperante, responsable componente de escuelas agropecuarias
	Carl Oomens	Cooperante, responsable componente CBFT
	Yves van Gesel	Cooperante, coordinador PROCETAL
Universidad de Loja	Felix Hernández	Director área agropecuario y recursos naturales
	Eddy Pazminio	Coordinador área de educación CBFT
Beneficiarios y técnicos del MEC del proyecto PROCETAL (entrevista grupal)	<p>MEC: Ramiro Ramón, Pablo Bustamante</p> <p>Contrapartes MEC (asesores): Gladys Tira Maldonado, Nelson Balcazar, Mario de los Angeles Macas, Hugo Benitez, Mercy Pardo, Ángel Moreno, Manolo Salinas, Francisco Palacios</p> <p>Rectores y vice rectores institutos beneficiarios: Cumandá Jaramillo, Edgar Tacún Guarnán, Sergio Granda Iñiquez, Carlos Eduardo Peralía, Carlos Berrú, Luis Guaya</p>	
VVOB - PROMEBAZ	Peter Van Sanden	Cooperante, coordinador PROMEBAZ
	Bart Van der Bil	Coooperante
ISPED Cuenca	Enrique Tola	Rector ISPED, presidente Comité Consultivo PROMEBAZ

Institución	Nombre	Función
	Judith Quispe	Profesora ISPED. Coordinadora equipo de enclaje PROMEBAZ
MEC, Dirección Provincial de Educación de Azuay	María Augusta Sanabria	MEC-Quito, delegada al equipo de enclaje de la Dirección Provincial del Azuay
	Gonzalo Reyes	Delegado de la Dirección Provincial de Educación de Azuay al PROMEBAZ
Universidad de Cuenca	María Eugenia Maldonado	Decana de la Facultad de Filosofía, Letras y Ciencias de Educación
	Mónica Cordero	de la Facultad de Filosofía, Letras y Ciencias de Educación al PROMEBAZ
Unidad Educativa Ignacio Malo	Teresa Sánchez	Directora
	Gonzalo León	Profesor
	Carmen Billa	Profesora
	Manuel Cruz	Profesor
Escuelas Verdes	Sandra Criollo	Ex-colaboradora del proyecto Escuelas Verdes
Cooperación Universitaria – VLIR		
Universidad de Cuenca	Arturo Carpio	Coordinador programa CUI
Universidad de Cuenca - PROMAS	Anja Wijffels	Investigadora
	Esteban Pacheco	Investigador
ESPOL	Sergio Flores	Coordinador programa CUI
	Paúl Carrión Mero	Promotor local componente 1 programa CUI
	Enrique Peláez	Promotor local componente 2 programa CUI
	Helga Rodríguez	Promotor local componente 3 programa CUI
	Pilar Cornejo	Promotor local componente 4 programa CUI
	Julie Nieto	Promotor local componente 5 programa CUI
	Cecilia Paredes	Promotor local componente 6 programa CUI
	Virginia Lasso	Promotor local componente 7 programa CUI

Institución	Nombre	Función
	Carlos Monsalve	Promotor local componente 8 programa CUI
Cooperación Universitaria - CIUF		
CETIF	Sálomon Jaya Quezada	Director CETIF
	Jaime Guitierrez	Investigador
	Antonio Rea	Investigador
	Roberto Basantes	Investigador
Cooperación Universitaria - IMT		
PUCE – ISP	Edison Aguilar Santacruz	Director
	Karen Pesse	Profesora
	Rosa Joles	Profesora
	Julio Palacios	Profesor
	América Rojas	Secretaria
CIUF + IMT		
Universidad Central - CIS	washington Benitez	Director del Centro
	Minna Moncayo	Director de la Oficina de Desarrollo
	Javier Hernán	Ecónomo de la Inspectoría Salesiana
<b>Instituciones Nacionales e Internacionales en Educación</b>		
MEC (central)	Gloria Vidal Illingworth	Subsecretaria General de Educación
	Leonardo Izurieta	Director Nacional de Mejoramiento Profesional (DINAMEP)
	Soraya Toro	Técnica Dirección de Currículo
	Fernando Montalvo	Técnico DINET
	Ma. Elisa Jarrín	Técnica Educación Básica
	Lilián Ávalos y Fabián Trujillo	Técnicos de Supervisión Educativa
INECI	Carlos Játiva Naranjo	Director Ejecutivo
CONESUP	Darío Moreíra	Director

	Consuelo Feraud	Técnica encargada de organismos internacionales
Contrato Social por la Educación	Milton Luna Tamayo	Director Ejecutivo
	Cecila Viteri	Secretaria
UNICEF	Juan Pablo Bustamante	Oficial de Educación
UNESCO	Carlos Ruaro	Encargado sector educación
	Anastasio Mitjans	Consultor en Educación
	María-Eugenia Martínez	Coordinadora HIV/SIDA
	Cumandá Orellana	Experta Género y Educación

## Appendice V. Bibliografía

Contrato Social por la Educación. “*Agenda Ciudadana*”. 2006.

MEC. “*Plan Decenal por la Educación 2006 – 2015*”. CSE, Quito, 2006.

CONAM – GTZ. “*Estado de Concreción del Proceso de Descentralización en el Ecuador. Línea de Base de la Descentralización a Julio 2004*”. CONAM, 2004.

Contrato Social por la Educación. “*Boletín de Prensa 19-03-2007*”. CSE, Quito, 2007

Jaime Rojas Pazmiño. *Los antecedentes, situación actual y perspectivas de la evaluación y la acreditación de la educación superior en el Ecuador*. IESALC, Mayo de 2003.

PREAL, Fundación Ecuador, Contrato Social por la Educación, Grupo Faro. “*Ecuador 2006: Informe de Progreso Educativo. “Calidad con Equidad : El desafío de la educación ecuatoriana*”. Quito, 2006.

World Bank education data:

<http://devdata.worldbank.org/edstats/SummaryEducationProfiles/CountryData>

UNESCO. *Estudio diagnóstico –estadísticas de Educación Superior en América Latina y el Caribe*. 2005.

FLACSO – sede Ecuador. “*Informe Final de Evaluación del Programa de Redes Escolares Autónomas Rurales*”. MEC, Quito, abril 2005.

Instituto Ecuatoriano de Cooperación Internacional. “*Cooperación para el Desarrollo 2005*”. IEI, Quito, 2004.

DGCD. “*Nota estratégica país. Ecuador*”. Quito, 2002

DGCD. “*Nota estratégica país. Ecuador*”. Quito, 2006 (documento interno de trabajo)

VVOB. “*Programa quinquenal 2003 – 2007*”. Bruselas, 2002.

VVOB. “*VVOB Ecuador: Nota estratégica*”. Quito, 2005.

ESPOL. *Presentaciones PowerPoint de todos los componentes del programa CIU, preparados para la visita de evaluación*. ESPOL, 2007.

*Informes de formulación y/o evaluación de los proyectos visitados.*

# Tanzania

Julie Carpenter

Sikitiko Kapile

Août 2007

## Contents

<b>Tanzania</b> .....	<b>41</b>
<b>1 Country background</b> .....	<b>47</b>
1.1 Key educational trends .....	47
1.1.1 Major policy interventions .....	47
1.1.2 Government structures .....	48
1.1.3 Sector wide approach .....	48
1.2 Profile of international presence .....	49
1.3 Profile of Belgian presence .....	49
1.4 Organisation of development partnership .....	50
1.5 Contexts.....	50
<b>2 Findings</b> .....	<b>51</b>
2.1 Policy trends and relevance.....	51
2.1.1 Direct bilateral cooperation.....	51
2.1.1.1 Country Strategy Paper .....	51
2.1.1.2 Indicative Development Cooperation Programme (IDCP).....	51
2.1.2 Indirect bilateral cooperation.....	51
2.2 From policy to practice – processes .....	52
2.2.1 Direct bilateral cooperation .....	52
2.2.1.1 PEDP.....	52
Finance .....	52
Participation and management by pooled fund partners (PFPs).....	53
2.2.1.2 Scholarships.....	53
2.2.2 Indirect bilateral cooperation.....	54
2.2.2.1 VLIR-UOS IUC Programme .....	54
Sokoine University of Agriculture (SUA) .....	54
The IUC Partner Programme at SUA.....	55
University of Dar es Salaam (UDSM) .....	57
The IUC Programme at UDSM .....	57
2.2.2.2 DMOS/COMIDE support to vocational training .....	58
Extension of Don Bosco Vocational Training Centre (VTC), Oyster Bay, Dar es Salaam.....	58
Support to the Don Bosco VTC for Girls, Temeke, Dar es Salaam .....	59
Job skills programme for under-employed youth, St Francis de Sales VTC, Isaka, Shinyanga.....	59
2.3 Coherence .....	59
2.3.1 Belgian actors in country .....	59
2.3.2 With international priorities .....	59

2.3.3	Alignment with country priorities.....	60
2.3.4	Alignment with country practices and educational structures.....	60
2.3.4.1	With government structures .....	60
	PEDP .....	60
	DMOS/COMIDE.....	60
2.3.4.2	Across educational interventions.....	60
2.4	Coordination .....	61
2.4.1	Amongst Belgian actors in country .....	61
2.4.2	With international partners.....	61
2.4.2.1	Direct bilateral cooperation.....	61
	BTC Education Adviser.....	61
2.4.2.2	Indirect bilateral cooperation .....	62
2.4.3	With government and other in-country organisations.....	62
2.4.3.1	Direct bilateral cooperation.....	62
	Effectiveness of the PEDP planning dialogue .....	62
	Dialogue during implementation of the PEDP .....	63
	The role of the BTC Education Adviser in dialogue with Government.....	63
	A potential new role for the Education Adviser .....	63
2.4.3.2	Indirect bilateral cooperation .....	63
2.5	Complementarity.....	64
2.5.1	DGDC / BTC .....	64
2.5.2	Other Belgian actors .....	64
2.6	Efficiency and effectiveness .....	64
2.6.1	Approaches.....	64
2.6.1.1	Sector specialist and other support to dialogue .....	64
2.6.1.2	PF efficiencies .....	65
2.6.1.3	Programme and project approaches .....	65
2.6.2	Budgeting.....	65
2.6.2.1	PEDP PF disbursements.....	65
2.6.2.2	The VLIR-UOS cooperation model.....	66
3	<b>Effects</b> .....	66
3.1	Effects of Belgian support.....	66
3.1.1	Direct bilateral cooperation .....	66
3.1.1.1	PEDP.....	66
3.1.1.2	Scholarships.....	66
3.1.2	Indirect bilateral cooperation.....	67
3.1.2.1	VLIR-UOS IUC programme.....	67
3.1.2.2	DMOS/COMIDE projects.....	67
3.2	Factors that contributed to successful outcomes.....	67
3.3	Factors that have limited the success of outcomes .....	68
4	<b>Lessons learned and recommendations</b> .....	68

---

4.1	Future funding modalities in direct bilateral support to education.....	68
4.2	The need for specialist and sector support.....	68
4.3	Financial control and decision-making in a PF .....	68
4.4	Engagement with civil society .....	69
4.5	Expansion of higher education (HE) .....	69
4.6	Bilateral scholarships.....	69
4.7	A programme approach in the VLIR-UOS IUC programme.....	69
Appendice I. List of interventions .....		70
Appendice II. Tanzania – key statistics from Belgian aid .....		71
Appendice III. Key education statistics .....		73
Appendice IV. Interview list .....		74
Appendice V. Key documents consulted.....		76
Appendice VI. Comments and Responses.....		78

### *Abbreviations*

AfDB	African Development Bank
BEDC	Basic Education Development Committee
BTC	Belgian Technical Cooperation
CIDA	Canadian International Development Agency
CSO	Civil society organisation
CSP	Country Strategy Paper
DANIDA	Danish International Development Agency
DFID	(UK) Department for International Development
DGDC	(Belgium) Directorate General of Development Cooperation
DMOS/COMIDE	Dienst Missionaire Ontwikkelingssamenwerking / Service de Coopération Missionnaire au Développement (Service for Missionary Development Cooperation)
DP	Development partner
EC	European Commission
ECCE	Early childhood care and education
EDG	Education Donors Group
EFA	Education for All
EMIS	Educational management information system
ESDP	Education Sector Development Programme
EU	European Union
FY	Financial year
GBS	General budget support
GoT	Government of Tanzania
HE	Higher education
ICT	Information and communications technology
IDCP	Indicative Development Co-operation Programme
IUC	Institutional University Cooperation
JAST	Joint Assistance Strategy for Tanzania
JICA	Japan International Cooperation Agency
LGA	Local government authority
MCDGC	Ministry of Community Development, Gender and Children
MDG	Millennium Development Goals
MHEST	Ministry of Higher Education, Science and Technology
MLEYD	Ministry of Labour, Employment and Youth Development
MOEC	Ministry of Education and Culture

MOEVT	Ministry of Education and Vocational Training (formerly MOEC)
MOF	Ministry of Finance
MOU	Memorandum of Understanding
NGO	Non-governmental organisation
PEDP	Primary Education Development Plan
PF	Pooled Fund
PFP	Pooled fund partner
PMO	Prime Minister's Office
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
PO-PSM	President's Office – Public Service Management
PRBS	Poverty reduction budget support
PRSP	Poverty Reduction Strategy Paper
SEDP	Secondary Education Development Plan
SIDA	Swedish International Development Agency
SWAp	Sector-wide Approach
TA	Technical assistance
TAS	Tanzania Assistance Strategy
TEN/MET	Tanzania Education Network
TOR	Terms of reference
TWG	Technical Working Group
UDSM	University of Dar es Salaam
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VET	Vocational education and training
VLIR	Vlaamse Interuniversitaire Raad - Universitaire Ontwikkelingssamenwerking (Flemish Inter-University Council, University development cooperation)
WB	World Bank

### *Acknowledgements*

This case study was researched by Julie Carpenter, from Education for Change Ltd., and Sikitiko Kapile, from PEM Consult East Africa. We are grateful to the staff of the Embassy of Belgium in Dar es Salaam for their advice and assistance in organising the programme, and to all those people who took time to meet with us and contribute to this evaluation.

## 1 Country background

Tanzania is the biggest country in East Africa and has a population of about 33 million people. The population density is estimated at 31 people per sq km although this density varies radically from one region to another. Tanzania is one of the least urbanised countries in Sub-Saharan Africa. Urban dwellers constitute only about 11% of the population although the urban population is growing at some 10% per year.

Administratively the country is divided into 21 Regions and these are subdivided into 114 Districts. The Districts are further sub divided into Wards. The Local Government Offices in the Districts are responsible for, among other things, the administration of primary school education under the umbrella of Prime Minister's Office-Regional Administration and Local Government (PMO-RALG).

Although it remains one of the poorest countries in the world, with a low human development index of 0.423 in 2001 rising to 0.430 in 2006<sup>23</sup>, in the last five years Tanzania has emerged as one of the more successful developing countries in Africa, with a respectable economic growth rate and significant infrastructure improvements. GDP per capita was USD190 in 1996 and grew to USD300 by 2003. The structure of the economy is slowly changing but some 80% of the population are employed in agriculture or related activities.

### 1.1 Key educational trends

Tanzania experienced a rapid decline in the education sector, particularly at primary level, between 1980-2000, characterised by falling gross enrolment rates (67% in 1995 as against 98% in 1981), poor academic performance and declining infrastructure. Tanzania has one of the lowest rates of secondary education in the world. In 2002, of secondary school aged children only 6% were enrolled in lower secondary schools.

Since the Government's decision in 1996 to liberalise higher education (HE), the number of HE institutions has grown from one at the time of independence in 1961 to 30 university and non-university institutions in 2002, of which 6 institutions are recognised as Public Universities. In 2002 the total enrolment in both public and private universities was about 15,000. Three new publicly funded universities will open for business in 2007/2008.

#### 1.1.1 Major policy interventions

The major policy interventions/ reforms include:

- Universal Primary Education (UPE) and the Musoma Resolution in 1974.
- Vocational Education and Training Act (1994).
- Education and Training Policy (1995).
- The National Higher Education Policy –1995 (reviewed 1999)
- The National Technical Education and Training Policy –1996
- Vision 2025 (1999)
- The Education Sector Development Programme (2001).

<sup>23</sup> [United Nations Development Programme's Human Development Report 2006](#)

### 1.1.2 Government structures

Responsibility for education in Tanzania is shared between five ministries. The Ministry of Education and Vocational Training (MOEVT) (formally Ministry of Education and Culture (MOEC)) is responsible for policy and standards at primary level, and for delivering secondary and teacher education. The PMO-RALG is responsible for delivering primary education. The Ministry of Higher Education, Science and Technology (MHEST) is responsible for managing the tertiary sub-sector. The Ministry of Community Development, Gender and Children (MCDGC) has responsibility for early childhood care and education (ECCE) and folk development education and the Ministry of Labour, Employment and Youth Development (MLEYD) has interests in vocational education and training (VET).

### 1.1.3 Sector wide approach

The Government initiated a sector wide approach (SWAp) to education development in 1996 and prepared the Education Sector Development Programme (ESDP). The Programme, which became operational in August 2001, covers all sub-sectors in education sector: basic education which includes pre-primary, primary, adult, secondary, and teacher education, higher education, VET both formal and non-formal. It was formulated to address such critical issues and problems as quality, accessibility and equity, enrolment, broadening the base for education financing and establishment of education funds, decentralisation of management of institutions etc. The Programme includes the following strategic goals:

- Prioritise primary education in public spending on education, through a target of 70% share of the recurrent education budget over the period 1998-2015.
- Provide more quality education both formal and non formal in secondary, vocational technical and higher education and also training opportunities, especially in under-served areas and to disadvantaged groups and girls.
- Enabling post secondary, higher education and vocational education and training provision to be demand-driven and market responsive.

The ESDP also established a national management structure for implementation of the programme that brings together representatives of the five line ministries with responsibilities in the sector – see Figure 1 below.

The ESDP was followed by development plans of education sub sectors including primary education, Primary Education Development Plan (PEDP) 2002 – 2006 and secondary education, Secondary Education Development Plan (SEDP) 2004 – 2008. The PEDP was developed to address targets set in the ESDP, such as eliminating illiteracy by 2010, attaining UPE by 2010, raising minimum qualifications for primary school teachers by 2003 and ensuring adequate and appropriate instruction materials and standard physical infrastructure by 2010. It was adopted in 2001.

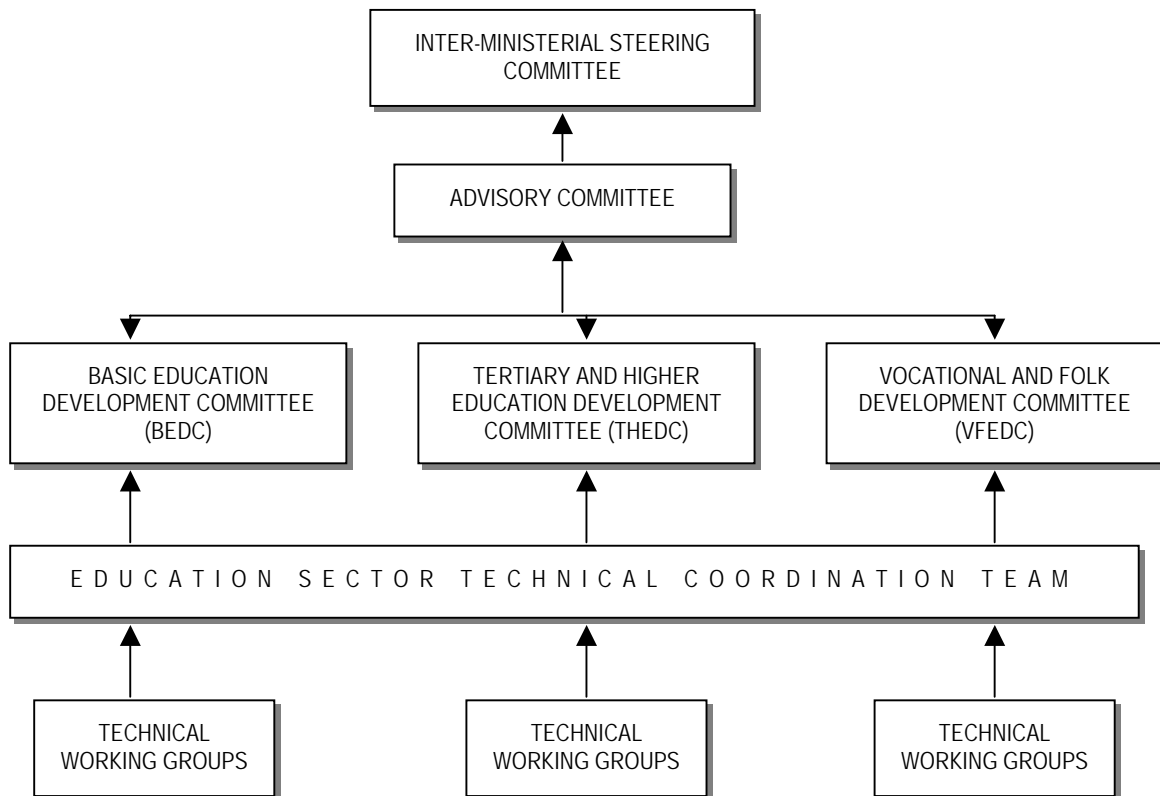


Figure 1: ESDP national management structure

### 1.2 Profile of international presence

All the European bilateral development partners (DPs) have been active in Tanzania and in the education sector over the last decade, as have the UN agencies (UNESCO and UNICEF), the World Bank (WB) and African Development Bank (AfDB), European Union (EU), United States Agency for International Development (USAID) and Japan International Cooperation Agency (JICA). Nine donors participated in the PEDP PF, namely Canadian International Development Agency (CIDA), the Netherlands, Sweden, Norway, Finland, France, Belgium, Ireland, and the EU. The SEDP is substantially funded through a WB loan. Four of the pooled fund partners (PFPs) (EU, Norway and Sweden and the Netherlands) also fund the education sector through the Poverty Reduction Budget Support (PRBS) facility, as does the UK Department for International Development (DFID). UNICEF, USAID and JICA have other channels for financial support to the education sector.

### 1.3 Profile of Belgian presence

Belgium has a long-standing development relationship with Tanzania, going back to the mid-seventies. Belgian development assistance to Tanzania during the period 2001-2005 totalled €68.5 million, of which assistance to education and training represented €16.7 million (24.4%). Almost all aid to education was disbursed through D1 – Governmental Programmes (62.3%) and D3 – Non-governmental Programmes (32.7%). The majority was allocated to basic education (55.7%), including 50.3% to primary education, and to post-secondary education (31.4%), including 26.5% specifically for higher education.

Other sectors receiving Belgian assistance during the evaluation period are the legal sector, local government reform, environment and HIV/AIDS.

**Table 2: Education assistance to Tanzania as percentage of total ODA (€million)**

<b>Total Belgian ODA to Tanzania</b>					
<b>Total</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>68,551</b>	9,890	31,983	8,828	13,166	4,684
<b>Total Belgian ODA to education in Tanzania</b>					
<b>Total</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>16,696 (24.4%)</b>	2,047 (20.7%)	2,443 (7.6%)	5,638 (63.8%)	5,140 (39%)	1,434 (30.6%)

### 1.4 Organisation of development partnership

In 2000 the Tanzania Assistance Strategy (TAS) and the Poverty Reduction Strategy Paper (PRSP) were developed concurrently, building on the Vision 2025. The TAS was a Government of Tanzania (GoT) initiative aimed at restoring local ownership and leadership, and promoting partnership with DPs in the design and execution of development programmes. In 2006 the Joint Assistance Strategy for Tanzania (JAST) replaced the TAS, and DPs are expected to adopt the JAST “as the basis for guiding the management of their development co-operation with the Government. Bilateral agreements and country assistance strategies will be brought in line with the JAST and specify concrete arrangements in implementing the JAST for individual Partners.”<sup>24</sup>

During 2001-2004 all DPs in education (17 in total) were members of the Education Donors Group (EDG). There were also DP groups in other sectors, placing a heavy burden upon smaller bilateral DPs, such as Belgium, active in several sectors at once but with limited staff resources.

### 1.5 Contexts

Within the overall development and Poverty Reduction Strategy (PRS) frameworks in the country, the GoT regards education as a priority sector. In the wider context of Tanzanian development, the government has been undertaking major reform programmes including Local Government Reform Programme (LGRP), Public Service Reform Programme, and Public Finance Management Reform Programme (PFMRP). All these reforms are intended to strengthen the government’s decentralised structures in delivering public services and fulfilling the country’s needs. The ESDP process is proceeding in parallel with all these reform programmes.

<sup>24</sup> Government of Tanzania. Joint Assistance Strategy for Tanzania: Part 1. November 2006.

## 2 Findings

The years 2001-2005 were a period of particularly intensive engagement by DPs in education development assistance in Tanzania, coinciding with the implementation of the first PEDP in a SWAp through the modality of PF. The PEDP tested the management structures set up to deliver the ESDP and provided both Government and DPs with considerable experience, both positive and negative, of managing and disbursing funds through the new mechanisms.

### 2.1 Policy trends and relevance

#### 2.1.1 Direct bilateral cooperation

The principal policy and strategic instruments have been the Country Strategy Paper (CSP) 2002-2006 and the Belgian-Tanzanian Indicative Development Co-operation Programme (IDCP) 2003-2007.

##### 2.1.1.1 Country Strategy Paper

The CSP states that the “goal and purpose of the Belgian development strategy in Tanzania will be [to] co-operate with Tanzania to reduce the proportion of its population living in absolute poverty to less than 15% of the population by 2015” through “close co-operation with the Government and civil society and jointly with other donors”. “Improved primary education” was one of five focal areas / sectors, which also included “improved sustainable community management of the environment” and “increased support to the decentralization process”. The CSP also notes “in order not to lose contact with the reality in the field, the co-operation will support programmes and activities both at national level and in selected districts. This will allow both partners to test the final outcome of national strategies and action plans at grassroots level.”

The CSP briefly summarises Belgian indirect co-operation in Tanzania through Belgian NGOs in rural development, vocational training and agriculture, and through the Flemish Inter-University Council (VLIR) in higher education.

##### 2.1.1.2 Indicative Development Cooperation Programme (IDCP)

The IDCP is the main policy instrument resulting from policy dialogue with the Government, the guiding principles of which “are a geographical and sectoral concentration of the co-operation activities steered by a step-by-step approach aimed at real partnership and ownership by the Tanzanian population and taking into account the need for a strong donor co-ordination process led by the Tanzanian Government.” It is agreed in the IDCP that in primary education “in line with the new ESDP....and the request of the Ministry of Education and Culture, the Belgian support would be channelled through the recently established basket fund mechanism for the PEDP.”

The present IDCP was negotiated in 2002 and presents Belgian policy at the time. It was mainly project oriented, focusing on Education for All (EFA) and Millennium Development Goals (MDG) priorities. Though the government was articulating the new SWAp the IDCP did not give significant consideration to the implications of basket funding, noting only, under Development Co-operation Principles, “special attention should be paid to a more sustained approach to capacity building focussed on the operational staff as well as managing staff at the different levels of the administration in order to strengthen the institutional competence”.

#### 2.1.2 Indirect bilateral cooperation

There are two channels for indirect Belgian cooperation in education and training in Tanzania. DMOS/COMIDE – the Service for Missionary Development Cooperation – the Belgian NGO of the Salesian order of Don Bosco, has a regional development office in Nairobi for East Africa,

through which capacity building and training facilities were funded in three vocational training centres for post primary school students between 2001-2005.

VLIR-UOS had a programme of institutional university cooperation (IUC) with the universities of University of Dar es Salaam (UDSM), from 1998-2002, and Sokoine University of Agriculture (SUA), from 1997-2006. VLIR-UOS has common global objectives for the IUC Programme: “empowering the local university as an institution to better fulfil its role as development actor in society” is the overall objective, the achievement of which is done “through interventions aimed at improving institutional policies and management and the quality of local education, research and societal service delivery”.

In addition, one VLIR-UOS ‘Own Initiative’ (medium-term project level cooperation between Flemish academics and academics of universities and research institutions in the South) was also implementing between the Faculty of Agronomy of the Catholic University of Leuven (KUL) and the Naliendele Agricultural Research Station in Mtwara (2002-2006).

## 2.2 From policy to practice – processes

### 2.2.1 Direct bilateral cooperation

Direct bilateral cooperation in education and training between 2001-2005 was focused on primary education through the PEDP PF, and on the bilateral scholarship programme.

#### 2.2.1.1 PEDP

The four main components of the PEDP were:

- Enrolment expansion: PEDP aimed to have all children between the ages 7 – 12 enrolled into standard one by 2005. In 2001 the Government abolished all school fees and other charges in order to remove a hindrance to school access among poorer families. In order to accommodate expanded enrolment, PEDP also focused on increased recruitment and training of teachers and a programme of school construction.
- Quality improvement: PEDP was to target in-service training for teachers and ensuring an adequate supply of teaching and learning materials, including textbooks, delivered through a new capitation grant.
- Capacity building: institutional capacity and competence was to be strengthened at all levels in the education system, including pre-service teacher training, governance and management, and developing an educational management information system (EMIS).
- Strengthening institutional arrangements: based on the mainstreaming of management of PEDP and coordination between the local government reform programme and the strengthening of education management structures at local level.

#### Finance

PEDP funding included the following:

- Domestic support included in budgets of MOEC, PMO-RALG and Ministry of Finance (MOF);
- World Bank loan (including co-financing from the Netherlands);
- Pooled Fund (PF) (Belgium, Canada, EU, Finland, France Ireland, Netherlands, Norway, and Sweden);
- Project support (e.g. UNICEF, AfDB, JICA).

An estimated donor PF of €400 million, to which Belgium contributed approximately €8million, was spent on PEDP over the period of five years (2002-2006). It was agreed the Belgian contribution would be disbursed in two tranches of approximately €4 million each. The second payment was made in December 2004.

## Participation and management by pooled fund partners (PFPs)

The MOU between Government and PFPs (GoT 2002) sets out the terms and procedures for joint management, funding, monitoring and evaluation of the PEDP. It specifies a number of issues that proved to be critical, such as:

- “Reporting will be harmonized so that one common reporting system using GoT systems will eventually be used for all activities in the sector. Individual reporting requirements by each pooled fund partner will increasingly and rapidly be integrated into the common reporting mechanism.” Four reporting systems were agreed under the MoU:
  - Quarterly and annual progress reports
  - Financial monitoring on a quarterly basis
  - Audit reports on an annual basis.
  - Financial tracking (started 2004).
- “Unilateral actions by one party, without consultations with others affected, will be avoided. Before withholding any disbursements, the PEDP Pooled Fund Partners will consult, according to procedures agreed within the Basic Education Development Committee and this MOU “

DPs’ (including PFPs) participation in the management of PEDP was through the *Basic Education Task Force* which is responsible for reviewing and discussing all issues before presenting them to Basic Education Development Committee (BEDC) (see Figure 1 above); and five *Technical Working Groups* (TWGs) for basic education covering access, quality, finance, institutional arrangements, and cross cutting issues.

### 2.2.1.2 Scholarships

Belgium is one of five countries (the others being the Netherlands, Japan, South Korea and Malaysia) that provide bilateral funds for local scholarships (BSc and MSc) and for scholarships in Belgium (MSc and PhD) targeted at public service staff. In addition fellowships are awarded for specialised short courses (3 – 4 months) in either Belgium or Tanzania. The studies have to be directly related to the priority sectors of bilateral cooperation agreed between the two countries, as reflected in the CSP.

Since 2002 the number of MSc and PhD scholarships in Belgium has averaged 12 per year. The number of local scholarships has risen year on year to a total of 64 scholarships in academic year 2005/6 (see Table 2 below for an analysis of local scholarships). The scholarship and fellowship programmes are coordinated by the President’s Office – Public Service Management (PO-PSM), which is responsible for the selection process using a panel of external reviewers. The Belgian Technical Cooperation (BTC) manages the scholarship programme in country.

Criteria for selection include an emphasis from the Belgian side on gender balance, which is viewed positively by PO-PSM; and an upper age limit of 40, which is regarded as too low for Tanzania. More structured criteria for selection will shortly be introduced by PO-PSM, based on the outcomes of a recent capacity building and training needs assessment exercise among Government ministries and regional offices.

**Table 3: Analysis of BSc and MSc scholarships awarded for study in Tanzania**

Broad subject area of study	Academic year 2004/5	Academic year 2005/6	Academic year 2006/7	TOTAL
Agriculture and Forestry	1	5	15	21
Economics, International Relations		4		4
Education	3	8	24	35
Environmental Science	2	1	3	6
Health Sciences	6	9	5	20
Law	1	1		2
Management & Business		6	1	7
Pharmacy	2			2
Public Administration	1	10	3	14
Rural Development	3	7		10
Sciences	9	7	12	28
Social Sciences		6	16	22
Veterinary Medicine			1	1
<b>TOTAL</b>	<b>28</b>	<b>64</b>	<b>80</b>	<b>172</b>

## 2.2.2 Indirect bilateral cooperation

### 2.2.2.1 VLIR-UOS IUC Programme

Sokoine University of Agriculture (SUA)

SUA was established in 1984 from the former Faculty of Agriculture, Forestry and Veterinary Sciences of the University of Dar es Salaam and is situated close to Morogoro, about 200 km. west of Dar es Salaam. Here the University has two campuses, Main Campus and Solomon Mahlangu Campus. Since its establishment, SUA has committed itself to addressing national development issues in general and agricultural sector development in particular, and works closely and collaboratively with the government and also with its international partners. Besides VLIR-UOS, SUA has a very high level of DP support, including NORAD, JICA, DANIDA, DFID, CIDA, FINIDA, SIDA, USAID.

Up to 70% of research at SUA is funded by DPs, making it difficult to address the university's own research priorities and agenda directly and systematically. SUA has a 'catalogue' of interests and needs and the university tries to synchronise this with DP priorities and interests. There is a heavy bias towards applied research, although SUA needs to build basic research capacity, because DPs tend to want results and outcomes that are relevant to macro-level development priorities in relatively short periods of time.

**Table 4: SUA: indicative levels of DP support 2000-2001 (Stenberg, et al., 2001))**

Donor	Amount contributed (€)	Percent	Duration	Areas of cooperation
NORAD (TAN 091)	1,361,422	26%	>5 years. Just ended	General
NORAD (TARP 2)	2,193,728	41%	>5 years	General
VLIR	238,591	4%	10 years	General
IDA-TARP	277,621	5%	>5 years	General
DANIDA	317,811	6%	>5 years	Crop production
USAID	61,025	1%	>5 years	General
EU	48,587	1%	>5 years	General
Others	1,004,777	16%		General
<b>TOTAL</b>	<b>5,303,564</b>	<b>100%</b>		

*The IUC Partner Programme at SUA*

SUA was one of the first IUC Programmes to start, in 1997, building on two existing 'Own Initiative' projects with Flemish universities. University of Antwerp (UA) was the Flemish Programme Coordinator. Table 4 below shows the projects in the Partner Programme, with indicative budgets for the first and second 5-year phases. The mid-term evaluators (Stenberg et al., 2001) noted "while the management of [the] IUC Partner Programme at SUA is strongly influenced by the donor, the selection, design and implementation of the project components are strongly influenced by SUA. In fact, all components, except for Rodent and to some extent Soil Science, have been selected and planned at SUA before the Flemish partners were even identified. It may be a consequence that the contribution from the Flemish counterparts is more technical assistance and supervision than genuine research collaboration, again with the exception of Rodent."

From the start, the SUA Programme suffered from delays and erratic disbursement of funds. The mid-term evaluation (Stenberg et al 2001) observed, "in all meetings with participants, project leaders and co-ordinators at SUA, as well as in Belgium, complaints regarding the financial management were a major concern." This appears to have been due to a number of factors: the Belgian Governmental Regulations imposed fairly rigid restrictions on the flexible management of project funds; a mismatch between the accounting procedures and requirements of the IUC Programme and the financial and administrative systems of SUA; a general lack of experience in IUC financial management on the part of both SUA and UA; and available funds at the project level being less than expected. The evaluators also noted, "in general, the dialogue and information flow related to the VLIR Partner Programme, has not been open and effective. It would have been an improvement if SUA could communicate with VLIR directly, rather than through UA."

Despite these difficulties in Phase I, individual projects within the Programme had succeeded in making significant advances, for example; a new Faculty of Science and two new M.Sc. programmes were launched; the B.Sc. Environment and Management degree programme was initiated; and SUA managed to build staff capacity through 13 PhDs.

Table 5: Indicative budgets for components of IUC Programme in SUA and UDSM

IUC Programme components	Phase I		Phase II	
	1997-2001		2002-2006	
Sokoine University of Agriculture	Approx budget €	Approx % of total budget	Approx budget €	Approx % of total budget
• Development of University network facilities	264,334	7.9%	239,200	13.8%
• Strengthening the Sokoine National Agricultural Library	267,680	8%	239,300	13.8%
• Ecology, biodiversity, taxonomy of rodents and their parasites	665,855	19.9%	232,725	13.42%
• Soil and water management	264,334	7.9%	231,725	13.42%
• Staff development in Food Science and Human Nutrition	274,372	8.2%	0	
• Strengthening of Basic Sciences	418,250	12.5%	395,587	22.82%
• Capacity building in Agricultural Economics and Agribusiness	284,410	8.5%	0	
Programme coordination	903,421	27%	394,212	22.74%
<b>Total approx. budget</b>	<b>3,342,656</b>		<b>1,732,749</b>	
University of Dar es Salaam	1998-2002			
	Approx budget €	Approx % of total budget	Approx budget €	Approx % of total budget
• Technology enhanced independent learning	508,780	18.5%		
• Traditional medicine	721,263	26.2%		
• UCLAS Staff development	271,590	9.9%		
• Marine biology	116,165	4.2%		
• Institute of development studies	97,431	3.5%		
• Faculty of Commerce and Management	314,220	11.4%		
• School of Information Studies	166,090	6%		
Administration	553,238	20.1%		
<b>Total approx budget</b>	<b>2,748,777</b>			

In Phase II, with a change of Programme Coordinators in both UA and SUA, the partners made successful efforts to improve communications, management and accounting procedures. The

Programme emphasis shifted explicitly from being ‘demand-led’ to taking account of ‘mutual interest’ between IUC partners. As a consequence, two projects (Agribusiness and Food Science), about curriculum development and teaching staff development and, therefore, of distinctly less interest to Belgian universities, were dropped.

Of the five projects that continued into Phase II, two projects were focused mainly on institutional development and strengthening – the ICT network and strengthening the Sokoine National Agricultural Library (SNAL). The ICT networks project built upon previous work funded by NORAD and made a significant and sustainable contribution to the development of ICT infrastructure at both campuses and of ICT technical and management capacity within the university. The SNAL project focused principally on the introduction of an automated library management system and staff development in relation to the use of the system and computer-based information sources.

Personal relationships between the individual project leaders, and other project team members, have played an important role in the relative success and continuation of projects within the Partner Programme. In the three academic and research collaboration projects that continued into Phase II – rodents, soil and water and basic sciences – academic collaboration between partners was relatively strong, although very few Flemish academics visited SUA, except for annual visits by Project Leaders, which were mainly for project management and supervision purposes rather than teaching or research. Some Flemish research students took up 6-month exchange visits to SUA, which had positive outcomes.

#### University of Dar es Salaam (UDSM)

UDSM was established as an independent and full university in 1970. It is located on an extensive campus on the outskirts of Dar es Salaam. In 2000/2001 approximately 30% of research and investment funding came from international DPs, principally SIDA, NORAD and the Netherlands.

#### *The IUC Programme at UDSM*

The VLIR-UOS Programme at UDSM began in 1998, with a Partner Programme of seven individual projects (see Table 4 above), and was formulated within the context of a wider ‘institutional transformation programme’, UDSM-2000, developed by the university to position itself to fulfil its role in the 21<sup>st</sup> century. The UA was the Flemish Programme Coordinator. In the mid-term evaluation (Monro et al, 2001) the evaluators concluded that the Programme had “a considerable impact on the departments in which it operates and on UDSM as a whole”, particularly in terms of teaching staff development, but they raised the following issues of concern:

- Most projects in the Programme suffered from delays in implementation because of difficulties in the release of funds, making investment in equipment effective, but operational activity less so;
- Poor planning and ineffective management at Programme and project level, and a lack of a real partnership between UDSM and Belgian partners, reduced quality overall;
- Lack of real commitment to research on the part of Flemish partners in most projects apart from Marine Biology; most Flemish project leaders were involved because of personal interest only;
- None of the other DPs collaborating with UDSM had such demanding reporting requirements, referring both to the quantity of reports and their contents, which are often detailed and highly repetitive, and the complexity of financial reporting incurring long delays;

The Partner Programme completed the first phase (up to 2002) but was not continued into a second 5-year phase, apparently by mutual agreement between partners.

### 2.2.2.2 DMOS/COMIDE support to vocational training

During the period 2000-2004 DMOS/COMIDE provided support to three post-primary missionary vocational training centres in Tanzania. Of the €1.1 million funding, 85% was indirect bilateral funding from DGDC and 15% was matched funding from the NGO.

The projects supported were managed, monitored and evaluated from the Don Bosco regional development office in Nairobi. Table 5 below provides details of funding for each project.

**Table 6: DMOS/COMIDE support to vocational training: levels of funding per project**

Project/components	Levels of funding					
	2000	2001	2002	2003	2004	Total
<b>Don Bosco VTC Oyster Bay</b>						
Infrastructure and equipment	103,553	126,872	123,699			354,124
Administration / evaluation	9,620	11,786	11,492			32,897
<b>Sub-total</b>	<b>113,173</b>	<b>138,658</b>	<b>135,191</b>			<b>387,021</b>
<b>Don Bosc VTC Temeke</b>						
Infrastructure and equipment		132,027	46,851			178,878
Operations and personnel		8,602	30,268	36,292		75,162
Administration / evaluation		13,064	7,164	3,371		23,599
<b>Sub-total</b>		<b>153,693</b>	<b>84,283</b>	<b>39,663</b>		<b>277,639</b>
<b>St F de Sales VTC Shinyanga</b>						
Infrastructure and equipment		144,373	100,248	52,058	17,848	314,527
Operations and personnel		11,799	33,614	41,250	44,098	130,761
Administration / evaluation		14,508	12,435	8,668	5,755	41,365
<b>Sub-total</b>		<b>170,680</b>	<b>146,297</b>	<b>101,976</b>	<b>67,701</b>	<b>486,654</b>
<b>TOTAL</b>	<b>113,173</b>	<b>463,031</b>	<b>365,771</b>	<b>141,639</b>	<b>67,701</b>	<b>1,151,314</b>

#### Extension of Don Bosco Vocational Training Centre (VTC), Oyster Bay, Dar es Salaam

This VTC provides vocational education to about 70 boys and girls who have completed their primary education, with the aim of enhancing their employment opportunities. The VTC specialises in skills in carpentry, metalwork and machine tooling, and basic computer skills. The project funded by DMOS/COMIDE supported

- Execution of the extension with 1 building (classroom and workshop block on two floors)
- The renovation of a carpentry workshop;
- Purchase of a first batch of equipment for the different trades

### Support to the Don Bosco VTC for Girls, Temeke, Dar es Salaam

The VTC provides education and training for about 50 girls with full or partial primary schooling, from disadvantaged backgrounds in the relatively poor suburb of Temeke. The focus was intended to be on equipping the girls with appropriate ‘life skills’ – “with social themes as psychology/human formation, social-political formation, leadership skills, group dynamics and basic knowledge of a difficult situation: approach, care, management and prevention.....education techniques, educative methods, health care, child care, practical handicrafts, fine arts, sports, home economics, music theory and practice.”<sup>25</sup> The project was intended to fund

- building of a one-storey classroom and office block,
- supplies of teaching and learning materials,
- recruitment and salaries of five teachers and one job placement officer for three years;
- operational and staff training costs for three years.

### Job skills programme for under-employed youth, St Francis de Sales VTC, Isaka, Shinyanga

The project’s objective was that “unemployed and under-employed youngsters are integrated in economic activities by means of targeted trainings and alternative employment possibilities. On an annual basis the VTC will educate some 80 beneficiaries in 6 different trades. Every trade has a capacity of 15 to 25 students, of which 25% are girls.”<sup>26</sup> The project funded:

- Construction of workshops and a classroom block;
- Equipment and furniture for training in electrical, metalwork and carpentry trades, and for motor mechanics and secretarial skills.
- Operational costs, including and job placement service, and staff salaries for four years.

## 2.3 Coherence

### 2.3.1 Belgian actors in country

The Belgian contribution through direct bilateral support to the PEDP was coherent with parallel Belgian support to local government reform, since the policy framework for the PEDP was the decentralisation of basic education funding and management to district, ward and school levels. However, local government reform and capacity building programmes began after the PEDP started implementation.

55.7% of Belgian funding for education in Tanzania went to support basic education in line with Belgian government policy. However, the high proportion of overall education spending dedicated to higher education (26.5%) through scholarships and indirect bilateral cooperation (VLIR programmes) lacked coherence with Belgian government policy.

No evidence was found that other Belgian actors used the CSP or other Belgian government policy statements to underpin planning and implementation of indirect bilateral cooperation.

### 2.3.2 With international priorities

Belgian direct bilateral assistance through the PF in primary education was coherent with international priorities (MDGs, PRSPs, new aid modalities etc.) and the new international context for development cooperation. It also harmonised with other bilateral DPs support to the GoT in the adoption of a basket funding approach in education for the first time.

<sup>25</sup> From project Logical Framework

<sup>26</sup> From project Logical Framework

However, Belgian actors disbursing indirect bilateral assistance in higher and vocational education did not take particular account of the changing international landscape in aid assistance in their maintenance of the project funding approach.

### 2.3.3 Alignment with country priorities

Belgium joined the PF for the PEDP in part to ensure the alignment of Belgian assistance to basic education with the GoT education sector policies, priorities articulated in the ESDP.

GoT priorities for the higher education sub-sector (within the SWAp) during the evaluation period were:

- Expansion of higher education to reach as many people as possible;
- Lowering cost of higher education; and
- Ensuring gender balance in higher education.

Belgian indirect bilateral support through the VLIR programme at SUA aligned with these priorities in that it facilitated expansion, in particular, through the development of university infrastructure and basic science education capacity. However, the VLIR programme overall had no impact upon the gender imbalance in HE in Tanzania, and made minimal contribution to the development of national policies or planning in HE.

### 2.3.4 Alignment with country practices and educational structures

#### 2.3.4.1 With government structures

PEDP

PFPs worked with Government within the management structure established by the GoT to deliver the SWAp in education – see Figure 1 above – which appeared to many to be a parallel system to the regular MOEC system. Several assessments of the PEDP cast doubt on the alignment of this structure with pre-existing government structures and its effectiveness in operationalising development.

The reporting structures agreed between Government and PFPs in the MOU prompted a view that “the pool partners have developed a system parallel to that of the Government” and that “the underlying, and perhaps predominant view, in the MoEC is that PEDP is a very large ‘project’” (Hanna, 2004). However, the evaluation of the EU support to the PEDP concluded, “this is not an accurate description as the pool partners' requirements match the timing and the structures of the Government system as reported by MoEC.... There is no doubt that the reporting requirements of the pool partners have been more rigorous and precise than the Government's and have extended the system rather than being separate from it. This has added value to the Government system.... However it has led to recurrent difficulties with the ministries and it has even endangered partnership” (Hanna, 2004).

DMOS/COMIDE

Belgian indirect bilateral support to vocational training in Tanzania, through the DMOS/COMIDE projects in privately run VTCs, was not explicitly aligned with government or national structures for delivery of vocational education and training (VET); project planning took little account of national policies and practices, the recipient institutions lay outside government education structures and have little or no contact with state-run VET institutions.

#### 2.3.4.2 Across educational interventions

From the outset the PEDP – and therefore the Belgian contribution to its funding – did promote coherence across educational interventions in primary education, placing high priority on matching the expansion of school capacity (classrooms and other buildings) to the drive to

increase enrolment and the associated need for increased recruitment of teachers. The actual implementation of a coherent plan, however, appears to have been constrained by a number of factors, not least communication and coordination between all the Government and DP stakeholders; the lack of capacity and skills at local level as the PEDP devolved funds and management responsibilities to local and school level, ahead of significant local government reform and capacity-building inputs.

## 2.4 Coordination

### 2.4.1 Amongst Belgian actors in country

No formal coordination mechanisms were in place to coordinate planning, approaches or practice between Belgian direct and indirect bilateral actors in Tanzania. Over 50% of Belgian assistance to the education sector during the evaluation period was devoted to direct bilateral support to basic education, which was within the brief of the Belgian Attaché and BTC, with no input from other Belgian actors.

In HE, however, a significant level of indirect bilateral funding was provided through the VLIR-UOS IUC programme, with minimal communication between the Belgian Attaché and no coordination with other Belgian initiatives that might have allowed the identification of synergies or opportunities of mutual interest. As an example, the VLIR-UOS IUC Partner Programme at SUA includes the Basic Science project, which has, among other achievements, established the only BSc programme in Environmental Sciences in Tanzania. This is said to be the science degree course in highest demand in Tanzania and graduates find employment very easily. Concurrently with this VLIR-UOS project at SUA, the environment sector has been a priority for Belgian direct bilateral cooperation, but no links were established between these initiatives, despite obvious synergies and opportunities for maximising Belgian contributions in both.

### 2.4.2 With international partners

#### 2.4.2.1 Direct bilateral cooperation

Under the PF arrangements for PEDP DP harmonisation was recognised as being of central importance. The evaluation of EU support to the PEDP (Hanna, 2004) noted that “the pool fund donors appear to have developed good working relationships, and without these the pool fund mechanism would simply not work.”

BTC Education Adviser

In 2004, in the context of Belgian contributions to the PEDP, BTC appointed an Education Adviser to “be at the disposal of the PFPs and on their request

- Support the development of the sectoral approach in the education sector
- Support planning, monitoring and evaluation of PEDP
- Identify and assess the realised progress, difficulties, critical points and new initiatives in PEDP implementation
- Facilitate joint missions carried out by stakeholders and coordinated by the Tanzanian authorities regarding all aspects of PEDP
- Elaborate conclusions, recommendations and lessons learned of PEDP implementation.” (Kiernan, 2006)

The Education Adviser’s technical, specialist and country-specific expertise was seen as a significant strengthening of Belgium’s profile and position in relation to DPs and the Government. Belgium took on the role of Coordinator of the EDG in December 2004. The Development Attaché initially chaired the meetings, but the BTC Education Adviser subsequently took over this role from the Attaché. The Education Adviser himself felt that “this set up a new configuration as in this case it was the Embassy which was the official coordinator with the BTC Adviser as technical support. In effect, it was the adviser who functioned as the *de facto*

coordinator, working with government, DPs and Heads of Cooperation as well as with a broad range of NGOs” (Kiernan, 2006).

The Education Adviser’s sector knowledge and experience proved of considerable value to DPs, particularly in relation to the PEDP. However, there appears to have been a lack of consensus among DPs as to the exact role of a Coordinator of the EDG, and some DPs saw the Belgian Education Adviser’s impact on the EDG as more divisive than cohesive. The Adviser himself noted “while some [on the EDG] interpreted the role as that of providing intellectual / professional leadership to the group, others saw it as a more secretarial position – relaying the opinion of the group as a whole to government. There were two main positions held by the donor group: ‘on the left’ those who wanted to have a constructively critical dialogue with government and, ‘on the right’ those who felt that donors should accept government ‘ownership’ and focus only on reporting and auditing” (Kiernan, 2006).

#### **2.4.2.2 Indirect bilateral cooperation**

There is no evidence to suggest that planning and preparation for the VLIR-UOS IUC programmes at SUA and UDSM involved anything other than mapping pre-existing and concurrent DP activities within the two institutions. No active DP coordination mechanisms were in place on the Flemish side, although the Director of Postgraduate Studies and Research in SUA had a coordinating role in relation to all DP inputs to research in the university and “the SUA-VLIR input [was] seen as an essential consolidation of partnerships and sustainability” as it was “complemented by other existing initiatives of the University such as the NORAD Programme, (Library and Computer Centre), and GTZ (Soil and Water Management Research, rodent)” (Stenberg, 2001).

### **2.4.3 With government and other in-country organisations**

#### **2.4.3.1 Direct bilateral cooperation**

Effectiveness of the PEDP planning dialogue

In the period of preparation of the ESDP (published in 2001) several bilateral DPs brought in their own education sector experts to provide the government with a wealth of consultant support and to inform their own policy level dialogue with Government. During this period, however, and in the early stages of PEDP implementation, the Belgian technical assistance was not yet in place, due to a delay in BTC signing a contract for PEDP work with the Belgian government, so detailed dialogue and planning between Belgium and the GoT on the PEDP went ahead and the bilateral agreement (MOU) was signed without education sector specialist input.

Education sector dialogue between Government and DPs was recognised as being poor during the whole period in which the SWAp was introduced in education. For instance the PEDP Annual Review of 2004 emphasises that “as a vehicle for strengthening partnership around a common set of sector goals, education sector dialogue is failing to secure the right type of voice for Development Partners. On the DP side, there is a tendency to micro-management and a heavy focus on the accountability requirements for the PEDP common basket fund at the expense of proper strategic debate over goals and how to achieve them. On the other hand, DPs express a legitimate concern over the transparency and accessibility of information on performance and on budget decision-making.” (Oxford Policy Management, 2005)

Many DPs subsequently realised that the PEDP planning dialogue with GoT took place only with the policy and planning personnel in the line ministries and not with directors of sub-sectors or other operational staff. Dialogue and decision-making at this stage, therefore, did not take adequate measure of issues such as operational capacity and administrative procedures. The evaluators of the EU support to PEDP noted that the “WB carried out a sub-sector review..... and approved the objectives of PEDP prior to their engagement in the programme. The EC accepted the findings of this report. What was not done by the EC was to research into the Government’s systems especially with regard to disbursement and the quality, nature, and purpose of reporting. Neither did EC [or any other DP], independently, research the capacity of

the stakeholders and beneficiaries and the possible capacity building measures that would be necessary to meet EC implementation reporting requirements relating to quality and accuracy of the reports” (Hanna, 2004).

#### Dialogue during implementation of the PEDP

Significant difficulties in implementation, arising from the inadequacies of initial policy and planning dialogue with Government, served to mire the DP / GoT dialogue at all levels in discussions about PEDP procedures, reporting and accounting, rather than substantive and strategic education sector issues such as improving quality and ensuring capacity. Maintaining constructive coordination and dialogue between DPs and with all the various Government stakeholders in education was challenging for all those involved, with the added complication for Belgium and other bilateral DPs of managing the expectations and requirements of their own central Government authorities.

#### The role of the BTC Education Adviser in dialogue with Government

Belgium as DP Coordinator of the EDG during 2004-2005 played a leading role in dialogue with Government and other stakeholders – including civil society organisations (CSOs) in the education sector. In this difficult education sector dialogue context, the BTC Education Adviser was perceived by several DPs as taking a leadership rather than coordination role in his position as Coordinator of the EDG, which was highlighted when a leading CSO published an assessment of the PEDP that the MOEC regarded as unwarrantedly critical. The EDG Coordinator urged members of the EDG to take a stand in support of the CSO, despite the DP governments’ (including Belgium’s) inclination to avoid openly opposing the views of the GoT. In this instance, the BTC Education Adviser’s position in representing the official Belgian view was an anomaly underpinned by the ambiguity surrounding the respective roles of BTC and the Development Attaché in country.

#### A potential new role for the Education Adviser

In this first experience of basket funding modalities in the education sector in Tanzania, line ministries, particularly the MOEC, perceived power shifting away from them towards the MOF and DPs. In 2004, for instance, the evaluation of EU support to the PEDP reported, “the Government has levelled the criticism that EC and other pool fund donors are micro-managing some of the PEDP activities. This arises partly because of the activity and output design of the work plans and partly because the nature of the partnership between the Government and the pool fund donors. the predominant feeling in the MoEC is of increasing frustration with the pool donors management style (and erratic funding flow) and that two ‘camps’ are developing” (Hanna, 2004).

In this context in 2005, BTC’s strategy, supported the by the Development Attaché, to obtain a new appointment for the BTC Education Adviser as an Adviser in the Prime Minister’s Office (PMO), might be considered misguided. The appointment was to be a government contract using Belgian funding and negotiations about the appointment were conducted with the PMO and MOF (i.e. over the heads of the line ministries). The appointment was eventually blocked by the MOF. Belgium left the PEDP PF and stopped attending meetings of the EDG once the second tranche of Belgian funding had been disbursed, in 2005.

#### **2.4.3.2 Indirect bilateral cooperation**

There is no evidence that coordination and dialogue with GoT or other in-country organizations has played any significant part in either the planning or implementation of the VLIR-UOS IUC programmes at SUA or UDSM. SUA staff involved in specific Partner Programme projects have certainly maintained existing and developed new relationships with other academic institutions, both national and regional. SUA and UDSM themselves play important roles in dialogue with Government on policies in HE and the university’s institutional policies and priorities take full

account of Government policies. None of these, however, are explicit elements in the VLIR-UOS IUC programme.

## 2.5 Complementarity

### 2.5.1 DGDC / BTC

In Tanzania BTC and the Development Attaché in their respective roles worked closely together, relying on good personal and staff relations to make best use of BTC technical advisers in various sectors and working on different projects. The PEDP PF was the first basket fund in Tanzania with Belgian involvement, followed by PF arrangements for the legal sector reform. BTC saw its role as providing sector-specific advice and support to Belgian direct bilateral cooperation in PFs and to other DPs, and to monitor implementation of Government plans funded by PFs to ensure that all the conditions for disbursement and release of Belgian funds were in place.

When the BTC Education Adviser *de facto* took over the role of Coordinator of the EDG, mandated by the Embassy through the Attaché, several stakeholders among both DPs and Government took this to mean that BTC had thus taken on the representation of the EDG views in dialogue with Government. This is a role that stakeholders (DPs and Government) assume is normally filled by a person mandated to speak in an official (sometimes diplomatic) capacity on behalf a bilateral DP, since it is understood that it is a DP as an organisation that takes on the coordination or chairing of the EDG, not an individual. It was and is questionable whether or not an education consultant contracted as a technical adviser on a short-term contract by BTC should have been mandated to represent Belgium's official DP views in the EDG. This question was thrown into sharp relief when, as appears to have been the case with the BTC Education Adviser, the individual's views appeared at one point to diverge from the Belgian government line.

While it may be possible to separate a policy and agenda-setting role (DGDC) from an implementation and technical role (BTC) in theory, or within central Belgian Government departments, the operational reality in country meant that dialogue in the education sector with both Government and DPs was frequently a mix of both policy (increasingly financial and political) and technical matters. The key to ensuring complementarity in country between BTC and the Embassy lay in knowing when and at what level to field different kinds of competences and having the appropriate resources at hand to do so. This was a challenge in Tanzania, where Belgium was involved in direct bilateral cooperation in several sectors simultaneously and there was only one Development Attaché post. While the BTC Education Adviser proved to be an extremely competent and knowledgeable technical adviser in support of DP and Government cooperation in the PEDP PF, policy dialogue and diplomacy were not part of his brief.

### 2.5.2 Other Belgian actors

The interventions in Tanzania supported by Belgian indirect bilateral aid – the programmes of VLIR-UOS and projects of DMOS/COMIDE – could be said to be complementary only in that they operated in different educational sub-sectors. No mechanisms were in place to build complementarities between the interventions of various Belgian actors. Opportunities to add value to Belgian-funded activities or exploit potentially complementary activities were not explored because of the lack of information sharing and communication mechanisms.

## 2.6 Efficiency and effectiveness

### 2.6.1 Approaches

#### 2.6.1.1 Sector specialist and other support to dialogue

The experience of the PEDP PF highlighted, for those bilateral and other DPs wishing to play an effective role in the education sector, the importance of being able to command the appropriate kind of expertise at the appropriate level. While DPs clearly needed education technical

specialist support in dialogue with, for instance, the MOEVT or in the TWGs (although these were often used as forums for procedural discussion rather than consideration of technical education issues), the crucial planning and management dialogue surrounding the operation of the PF demanded different kinds of competences from all stakeholders. The evaluation of EU support to the PEDP noted in 2004 “for various reasons including too rapid an introduction of pool support, lack of MoEC leadership, lack of MoF commitment, and lack of incentives for the PEDP administrators, an impasse has developed in PEDP pool management and disbursements which cannot be overcome by DPs. Education advisers cannot overcome the constraints because they are not of a technical nature (although there are no doubt specific educational constraints where education advisers/TAs could help, e.g. planning, curriculum, assessment)” (Hanna, 2004).

It proved difficult for Belgium and other small bilateral DPs in the PF to be effective at all levels of dialogue with Government and other stakeholders, constrained as they were by limited human resources and expertise.

### 2.6.1.2 PF efficiencies

Although basket funding modalities are expected to reduce transaction costs for both Government and DPs, there is little evidence to suggest that the PEDP PF achieved any efficiencies of this kind. On the contrary, for all stakeholders the PF was a challenging and learning experience, in which new skills, procedures and management approaches were called for as well as radical changes in attitudes and expectations. Planning, implementation and management of the PEDP required bilateral DPs, including Belgium, to participate in a very large number of meetings and discussions – “the time and effort that the donors have put in to PEDP is unsustainable in the long term” (Hanna, 2004).

### 2.6.1.3 Programme and project approaches

In its support to SUA and UDSM, the VLIR-UOS IUC Programme relied on the project approach to planning and management, in which outputs and concrete deliverables were prioritised over outcomes and the rigid project reporting and accounting structures made it difficult to introduce some flexibility into planned activities and often resulted in late disbursements and some over-hasty spending decisions. On the other hand, from the research perspective the focus and discipline of the IUC Partner Programme also had positive effects; one researcher commented that they might not have made the research journey if they had not had deadlines and discipline imposed externally.

Within the VLIR-UOS programmes at SUA and UDSM, there was no sense of integration of the different projects within the Programme as a whole, either conceptually or in implementation. Each component was self-contained and unrelated to any of the others; links and opportunities for collaboration between projects were either not identified or not pursued. The Partner ‘Programme’ therefore could be said to be no more than the sum of its parts and some of these had more synergy with inputs from other donors than they did with each other.

## 2.6.2 Budgeting

### 2.6.2.1 PEDP PF disbursements

The inability of the Government to provide adequate reports to satisfy PFP requirements (as agreed in the MOU – see 2.2.1 PEDP above) created significant problems for DPs and delays in release of funding until some compromises were reached and a less stringent regime agreed. The second tranche of Belgian funding was released only after very long delays, which had a negative (if temporary) effect on Belgian – GoT relations.

Because the PEDP was implementing a new aid modality, the Belgian MOF designated the agreed allocation of €8 million for the PEDP as ‘financial cooperation’ instead of the normal ‘project approach’ funding. In the latter, the Belgian Ministry commits appropriate funds to be held almost indefinitely for disbursement on a particular project: funds remain available until project is signed off. In ‘financial cooperation’ this is not the case and the funds for PEDP had to

be disbursed within two years or they would become unavailable. As the forecast disbursement schedules in the PEDP were revised to accommodate delays in GoT reporting, the Development Attaché was placed under additional pressure as a result of these Belgian Government financial conditions.

### 2.6.2.2 The VLIR-UOS cooperation model

In the VLIR-UOS IUC programmes at SUA and UDSM suffered from delays and erratic disbursement of funds. The mid-term evaluation observed, “in all meetings with participants, project leaders and co-ordinators at SUA, as well as in Belgium, complaints regarding the financial management were a major concern” (Stenberg et al 2001). There was clearly a mismatch between the accounting procedures and requirements of the IUC Programme and the financial and administrative systems of SUA; and a general lack of experience in IUC financial management on the part of both Tanzanian and Flemish partners.

The midterm evaluation found VLIR the co-operation model may have contributed to the financial accounting and reporting difficulties: “according to the agreement governing the Partner programme, SUA and UA share the responsibilities on equal basis for carrying out the programme. But in financial matters UA is SUA’s superior. UA disburses funds to SUA and will receive financial reports from SUA, for which UA is responsible to VLIR. This set up introduces UA as a relay between SUA and VLIR, which may become a distorting filter if not operating efficiently” (Stenberg et al., 2001).

## 3 Effects

### 3.1 Effects of Belgian support

#### 3.1.1 Direct bilateral cooperation

##### 3.1.1.1 PEDP

As a member of the PF it is impossible to isolate the effects of the Belgian contribution to funding the PEDP over two years from the contributions of all other DP and Government funders. Belgium took a full and active role in DP harmonisation and coordination in the PEDP between 2004-2005 and can justifiably claim partial credit for some positive outcomes of the PEDP, which have included the following:

- education has been put back on the development ‘map’ in Tanzania; active Government and local government promotion of the PEDP in the early stages, exhorting parents to enrol their children in schools, and communities to become involved in school building, and even well-reported controversy between the Minister of Education and the CSO, HakiElimu, have all served to focus public attention on education as a development priority.
- PEDP has put the majority of Tanzanian children into primary schools, which will increase the demand for more education. There were, however, inevitable quantity/quality trade-offs and the question remains to what extent the system can now focus on quality issues.
- PEDP increased donor harmonisation: the PF mechanism ensured greater harmony among donors and greater predictability of financing, and promises lower transaction costs once mechanisms and procedures are embedded in operational practice.

##### 3.1.1.2 Scholarships

Not very much can be known about the effects and impact of the Belgian scholarships – for instance, the number of scholars returning to public sector positions, their career progression following their scholarship or the impact of study on scholars’ capacity and competencies once back in public service in Tanzania – because no systematic data was gathered. Both PO-PSM and BTC are currently putting plans into operation to introduce better monitoring and tracking systems.

### 3.1.2 Indirect bilateral cooperation

#### 3.1.2.1 VLIR-UOS IUC programme

The VLIR programme at SUA had a very significant and positive effect on the university's capacity to deliver quality education and research, mainly through the institutional strengthening inputs (ICT, SNAL) and through capacity building and training for staff in the various projects. Without VLIR support, for instance, there would be no Faculty of Basic Sciences and no degree in Environmental Sciences which has become highly regarded and copied elsewhere in Tanzania.

However, since academic and research engagement with SUA from staff and research students in the Flemish university partners was minimal in all projects during the programme, it is debatable whether the research projects will result in sustained research or cooperation with Flemish universities once funding from VLIR ends.

In SUA the VLIR IUC programme was regarded as notable for its rigidity, and for failing to engender a sense of SUA's ownership of and own accountability for the programme. It was contrasted unfavourably in this regard with NORAD's approach to research partnership in which SUA is managing the programme and disbursing NORAD funds to Norwegian university partners.

#### 3.1.2.2 DMOS/COMIDE projects

The projects supported by DMOS/COMIDE funding at the three VTC produced some high quality outcomes – buildings constructed to appropriate standards; equipment, machinery and materials in constant and productive use; training and skills development relevant to the employment market. The facilities provided at the Oyster Bay VTC have enabled a range of income-generating activities, such as the design, promotion and sale of good quality furniture, incorporated into the teaching and learning process, contributing to sustainability of outcomes.

Project outcomes in other areas, however, appear not to have met expectations and the effect of Belgian support is less positive. Building work at Temeke VTC absorbed more of the funding than anticipated; teaching staff recruitment and retention proved to be challenging; the job placement service, giving active assistance to the students in finding employment, never got off the ground and the VTC offers the girls a very limited range of basic training in handicrafts and social skills, not necessarily appropriate to the realities of life and work opportunities outside the Centre.

### 3.2 Factors that contributed to successful outcomes

The following factors can be said to have contributed to the overall effectiveness of Belgian direct and indirect bilateral cooperation in education during the evaluation period:

- In the PEDP, Belgium contributed positively to the increase in effectiveness of DP harmonisation and constructive dialogue, after a long period marked by lack of confidence, and helped to overcome differences of opinion on specific issues and to facilitate negotiations and dialogue with Government.
- In the VLIR-UOS IUC programme, the determination and skill of SUA staff in negotiating and accommodating changing priorities and procedures of VLIR and the Flemish partners kept the partner programme on track.
- Good personal relationships between Programme Coordinators and individual academics in SUA and the Flemish partner universities were critical to the success (or failure) of projects in the partner programme. The lack of this rapport and personal commitment is cited as the principal reason for the early curtailment of the VLIR programme at UDSM.
- In the DMOS/COMIDE projects, the effectiveness of project planning, management and monitoring from the Don Bosco regional development office ensured successful outcomes.

### 3.3 Factors that have limited the success of outcomes

The following factors can be said to have limited the overall effectiveness of Belgian direct and indirect bilateral cooperation in education during the evaluation period:

- In direct bilateral cooperation the limited and overstretched resources available to DGDC in Tanzania, and the late deployment of an education sector specialist support, had an adverse effect on Belgium's ability to respond effectively and consistently to the new and challenging circumstances of the PEDP PF.
- BTC selected a consultant for their Education Adviser well qualified for an internal technical adviser's post, but not necessarily suited to the role into which he was subsequently placed by the Embassy as Coordinator of the EDG.
- Belgian government restrictive responses to PF in basic education were at odds with its own policies and strategy to embrace new funding modalities and had an adverse effect on Belgium's responses in the PEDP.
- In both direct and indirect bilateral cooperation, over-prescriptive, complex or restrictive financial and reporting procedures have had adverse effects on implementation, outcomes and overall effects.
- In indirect bilateral cooperation the mandatory observation of the autonomy of Belgian NGOs (in setting their policies, strategies and implementation) limits the opportunities for, and effectiveness of coherence and coordination between Belgian direct and indirect bilateral support. For instance, a more explicit alignment with of the VLIR-UOS programme at SUA with both Government HE policies, with other Belgian interventions (e.g. scholarships) and with other DPs would have added value to overall outcomes of Belgian support.

## 4 Lessons learned and recommendations

### 4.1 Future funding modalities in direct bilateral support to education

Government and DP stakeholders in the PEDP PF learnt many lessons, and most would agree with the view that "basket funding was the 'infancy' of GBS" in which stakeholders were learning how to work in new ways. Belgium has signed the JAST though not yet committed itself to further pool funding in education. While the Government has made it clear that budget support will be their preferred modality in all sectors, it is likely that it will remain realistic and flexible about the choice of modalities for DPs to support development in the education sector. A mix of GBS and project approaches appears to be the most effective way for small bilateral DPs to pursue their own policies aligned with GoT priorities and retain influence within the education sector.

### 4.2 The need for specialist and sector support

For the EDG to have influence in the budget support environment it needs to be able to field professional education sector support, as well as expertise in policy issues and public finances, from among its members. The balance between these two areas of competence is open for debate – in the view of one CSO "DPs don't need to be good at technical issues in education, but they do need to be good at politics, understanding political situations". However it is interpreted, membership of the EDG will increasingly require a significant commitment and the capacity to devote time and energy to harmonization and dialogue activities.

In this context, Belgium might follow the example of one or two other DPs in Tanzania and consider other models of involvement in education sector dialogue, such as 'silent partner' arrangements with another DP, which is able to call on greater or more appropriate resources and can represent Belgium's interests on the EDG.

### 4.3 Financial control and decision-making in a PF

Though the Belgian Embassy had signed the MOU in the PEDP PF the Development Attaché in country had no autonomy or flexibility in deciding whether and when to risk release PEDP funds.

In the experience of PF in education in Tanzania there is an important lesson for Belgium which is relevant to all basket fund and GBS funding modalities: these new aid mechanisms challenge central government control over funding release and imply the need for greater local autonomy and control over funds to be devolved to the local Embassy.

#### 4.4 Engagement with civil society

The move to budget support modalities is seen by many as threatening the traditional relationship between CSOs and DPs, based as it is on project support, often at local rather than national level. The association of education sector CSOs – TEN/MET has developed a medium-term strategy and this presents an opportunity for Belgium to engage with local NGOs in, for instance, capacity building to develop advocacy and influencing skills to enable CSOs to take a more constructive part in future education sector development programmes.

Local civil society partners in education may provide channels for Belgian indirect bilateral support that are more aligned with Government and Belgian basic education policies and more coherent with future direct bilateral cooperation than DMOS/COMIDE interventions have been in the past.

#### 4.5 Expansion of higher education (HE)

The national policy on HE is currently under review, focusing on public-private partnership in both philosophy and practice, and on capacity building. The HE sector is expanding rapidly; in 2007-2008 two university colleges will become fully fledged universities and the new Dodoma University will open for business, starting with courses in humanities, social sciences and leading to full general course range. The biggest challenge is staff recruitment and capacity development. VLIR-UOS might consider these new HE institutions as an opportunity to continue with the IUC programme in Tanzania, and to contribute to university expansion in ways that build more explicitly on government policy as well as VLIR partners' experience.

#### 4.6 Bilateral scholarships

Belgium's expanding local scholarship and short course programmes, supporting public service staff, provide good value for money while supporting local HE institutions. To expand the range of courses and options on offer, Belgium might also consider including third country scholarships (to universities in the region) in the programme.

Guidance and information for potential applicants about Belgian universities (e.g. whether and where applicants should apply for particular academic areas or courses) could also be strengthened by collaboration between BTC, PO-PSM and consultation with the VLIR-UOS IUC Programme Coordinator at SUA, where there exists a wealth of up-to-date knowledge of Flemish universities that could be tapped. **A programme approach in the VLIR-UOS IUC programme**

A number of shortcomings became apparent in the rather rigid project approach taken in the ten year SUA programme with VLIR, particularly in relation to ICT and institutional strengthening activities, but also in the lack of coordination between projects in the Partner Programme. VLIR-UOS might consider adopting a 'programme approach' to planning and management in any future cooperation in Tanzania, which would focus more on the outcomes and benefits of research cooperation and institutional strengthening, rather than project inputs and only quantifiable outputs.

Appendice I. List of interventions

Actor	Policies, strategies	Activities
DGCD/BTC	Financial support to PEDP through basket funding.	Pool funding of the Primary Education Development Programme Phase 1
	Scholarships	Scholarships programme in Belgium and in Tanzania, including support for short term training.
VLIR-UOS	Own initiative programme	Participatory research on small scale irrigation farms Catholic University of Leuven and Naliendele Agricultural Research Station in Mtwara (2002-2006)
	Institutional University Cooperation (IUC) Programme	<p><b>Sokoine University of Agriculture (SUA) 1997-2006</b></p> <ul style="list-style-type: none"> <li>Development of facilities for Internet connections</li> <li>Post-graduate training and staff development in food science and human nutrition (until 2001)</li> <li>Capacity building in agricultural economics and agri-business (until 2001)</li> <li>Strengthening of usage of information and communication technology in SUA university</li> <li>Strengthening of the ICT and human resource development for Sokoine National Agriculture Library</li> <li>Capacity building in pest management : the ecology, biodiversity and taxonomy of rodents and pest management</li> <li>Soil and water conservation on the Uluguru Mountains</li> <li>Capacity building in training and research for the Faculty of Science</li> </ul> <p><b>University of Dar es Salaam (UDSM) 1998-2002</b></p> <ul style="list-style-type: none"> <li>Development and implementation of technology enhanced independant learning</li> <li>Integration of the use of medecine plants into Tanzanian health care sytems ; therepeutic and chemical evaluation of Tanzanian medecinal plants</li> <li>Staff development for the university college of land and architectural students</li> <li>Physiological and biochemical approach to assess health status of acquit organism in Tanzania</li> <li>Political and social economic crises and poverty in Tanzania and the region of the great lakes</li> <li>Research on saving and credit financing of MSMEs</li> <li>School of informaiton studies</li> </ul>
NGOs	DMOS/COMIDE	<ul style="list-style-type: none"> <li>Extension of Don Bosco Vocational Training Centre (VTC), Oyster Bay, Dar es Salaam</li> <li>Support to the Don Bosco VTC for Girls, Temeke, Dar es Salaam</li> <li>Job skills programme for under-employed youth, St Francis de Sales VTC, Isaka, Shinyanga</li> </ul>

## Appendice II. Tanzania – key statistics from Belgian aid

### Overview

Tanzania	Value of interventions	
	(in K €)	(as % total value)
<b>Total disbursement (2001 - 2005)</b>	<b>16,696</b>	<b>3.5%</b>
Disbursement 2001	2,047	2.5%
Disbursement 2002	2,443	2.5%
Disbursement 2003	5,632	6.1%
Disbursement 2004	5,140	4.8%
Disbursement 2005	1,434	1.5%
Average value of interventions	726	
<b>Rank in Partner countries (by value of interventions)</b>	<b>4</b>	
<b>Rank overall (by value of interventions)</b>	<b>5</b>	
<b>Number of interventions:</b>	<b>23</b>	

### By Directorates / Departments

Tanzania	Value of interventions	
	in K €	% of country / region disbursement
D0.2 - Follow-up / Evaluation / Statistics	530	3.2%
D1 - Governmental Programmes	10,409	62.3%
D2 - Special Programmes	300	1.8%
D3 - Non-governmental Programmes	5,457	32.7%
D3.1 - NGO's	1,715	10.3%
D3.2 -Universities / Scientific institutions	3,742	22.4%
D3.3 - Others Partners		
D4 - Multilateral and European Programmes		

By DAC codes

Tanzania	Value of interventions	
	in K €	% of country / region disbursement
111 - Education, level unspecified		
11110 - Education policy and administrative management		
11120 - Education facilities and training		
11130 - Teacher training		
11182 - Educational research		
112 - Basic education	9,303	55.7%
11220 - Primary education	8,404	50.3%
11230 - Basic life skills for youth and adults	900	5.4%
11240 - Early childhood education		
113 - Secondary education	1,646	9.9%
11320 - Secondary education	530	3.2%
11330 - Vocational training	1,116	6.7%
114 - Post-secondary education	5,242	31.4%
11420 - Higher education	4,431	26.5%
11430 - Advanced technical and managerial training	811	4.9%
Education under other DAC / CRS codes	505	3.0%
12181 - Medical education/training		
12261 - Health education		
14081 - Education and training in water supply / sanitation		
31381 - Fishery education/training		
33181 - Trade education/training		
41081 - Environmental education/ training		
43081 - Multisector education/training	505	3.0%

### Appendice III. Key education statistics

Data from the last three Global Monitoring Report (GMR) on EFA	GMR 2005			GMR 2006			GMR 2007		
	Total	Male	Fem.	Total	Male	Fem.	Total	Male	Fem.
Adult literacy (15 and over) 2000-2004	2000-2004			2000-2004			2000-2004		
	77.1	85.2	69.2	69.4 * <sup>1</sup>	77.5 *	62.2*	69	78	62
Gross enrolment ratio in pre-primary (%)	2001			2002-2003			2004		
	-	-	-	<b>23.9**</b>	<b>24.0**</b>	<b>23.8**</b>	<b>29<sup>4</sup></b>	<b>29</b>	<b>29</b>
Net intake rate in primary education	2001			2002-2003			2004		
	29.4	28.5	30.4	<b>81.3**<sup>2</sup></b>	<b>82.1**</b>	<b>80.5**</b>	90	89	90
Net enrolment ratio in primary education	2001			2002-2003			2004 (school year ending in)		
	54.4	54.3	54.5	<b>77.4**</b>	<b>78.3**</b>	<b>76.4**</b>	91	92	91
Out of school children (000)	2001			2002-2003			2004 (school year ending in)		
	3183.5	1599.6	1583.9	<b>1 635**</b>	<b>786**</b>	<b>849**</b>	604	273	331
Dropouts all grades (%)	2000			2001-2002			2003 (school year ending in)		
	30.7	33.0	28.3	<b>26.1**</b>	<b>26.0**</b>	<b>26.1**</b>	26.6	26.2	26.9
Transition from primary to secondary general education (%)	2000			2001-2002			2003 (school year ending in)		
	19.9	20.5	19.3	<b>18.8**</b>	<b>19.8**</b>	<b>17.9**</b>	33	34	33
Net enrolment ratio in secondary education (%)	2001			2002-2003			2004 (school year ending in)		
	-	-	-	-	-	-	13	14	12
Gross enrolment ratio in tertiary education (%)	2001			2002-2003			2004 (school year ending in)		
	0.7 z <sup>3</sup>	1.2 z	0.2 z	0.6	1.0	0.3	1.2	1.7	0.7
Pupil / teacher ratio in primary education	2001			2002-2003			2004 (school year ending in)		
	46			<b>56**</b>	-	-	56	-	-
Pupil / teacher ratio in secondary education	2001			2002-2003			2004 (school year ending in)		
				-	-	-	-	-	-
Total public expenditure on education as % of GNP	2001			2002			2004		
				-	-	-	-	-	-

<sup>1</sup> For countries indicated with (\*), national observed literacy data are used. For all others, UIS literacy estimates (July 2002 assessment) are used.

<sup>4</sup> Data in bold italic is for school year ending 2005

<sup>2</sup> Data in bold are for 2003/2004

<sup>3</sup> Data GMR 2005 - (z) Data are for 2000/2001, (y) Data are for 1999/2000.

\* National estimates

\*\* UIS estimates

## Appendice IV. Interview list

Institution	Name of Interviewee	Position
<b>In Dar es Salaam</b>		
Embassy of Belgium	Mr. Peter Maddens	Ambassador
	Mr. Herman Boonen	Counsellor for International Cooperation (Development Attaché)
	Rosemary Mpendazoe	Programme Officer
Don Bosco VTCs	Fr. Jose Padinjareparampil	Director, Don Bosco Regional Development Office, Nairobi
	Bro. Celestine Nathan	Principal & Manager, Oyster Bay VTC
	Staff and students	Temeke VTC
President's Office – PSM	Mr. Abdulrahman A Mdimu	Deputy Director - Human Resource Development
World Bank	Ms Rest B Lasway	Senior Education Specialist
CIDA	Ms Beatrice Omari	Education Advisor
Ministry of Finance	Mr. Andrew S Numayo	Deputy Permanent Secretary
EU	Ms Sonia Languille	Attache Education & Current Chair EDG
MOEVT	Mr. Jumanne Sagini	PEDP Coordinator
	Mr. Martin S Mwanukuzi	Deputy Director - Policy and Planning
UNICEF	Ms Maria Mdachi	Project Officer - Basic education
HakiElimu / TEN/MET	Mr. Rakesh Rajani	Executive Director - HakiElimu
	Mr. Antoine Gizenga	Country Director - Aide et Action
	Ms Zibora Shekilango	TEN/MET member
	Ms Tatu Masangula	TEN/MET member-Bagamoyo Education Development Forum
Ministry of Higher Education, Science and Technology	Dr. Fungo A. Fungo	Educationist - HE department
	Mr. Chacha Musabi	Educationist - Policy Section
BTC	Mr. Nebeyu Shone	Resident Representative
	Ms Tulanoga Matimbwi	Programme Officer

Institution	Name of Interviewee	Position
Royal Netherlands Embassy	Mr. Pieter Dorst	Head, Development Cooperation
Debriefing meeting at Belgian Embassy	Mr. Herman Boonen	Embassy
	Ms Rosemary Mpendazoe	Embassy
	Mr. Nebeyu Shone	BTC
	Ms Tulanoga Matimbwi	BTC
	Japhet L Ngilinar	MOEVT
	Mr Richard Musingi	PMO-RALG
	Mr. Abdulrahman A Mdimu	PO-PSM
<b>In Morogoro</b>		
PMO-RALG (at a meeting in Morogoro)	Mr. Benedict A. Mtui	PEDP Coordinator
	Mr. Francis M. Liboy	SEO - PEDP
	Mr. Mbwana S. Magotta	Education Officer
	Mr. Lawrence B. Madege	Education Officer
	Mr. Daud Y. Ng'ollo	Accountant
	Ms Beatrice Nangale Mkina	Education Officer
Kihonda Mgorofani Primary School, Morogoro	Ms Ndevaulwa Maoo	Head Teacher
	Ms Anna Mapunda	Ward Education Officer-Mazimbo ward
Sokoine University of Agriculture, Morogoro	Prof. Jayro A Matovelo	Director, Directorate of Research & Postgraduate Studies
	Prof. Peter Mtakwa	Programme Coordinator, VLIR-UOS IUC Programme
	Dr. Method Kilasara	Project Leader, Soil & Water Conservation
	Prof. Kurwijira Lusato	Director, Faculty of Basic Science (retired)
	Mr Ndelilio A Urío	Director, Solomon Mahlangu Campus

## Appendice V. Key documents consulted

Belgian Technical Cooperation (2002). Memorandum of understanding between the Government of Tanzania and pooled fund partners concerning the pooled funding of the Government of Tanzania primary education development programme.

Directie-Generaal Ontwikkelingssamenwerking (2002). Strategienota Tanzania, Federale Overheidsdienst Buitenlandse Zaken, Buitenlandse Handel en Ontwikkelingssamenwerking.

Direction Générale de la Coopération au Développement (2002). Note stratégique Tanzanie, Service Public Fédéral affaires étrangères, commerce extérieur et coopération au développement.

Directorate-General for International Co-operation (2002) Medium Term Country Strategy Paper Tanzania. Dar es Salaam, May 2002.

Education for Change (2005). Second tier country case study report - Tanzania. Evaluation of UNESCO Support to National Planning for EFA.

Government of Tanzania (2002). Memorandum of Understanding between the Government of Tanzania and Pooled Fund Partners concerning the Pooled Funding of the Government of Tanzania Primary Education Development Programme. 29<sup>th</sup> April 2002.

HakiElimu (2005). Three years of PEDP Implementation: Key Findings from Government Reviews.

Hanna (2004). Evaluation of EU Support to Primary Education Development Plan (PEDP) AMS/451 LOT No. 8 – N°. Hanna 5 – TA - deltza – Version 1.

International Monetary Fund (2004). Tanzania: Poverty Reduction Strategy Paper Progress Report, [International Monetary Fund].

Kiernan, M. (2005). Belgian support to the education sector in Tanzania: final report summary. First draft. December 2005.

Kiernan, M. ([2006]). Support to primary education development programme (PEDP) through the pooled fund mechanism. Belgian Technical Cooperation.

Ministry of Education and Culture (1999). National Report, Second Draft. Education for All: The 2000 Assessment.

Ministry of Education and Vocational Training (2006). Basic Education Statistics in Tanzania (BEST) 2002-2006 National Data. June 2006

Monro, R., E. Nkya, et al. (2001). Midterm evaluation of the Institutional University Co-operation with the University of Dar es Salaam, Tanzania: Final Report from the External Evaluation Commission November 2001, Flemish Interuniversity Council.

Mushi, R. P., et al (2003). Joint Review of the Primary Education Development Plan (PEDP), Ministry of Education and Culture, United Republic of Tanzania.

Oxford Policy Management (2005) Tanzania: exploring more effective sector dialogue under increased budget support: a case study of the Education Sector. Draft report to the Government of Tanzania and the Education Sector Development Partners. February 2005.

Stenberg, K., O. Abagi, et al. (2001). Midterm evaluation of the Institutional University Co-operation with the Sokoine University of Agriculture, Tanzania: Final report from the External Evaluation Commission November 2001, Flemish Interuniversity Council (VLIR).

United Republic of Tanzania (2001a). The Education and Training Sector Development Programme Document: final draft. August 2001



United Republic of Tanzania (2001b) Poverty Reduction Strategy Paper: Progress Report 2000/01. Dar es Salaam 14 August 2001

United Republic of Tanzania ([2001c]) Tanzania Assistance Strategy: a medium-term framework for promoting local ownership and development partnerships: Vol. 1 Tanzania Country Profile and Vol. 2 Appendix: Priority Areas

United Republic of Tanzania (2004) Education Sector Development Programme (ESDP) Secondary Education Development Plan (SEDP) 2004-2009. Final Document, Dar es Salaam, Tanzania April 2004

United Republic of Tanzania (2004) Poverty Reduction Strategy Paper: The Third Progress Report 2002/03

United Republic of Tanzania (2006a). Education Sector Development Programme (ESDP) Education Sector Review. Aide Memoire. Dar es Salaam, 23-25 February 2006

United Republic of Tanzania (2006b) Education Sector Development Programme (ESDP) Primary Education Development Programme II (2007-2011). Basic Education Development Committee, November 2006.

United Republic of Tanzania (2006c). Joint Assistance Strategy for Tanzania (JAST). November 2006.

## Appendix VI. Comments and Responses

Comments received on factual issues have been addressed through corrections to the text of this final version. The following substantive comments (translated from Dutch) have been received from BTC and are addressed in the response of the Tanzania Case Study Report authors below (our responses in *italic text*).

**BTC comments page 3:** The team sees policy dialogue as a privilege for diplomats. Policy dialogue however has political and technical dimensions. Especially with the latter BTC can give important inputs via expertise (it is not sufficient to sit at the table, you have to be able to contribute). In recent years thanks to such technical input Belgium has been able to play an important role in the education sector (eg Tanzania) but this is totally ignored.

**BTC comment page 5:** according to the TORs it is not intended to judge personal interventions (odd phrase). The Tanzania report does not respect this and goes at times too far (not very nuanced and out of context). It is furthermore unfair because the individuals visited do not get the chance to defend / reply.

**BTC comment page 17:** The discussion of support to PEDP focuses disproportionately on assessing the individual qualities of the education advisor (and only regarding a few of his many tasks). It seems appropriate to remove all references to individuals and to transcend the individual level through a systematic analysis where the role of various actors is assessed. The education coordination was allocated to Belgium. The active role of the BTC advisor in donor dialogue answered a real need. In addition this coordination task was de facto delegated to BTC by DGDC. We can also ask how the coordination of education donors and follow-on from the PDEP would progress in the absence of an active Belgian education advisor.

**BTC comment page 17:** "The Belgian Education Adviser's impact on the EDG proved to be more divisive than cohesive". Based on feedback on various sources (e.g. donor representatives who have participated in the donor dialogue) we wonder if this is a correct judgement

*The evaluation team had no intention to focus on the strengths or weaknesses of individuals, and this final version of the case study report makes no reference to named individuals, unless they are directly quoted. However, the BTC Education Adviser at the time was at the centre of one of the most important and formative periods in Belgian aid to education in Tanzania, and it would have been impossible to overlook the contribution made by the individual in that BTC post in considering the coherence, coordination and complementarity of Belgium's contribution.*

*The evaluation team researched these issues from as many differing points of view as time and circumstance would allow, including careful reading of all of the BTC Education Adviser's own draft and final reports, discussion and workshop papers. The evaluators found that the Education Adviser role and input was viewed very differently in Tanzania by different stakeholders, which we believe supports our view that his "impact on the EDG proved to be more divisive than cohesive".*

*In our report, we acknowledge the initially valuable contribution that the BTC Education Adviser made to Belgium's profile among development partners in the education sector in Tanzania, and to development partner and government dialogue on expert and technical education issues. However, we conclude that he was put in a position that, in our view, he was not equipped with either the right mandate or appropriate skills.*

**BTC comment page 17:** We are also surprised that the Tanzania country report states that the transaction costs are too high. What are the benchmarks? How were these calculated? Does it take into account that these apply to a total budget of 400 million Euro? It goes without saying that transaction costs are higher when all donors would use the same amount through their own projects.

*The evaluators do not, in fact, say that the transaction costs (associated with the PEDP pool fund) were “too high; there would, indeed, have been no benchmark for that. We say only that because the PEDP pool fund was a significant learning exercise for most development partners and certainly for government, the transaction costs turned out to be undoubtedly high, and higher than everyone expected them to be, since there is a general expectation that such costs will go down for every stakeholder in budget support and basket funding situations.*

**BTC comment page 17:** Without commenting on use and value of silent partnerships for Belgian aid, it is not clear how this would solve the problems signalled in the report. The link between problem and proposed solution does not exist. On the contrary, in a SP for PDEP the problems with the financial procedures would possibly be even stronger.

*The evaluators are clear that, in Tanzania, a silent partnership might mitigate the need for education sector and other specialist resources for a small development partner such as Belgium, while allowing Belgium to remain in development cooperation in education. We do not make any statement – nor would we – to the effect that a silent partnership would have had an effect on the financial procedures and other related problems in PEDP.*

# Vietnam

**John Wood**

**Tran Thi Hanh**

**Août 2007**

## Contents

<b>Vietnam</b>	<b>80</b>
<b>1 Country background</b>	<b>84</b>
1.1 Key educational trends	84
1.2 Profile of international presence	86
1.3 Profile of Belgian presence	86
1.3.1 Direct aid	87
1.3.2 Indirect Aid	89
1.3.2.1 Technical cooperation (APEFE and VVOB)	89
1.3.2.2 University cooperation (CIUF and VLIR)	89
1.3.2.3 NGOs	89
1.4 Organisation of development partnership	89
1.4.1 Decentralised organisation of aid partnerships	90
1.4.2 Monitoring and Evaluation	90
<b>2 Findings</b>	<b>90</b>
2.1 Policy trends and relevance	90
2.1.1 Direct bilateral assistance	90
2.1.2 Indirect assistance	91
2.1.2.1 APEFE	91
2.1.2.2 VVOB	91
2.1.2.3 CIUF and VLIR	92
2.2 From policy to practice	92
2.2.1 Direct bilateral assistance	92
2.2.1.1 Projects	92
2.2.1.2 The TBS-EFA	93
2.2.2 Indirect channels	94
2.2.3 Working with institutions	94
2.3 Interventions typology	94
2.3.1 Active Teaching and Learning (ATL)	94
2.3.2 ICT in education	95
2.3.3 A shifting typology in university cooperation	95
2.4 Coherence and complementarity	95
2.4.1 In projects	95
2.4.2 In Higher Education cooperation	96
2.5 Coordination	96
2.6 Efficiency and effectiveness	97
2.6.1 Bilateral	97
2.6.2 VVOB and APEFE	98
2.6.3 CIUF and VLIR	98

<b>3</b>	<b>Effects</b>	<b>98</b>
3.1	Effects of Belgian support	98
3.1.1	Overall	98
3.2	Factors that contributed to successful outcomes	99
3.2.1	Direct	99
3.2.2	APEFE and VVOB	99
3.2.3	University cooperation	99
3.3	Factors that have limited the success of outcomes	100
3.3.1	Direct	100
3.3.2	APEFE and VVOB	100
3.3.3	CIUF and VLIR	100
3.3.4	Information and information sharing	101
<b>4</b>	<b>Lessons learnt and recommendations</b>	<b>101</b>
4.1	Making the most of the Belgian architecture	101
4.2	The different channels	101
4.2.1	Direct cooperation	101
4.2.2	APEFE and VVOB	102
4.2.2.1	Decentralisation	102
4.2.2.2	Sub-sectors	102
4.2.2.3	Local partnerships	103
4.2.2.4	Innovation and research	103
4.2.3	CIUF and VLIR	103
4.3	Transparency and dissemination of information	104
Appendice I.	Belgian federal aid to education in Vietnam	105
Appendice II.	Federally supported interventions over the period	107
Appendice III.	Vietnam – education statistics	110
Appendice IV.	List of persons met	111
Appendice V.	Key documents consulted	114
Appendice VI.	Comments and responses	116
4.3.1.1	Comments from Attaché Hanoi, after discussion with the BTC Res Rep:	116
4.3.1.2	Consolidated comments from BTC	116

### *Acknowledgements*

The case study was undertaken by John Wood of EfC and Tran Thi Hanh, Karel Cools who accompanied the mission as an observer. The team would like to thank the staff of the Belgian Embassy in Hanoi for arranging an excellent programme and all the respondents who gave their time and made the evaluation possible.

### Abbreviations

APEFE	Association pour la Promotion de l'Education et de la Formation à l'Etranger
AsDB	Asian Development Bank
AUF	Agence Universitaire de la Francophonie
BTC	Belgian Technical Cooperation
CIUF	Conseil Interuniversitaire de la Communauté Française.
CSO	Civil Society Organisation
CUI	La Coopération Universitaire Institutionnelle, of CIUF
DGDC	Directorate General of Development Cooperation
DP	Development Partner
EFA	Education for All
EU	European Union
FTI	Fast Track Initiative
HE	Higher Education
ICT	Information and Communications Technology
IUS Programme,	<i>Institutionele Universitaire Samenwerking</i> , Institutional University Cooperation of VLIR
MDGs	Millennium Development Goals
MOET'	Ministry of Education and Training
MoU	Memorandum of Understanding
MPI	Ministry of Planning and Investment
NGO	Non Governmental Organisation
PIC	<i>Projets Interuniversitaires Ciblés</i> (Targeted Inter-university Projects) of CIUF
PRSP	Poverty Reduction Strategy Paper
SRV	Socialist Republic of Vietnam
SWAp	Sector Wide Approach
TBS-EFA	Total Budget Support for Education for All
TSP	Training Service Provider
VLIR	Vlaamse Interuniversitaire Raad
VVOB	Vlaamse Vereniging Voor Ontwikkelingssamenwerking en technische Bijstand (Flemish Association for cooperation and Technical Assistance)
WB	World Bank

## 1 Country background

The Socialist Republic of Vietnam (SRV, Vietnam) has a population of just over 85 million (2007 estimate) of which 26.3% are under 15 years old. The population growth rate is 1.004%. The purchasing power parity GDP is US\$258billion (2006 estimate), which is US\$3,100 per capita. Real GDP growth rate is estimated at 7.8%.

Vietnam is a communist state with structures based on the 1992 Constitution. The country is divided into 59 provinces and five municipalities and is committed to increasing decentralised administration of public functions to the provinces.

Since 2000, Vietnam's economy has developed rapidly based on agricultural exports and inward investment and partnerships for manufacturing. It is recognised as having made "remarkable achievements in the fields of growth and reduction of poverty" (PRSP annual report, 2004).

Vietnam wants to consolidate the obtained results and improve them further. A ten year socio-economic development strategy (2001-2010) has been developed to that purpose and a Comprehensive Poverty Reduction and Growth Strategy for Vietnam (CPRGS) was approved in 2002. The Government supports several programmes to improve geographic equity for midland and mountain rural regions. The Hunger Eradication and Poverty Reduction Programme (HEPR, phase 1 for 2001- 2005 completed, and now phase 2 for 2006-2010') is the framework for the co-ordination at central, province, district and commune levels of targeted social investment and service programmes.

In November 2006, Vietnam's application to join the WTO was approved, opening further trade opportunities.

### 1.1 Key educational trends

The MOET is the Government agency implementing nationwide state management of pre-school education, general education, professional education, higher education and continuing education (MOET website<sup>27</sup>).

Despite being one of the poorest countries in Asia, Vietnam's education system, as measured by conventional indicators, is much better than would be expected for a country at its level of economic development. It has outperformed many other countries, including those at higher levels of development. More than 90% of Vietnam's population over 15 years old are literate. The country has met universal education at primary school level and is on the way to reaching universal education at lower secondary level (31 among 64 provinces have already met this standard). A network of kindergarten, primary and lower secondary schools is found in almost every commune, ensuring children's access to education.

The Vietnamese education system is structured as follows:

- five years of primary education;
- four years of lower secondary education;
- three years of upper secondary education.

At university level, courses take from four to six years to complete. Technical and vocational education is spread over three years following lower secondary education; short term programmes over two years are possible alternatives. The less traditional education

---

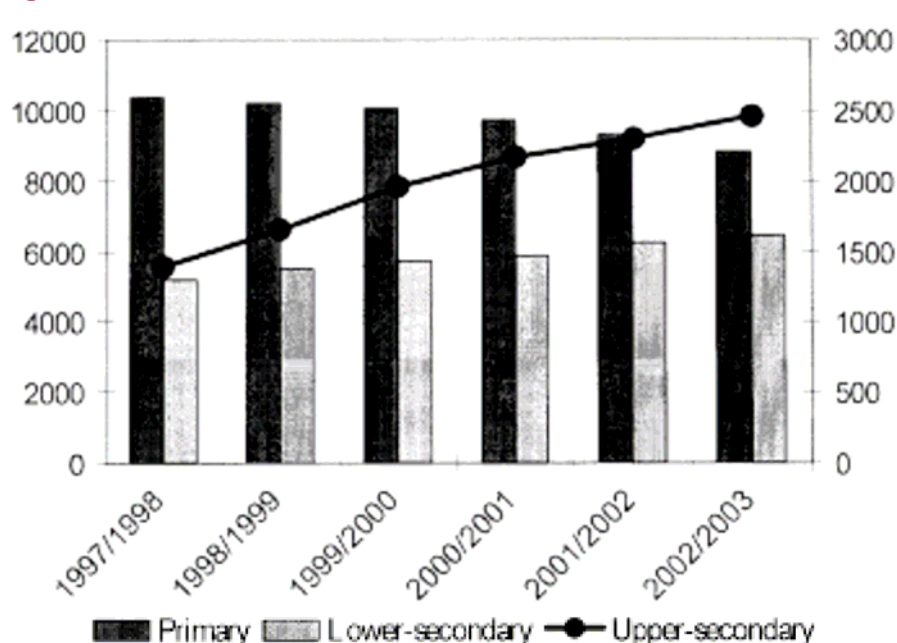
<sup>27</sup> <http://en.moet.gov.vn/?page=6.8&view=3448>

subsystem makes available special courses in complementary education for adults to complete their secondary education and to participate in continuing education.

Figure 1 shows the enrolment trends; falling primary education enrolments reflect population trends. The growth in upper-secondary enrolment is noteworthy.

Vietnam approved its National EFA Action Plan 2003-2015 in 2003 (SRV, 2003a). The plan draws together education targets within the Comprehensive Poverty Reduction and Growth Strategy (SRV, 2002) and Vietnam Development Goals, as well as those set by the Government for the decade of 2000-2010, in its Education Development Strategy (SRV, 2001), an integral part of the Government's five- and 10-year planning cycles (Seel A, Tran Thi H 2005). The plan identified four target groups: (i) ECCE; (ii) primary education; (iii) lower secondary education; and (iv) non-formal education.

**Figure 2: enrolments**



Source: PRSP Annual Report 2002-2003

The Strategy recognises the achievements and renovations of the education system since the mid 1980s in terms of net enrolment, which is around 95% in the primary sector and 65% in the secondary sector (Global Monitoring Report on EFA, 2005 to 2007). NER has increased slightly over the period. Adult (over 15) literacy is reported at around 90% (94% for men and 86% for women) (GMR).

Challenges identified in the Strategy include ensuring enrolment and school completion of marginal and marginalised communities, including remote language and ethnic communities. The Strategy also expresses concerns about "quality", including the fit of education to the job-needs of society, and calls for increasing the creative and practical elements of education and training. The Strategy also identifies the resource and capacity constraints including for school infrastructure, staff and educational management. The implementation of the Strategy is conceived in two phases of reform and development including a National Program for Education covering: curriculum and textbook reform and literacy initiatives; universal primary education and lower secondary education; ICT in schools; education in mountainous, ethnic minority and socio-economically difficult areas; infrastructure; and vocational training capability.

In many ways, the Strategies and National Program are a coherent modernisation and quality improvement agenda. However, it is important to recognise that Vietnam's education structures and philosophy reflect its communist tradition. Societal and parental commitment to education is high and teachers are respected; there is central control over the curriculum; high status and resources are allocated for the most academically able; public profile is awarded to Olympiads and competitions and there is early demarcation of vocational and academic routes.

Vietnam has committed to decentralised management of education with financial, administrative and planning responsibilities devolved to sub-national administrations, notably the provinces.

## 1.2 Profile of international presence

Vietnam has been an active proponent of harmonisation having expressed increasing concern about high transaction costs, fragmentation of administrative capacity and reduction in aid effectiveness caused by the multiplicity of donor agencies' operational policies, procedures and practices. In their various capacities, donors active in Vietnam have taken steps to foster harmonisation and the country is one of the first countries interested in implementing it. In parallel, Vietnam is also a pilot for EU harmonisation (OECD harmonisation website<sup>28</sup>).

The last five years have seen the gradual development of a harmonious approach as the modality for assistance to education. A *de facto* understanding has resulted in a sub-sectoral approach with different international partnerships for the four sub-sectors identified above. Belgium is part of the donor group, which includes Canada, the EC, France, Germany, the WB, Ireland, Italy, the Netherlands, Norway, the OECD, Sweden, UK, UNDP and UNICEF, and which provides support to the primary sub-sector and is striving to do so in a coordinated sub-sector wide approach modality. The Asian Development Bank (AsDB) has responsibility for work in the secondary and lower secondary sub-sector.

UNICEF and UNESCO are working in Early Childhood Care and Education (ECCE). UNESCO has taken some responsibilities for the non-formal sub-sector, particularly within the context of EFA targets for literacy and lifelong learning and its internationally mandated support for EFA advocacy and planning. The World Bank is processing loans to develop higher education that are likely to be effective from 2008.

The last five years have seen the gradual development of a sector wide approach as the modality for assistance to education.

In education this has manifested within the budget support modality for the EFA programme for primary schools, of which Belgium is one of the funding development partners (DPs).

Vietnam has been included in the first round of 12 FTI pilot countries, although FTI is not seen as a main driver of educational planning and financing<sup>29</sup>.

## 1.3 Profile of Belgian presence

Belgium federal aid disbursed €18.3 million to education in Vietnam between 2001 and 2005: between 2001 and 2005, 34.1% was allocated to education. The majority of this was disbursed through indirect aid channels (81.9%), comprising 49.8% to universities through VLIR and CIUF and 31.7% through VVOB and APEFE. There have been no federally supported NGOs working in the education sector in Vietnam in the period.

<sup>28</sup> [http://www.aidharmonization.org/ah-st/ah-browser/index-abridged?master=master&rgn\\_cnt=vn](http://www.aidharmonization.org/ah-st/ah-browser/index-abridged?master=master&rgn_cnt=vn)

<sup>29</sup> In many countries the FTI machinery has been overtaken by planning and financing events.

The dominant sectors or areas of support are:

- post-secondary education ( DAC code 114) which has disbursed 65% of the total;
- Teacher Training (DAC code 11130) which has disbursed 24%;
- Multisector training (DAC code 43081<sup>30</sup>), 10%

Over the period 2001–2004, Vietnam was the second largest recipient of Belgian federal aid to the education sector of its 18 priority partner countries.

### 1.3.1 Direct aid

The Embassy of Belgium in Vietnam has two expatriate persons with interests in education development: the Head of Development Cooperation and a Counsellor for Development Cooperation. A Vietnamese Programme Officer with education expertise supports their work in the sector. BTC has an office in Hanoi, established in 2000, staffed by an expatriate resident representative and four Vietnamese programme and secretarial staff.

Direct Belgian aid over the period has supported an education project, *Improving Pre- and In-Service Training of Primary and Lower Secondary Teachers in the Northern Highlands of Vietnam*, which started in June 1999. It ran with a one-year extension to February 2003 and was subsequently expanded from seven to 14 provinces for implementation from 2005 to 2009. The two phases were funded as shown below:

	Belgium	Counter-value fund <sup>31</sup>	Vietnam
<b>Phase 1 (7 Provinces)</b>	USD1,342,205	USD429,400	USD360,000
<b>Phase 2 (14 Provinces)</b>	€4,000,000	€840,000	€272,640

The Teacher Training Project is being implemented by BTC with a full time contracted Technical Assistant (TA) post based in the Project Management Unit.

In 2005 Belgium committed a contribution to the sub-sectoral approach Targeted Budget Support for EFA (TBS-EFA) as part of the donor group that includes Belgium, Canada, New Zealand, the United Kingdom, the European Commission and International Development Association (IDA). Belgium has committed €5 million to be disbursed in tranches between 2006 and 2009. The Belgian contribution represents approximately 5% of the external funding and 1.2% of the overall programme cost.

<sup>30</sup> This code is something of a catch-all for training activities in other sectors.

<sup>31</sup> The Counter Value Fund is a special fund created as part of Belgian debt-relief in 1993 and dedicated to future development projects.

Source	Local	Foreign	Total
BORROWER/RECIPIENT	342.0	38.0	380.0
INTERNATIONAL DEVELOPMENT ASSOCIATION	45.0	5.0	50.0
BELGIUM	5.4	0.6	6.0
CANADA	9.9	1.1	11.0
EUROPEAN COMMISSION	18.0	2.0	20.0
NEW ZEALAND	2.7	0.3	3.0
UNITED KINGDOM	34.2	3.8	38.0
Total:	457.2	50.8	508.0

Source: World Bank Project Appraisal Document 31735-VN, (2005)

TBS-EFA supports a National Targeted Programme (NTP) for education addressing quality levels, access and completion, with specific priority attached to access for marginal and tribal communities. The programme has a second component, grant-funded, to build the management capacity within MOET to implement TBS-EFA, with emphasis on financial management and reporting.

TBS Partners have agreed with SRV on project performance indicators and reporting requirements. A Memorandum of Understanding (MoU) lays down the principles for interaction between TBS Partners and SRV as well as the roles and responsibilities of signatories and the process by which funds will be disbursed and monitored. The MoU also sets the framework for the joint management by *all* TBS partners of Component 2 of this project, parallel financed by bilateral sources. A Statement of Cooperation guides the TBS donor partnership in the spirit of increasing donor harmonisation and speaking with “one voice.”

For the primary sub-sector, the TBS-EFA is the focus of development partnership; conceived by the partners as the nucleus around which other agencies, and other modalities of assistance, will come together. For example, since 2005 Spain and Norway have joined as partner and observer respectively.

Implementing TBS-EFA has not been a smooth and simple process: disbursements have been seriously delayed pending adequate progress reports and the partners have yet to determine how to address the management challenges to the MOET, including mobilising and making proper use of the expertise available under Component Two. Implementation and reporting responsibilities for externally funded projects that would have been delegated to a discrete PMU, typically with external support, now rest within the MOET line structure.

To date, Belgium has undertaken its responsibilities within the TBS-EFA from the Attachés office in the Embassy, involving the Attaché and the locally recruited education specialist. The role of BTC in the implementation of the TBS-EFA was being clarified during the evaluation mission and is discussed below.

Belgium supports the Training Facility by which Training Service Providers (TSPs) in Vietnam or ASEAN countries are supported to provide training for Vietnamese nationals who lack the financial means to support themselves (with priority for people from remote areas, disadvantaged groups and female scholars). This was introduced in 2005 and is an innovative approach that moves away from direct funding of selected trainees with the intended outcome that TSPs become more responsive to needs. Target areas for support include human development in the fields of health, education and environmental protection. One million Euro is available for the Training Facility over five years.

Bilateral scholarships for study in Belgium are funded at the rate of approximately 40 persons per year, mainly to study at Masters level.

## 1.3.2 Indirect Aid

### 1.3.2.1 Technical cooperation (APEFE and VVOB)

APEFE and VVOB have a range of projects as shown in Annex 1. They are typically small interventions within a single institution, supported by a Belgian technical cooperation person.

Both VVOB and APEFE have offices in Hanoi and each has a permanent expatriate representative and one locally recruited member of staff. APEFE has been working in Vietnam since 1994: its office is co-located with the delegation of the Belgian French speaking community (Delegation Wallonie-Bruxelles). Its projects build on its Francophone experience and expertise in professional training. VVOB has been active in Vietnam since 2001 and has a range of projects including ICT, environment and agricultural training<sup>32</sup>.

### 1.3.2.2 University cooperation (CIUF and VLIR)

VLIR and CIUF each have a substantial portfolio of projects as shown in Annex 1. Both organisations have two types of programmes. CIUF's Targeted Inter-university Projects (PIC) and VLIR's Own Initiative Programme support smaller scale links around a common research topic. CIUF's *Coopération Universitaire Institutionnelle* and VLIR's *Institutionele Universitaire Samenwerking* (IUS) both support a wider set of institutional development activities, including training, joint research and joint curriculum or teaching initiatives.

Neither VLIR nor CIUF has permanent representation in Vietnam.

### 1.3.2.3 NGOs

There are no NGOs working in Vietnam with support of the Belgian federal government.

## 1.4 Organisation of development partnership

The Vietnam Consultative Group provides the forum for the DPs (and NGOs and CSOs) and the highest levels of Government to discuss national development issues. The group has taken particular interest in aid effectiveness and harmonisation across all sectors.

Development partnerships are formalised between the financing agencies and the Ministry of Planning and Investment (MPI) which has responsibility for ensuring that development initiatives are coherent with government strategies and plans. The Foreign Economics Relations Department of MPI is the negotiating partner with Belgium for Joint Commissions.<sup>33</sup> Belgium's direct cooperation is based on the agreements of the JMC. Respondents suggested that different levels of MPI bring different perceptions on the locus of administration within ODA-funded projects, with some resistance to including foreign personnel in management structures.

The Ministry of Education and Training (MOET) as the line ministry for the education sector, takes the lead role in implementing aid-supported activities and relationships with international partners during implementation. MOET's International Relations Department manages protocol communications and some programmes, including the Direct Training Facility; other line departments take relevant responsibilities in projects. The Planning Department of MOET has taken lead responsibility for the EFA TBS programme.

<sup>32</sup> [http://www.vvob.be/english/index.php?pg=9&id\\_land=13](http://www.vvob.be/english/index.php?pg=9&id_land=13)

<sup>33</sup> The new ODA Decree 131 issued on 9 November 2006 decentralizes ODA management in most instances. The Ministry of Planning and Investment will no longer appraise individual projects but will instead focus on national ODA policy issues. Implementing agencies are assigned full responsibility for all aspects of ODA project management. However, the approach to ODA adopted in the decree remains predominantly input-driven and project-based. More work is needed to develop programmatic and sector wide approaches. (UNDP 2006)

### 1.4.1 Decentralised organisation of aid partnerships

Direct cooperation is negotiated and organised with central agencies, with projects/programmes making arrangements for decentralising planning, disbursement and monitoring sub-nationally. In such a large and diverse country, project identification and design is frequently based on geographical targeting so as to ease implementation logistics or focus on geographically specific needs.

Other channels of cooperation have more diversity in identifying and designing interventions in collaboration with the beneficiary-typically an institution or municipality rather than the national government.

University cooperation is managed between the universities, subject to formal approval from MOET.

### 1.4.2 Monitoring and Evaluation

Responsibility for monitoring and evaluation of externally funded projects/programmes on behalf of the Government falls to the MOET and, ultimately, the MPI. Both rely mainly on evaluations undertaken within projects.

## 2 Findings

### 2.1 Policy trends and relevance

National policy is strongly set by the Government of Vietnam and articulated within government and party structures. The Education Development Strategy is an integral part of the Government's 5- and 10- year planning cycles and establishes priorities as:

*.....goals, measures and steps in the direction of diversification, standardization, modernization and social participation to build up the practical and effective education, to create the radical change in qualitative aspect, to make our education catch up with developed countries in the region, to enhance mass knowledge, to train manpower, to nurture talent and to take active part in the implementation of the goals of socio-economic strategic development plan for 2001-2010.*

Belgium's policy for the education sector, whilst nominally driven by DGDC's Educational Strategy, and the Country Strategy Note (DGDC, 2002) is essentially responsive to local circumstances and government requests. These two papers were not used to steer identification of implementation of projects/programmes. The country strategy note makes little reference to education other than quoting the MDGs.

#### 2.1.1 Direct bilateral assistance

The Joint Mixed Commission of December 2003 set the policy concerns for education including:

- Implement state management of education and training;
- Improve teacher and learning quality;
- Renovate budget allocation mechanism for education and training.

These policy agreements are consistent with those of the country strategy.

BTC plays a role in preparation of the Joint Mixed Commissions, drawing on its local expertise and experience in projects, and their understandings of DGDC's education strategy paper.

The evaluation mission immediately followed the Joint Mixed Commission for 2007 which prioritised water and sanitation and governance for the period 2007-2010, but provided continuing support for to ongoing Teacher Training project, the EFA-TBF programme, scholarships and the Training Facility. The commitment of €32million is the largest ever Belgian ODA to Vietnam.

### 2.1.2 Indirect assistance

Indirect agencies establish their plans and projects on the basis of discussions and relationships with potential partners. In the strong central policy-making environment of Vietnam, overall and “headline” policy trends are clear and it is usually possible to be coherent and relevant to stated aims, particularly as these have been stated in rather general terms. Any agency will bring its own policy agenda to project formation and implementation; many will also be driven by the need to develop a positive public profile and political presence.

In response to DGDC’s requirements as expressed through their HQs, all the indirect agencies working in Vietnam are in the process of re-engineering their work towards a more programmatic approach, in which higher level goals and outcomes are explicitly set and used to steer and evaluate projects. This important change, which would make agency policy concerns and comparative advantage more explicit to partners, is in progress but at different stages in different agencies.

#### 2.1.2.1 APEFE

APEFE has an Annual Plan for 2007 which includes a statement of strategic objectives and gives priority to technical training with some support for cultural heritage. APEFE had not had sight of any DGDC strategy papers for education.

APEFE works to a Convention on Cooperation signed in 2002 between the MOET and the representative of the *Communauté française – Région wallone*. The document sets operational agreements rather than focus for APEFE. In Vietnam, APEFE aligns policy and presence alongside that of the Walloon geographical and French language communities. The two projects visited showed APEFE working alongside initiatives of the *Agence Universitaire de la Francophonie* (AUF). In one case the local beneficiaries were not aware that APEFE was also involved.

Given these relationships and perceptions it is noted that about 90% of APEFE’s budget is derived from the Federal Government. APEFE planning documents identify public visibility and recognition of the organisation as an intended outcome.

Whilst APEFE’s plan includes a range of projects, the mission of APEFE is explicitly Francophone both in support to French language teaching and in approaches to professional and vocational education that build on French educational cultures. The relevance and potential development gains of such inputs are discussed below.

#### 2.1.2.2 VVOB

In Vietnam VVOB has a representative office but does not have access to the policy planning processes with the Government (MPI).

VVOB is changing its approach and moving from legacy projects into the programmatic mode - the process is proving challenging. In the meantime VVOB takes note of government priorities, particularly for ICT and environmental sustainability, but project identification seems to be opportunistic, based on identifying potential partners and institutions.

### 2.1.2.3 CIUF and VLIR

The evaluation saw relatively long-standing partnerships organised by CIUF, showing development from technology transfer and personnel training in Belgium to wider aims of institutional development (including course design, equipment etc.). Similarly, the evaluation saw examples of VLIR cooperation that had been long standing and had developed into more symmetrical and mutual partnerships. In both cases, the support had aligned with the development needs of the partner university steered by VLIR's adoption over the period of results-based programming tools.

## 2.2 From policy to practice

### 2.2.1 Direct bilateral assistance

#### 2.2.1.1 Projects

The evaluation met personnel and visited sites of the most important education project, the Teacher Training Project in 14 Provinces. This is the second phase of a project that started in 1999, then working in seven northern provinces. It is a €5.2 million commitment.

The project addresses a number of key policy issues for the Government and its partners, most notably the inclusion of marginalised ethnic communities in mainstream education, and the improvement of classroom practice<sup>34</sup>. The project has provided a range of inputs (training, equipment, teaching resources etc.) to schools and training colleges in 14 provinces. The project was designed by BTC in consultation with Vietnamese stakeholder and is co-managed by a BTC-appointed TA and a Project Director seconded from the MOET.

The project demonstrates some gaps between agreed and relevant policy intentions and practice in a number of ways:

- The inputs lack the scope to address organisational and structural constraints on the intended outcomes of improving access and teaching practice. For example, changed classroom practices are fragile unless they match curriculum and student assessment regimes, which are outside the project's scope;
- There is great emphasis on the provision of equipment, which takes time and attention of project staff. The Vietnamese beneficiaries have raised the priority of equipment supply and there has been rigid interpretation of the project *fiche* leading to oversupply of equipment against the need so that, for example, the original seven provinces received a second round of duplicate equipment<sup>35</sup>. Much of the equipment and learning material supplied is under-utilised;
- Bureaucratic delays in procurement and administration, with some overlapping responsibilities for financial control within the PMU.

The project design does not establish a common understanding of the classroom practices that constitute active teaching and learning (ATL), or indicators and methods by which ATL and its learning outcomes will be evaluated. The evaluation at the end of Phase I, which was used to justify the extension in Phase 2, made no significant assessment of outcomes in terms of increased inclusion of ethnic pupils, or of the effect changing classroom practices. (It did present an analysis of professional satisfaction and self-assessment of the impact by the beneficiaries of the teacher-training.)

<sup>34</sup> By the introduction of Active Teaching and Learning (ATL)

<sup>35</sup> It was later explained that the equipment (photocopiers, video cameras, TVs etc) that had been supplied earlier had become obsolete.

Discussions and observations suggested unresolved differences in perceptions and priorities between the TA and colleagues from the MOET. The policy alignment at the time of formulation is being tested by the realities of implementation.

Two views were heard as to whether the Teacher Training Project can be changed at review to tackle design and resource issues. In principle the defining documents, including the Technical and Financial Fiche, may be reviewed by the Steering Committee, which meets six-monthly and includes representatives of MPI, MOF, MOET, DGDC and BTC<sup>36</sup>. Changes may be made as long as they do not affect the duration, budget and intended results. In practice, it is reported that it may be difficult to do so if there are vested interests in the status quo and the proposed changes would move resources into more controversial activities.

### 2.2.1.2 The TBS-EFA

Moving the TBS-EFA towards implementation has been a significant challenge for those responsible. Although Belgium is a small contributor to the fund, the DPs share the workload of, for example, organising review missions and responses to reports. Embassy staff estimated that it has occupied about 40% of their education capacity in this early phase. Colleagues in other DPs acknowledged the contribution made by Belgium in this period and shared the view that the administrative load of TBS-EFA was significant in this early phase.

By definition, the TBS-EFA is aligned to government policy and has demonstrated, in its difficult progress to date, some of the important issues arising when seeking to implement such policies and to share results: understanding and sharing the evidence are critical elements of developmental partnership (and of good governance). TBS-EFA to date has highlighted organisational, operational and, according to some respondents, cultural constraints on systemic data collection. However, they have also started to mobilise political will and technical resources to tackle the identified shortcomings.

The evaluation visit preceded by a few days the deployment of an education specialist in BTC. The stated rationale for the post is to build capacity of BTC and DGDC in Vietnam to undertake their respective roles and exercise proper administrative and financial oversight of the budget-support programme. He will:

- (1) monitor the program for Belgium through e.g. participating in the reviews (according to Belgian law, BTC has the exclusivity of implementation and therefore also the exclusivity of monitoring the implementation);
- (2) report to the Attaché, BTC and DG-D on progress, and
- (3) support the Attaché and possibly the other members of the donor group in their political/technical dialogue.

This deployment is consistent with the third management agreement between BTC and DGDC, although it was subject to discussion between DGDC and BTC about the need for a full-time post for this role, with the associated “transaction cost”.

The provision of technical expertise to support the programme and to inform the DPs is recognised as problematic by the EFA TBS partners in Vietnam, and reflected in their experience in other countries. The issues are discussed further below.

---

<sup>36</sup> Under the third management contract between BTC and DGDC, DGDC will not normally be present at these meetings in future.

## 2.2.2 Indirect channels

Projects supported by the indirect channels present lesser challenges to national policy and trends. Their scale, more limited objectives and simpler institutional relationships contribute to a flexible relationship and ability to respond to changing circumstances.

The projects observed demonstrated VVOB's management capability through the supply and professional support of personnel, timely procurement and efficient administration of resources.

VVOB projects have shown some flexibility in adapting policy statements and planning to emerging needs and constraints. For example, both the observed projects concerned with ICT in schools had a stated intention to support school-based management information applications such as registers and timetabling. However, national initiatives for EMIS were changing the information demands and contexts for schools with the intention that new data, software and hardware standards would be prescribed. VVOB projects are postponing this part of their work until the national contexts are clearer. Similarly, these projects have been able to respond to changing ICT contexts and demands from teachers to incorporate new learning technologies within their work. In this domain the advantage of flexible implementation is self-evident.

University cooperation is predicated on personal and institutional links and development. The policy concerns for universities are to develop their applied sciences and to raise standards and practices to international levels. In Vietnam these overarching national policies are interpreted and pursued by the individual universities. International support such as that provided by VLIR and CIUF provides ways for universities to pursue these ends.

There is evidence of university links that have been identified and evaluated against developmental policy objectives, particularly in terms of the relevance and application of joint research and subject choices for institutional development.

## 2.2.3 Working with institutions

A characteristic of Vietnamese institutions, particularly universities and training institutions, is that they have opportunities for income-generation outside their mainstream mission. Income generating opportunities and the use of the proceeds are poorly regulated: they may contribute to institutional budgets or to the personal incomes of concerned individuals. International assistance, particularly where it provides equipment and expertise, may be steered into areas in which income-generation opportunities are as important as the intended educational purpose. So, for example, computer facilities may be used for (paid) evening classes or equipment specified to meet international testing standards so that testing services can be sold to commercial clients.

There is lack of clarity where the income generation opportunities and imperatives are not openly considered in project design.

## 2.3 Interventions typology

Whilst the Belgian aid channels bring comparative advantages in different sub-sectors there is clustering of interventions around Vietnamese priorities and no obvious "push" of Belgian priorities.

### 2.3.1 Active Teaching and Learning (ATL)

ATL is a policy priority of the MOET and a stated objective of observed projects supported by APEFE and VVOB as well as the bilateral Teacher Training Project. VVOB has prioritised ICT support but the two observed projects are both concerned with changing

classroom teaching practice, using ICT as a catalyst. The Teacher Training Project is also prioritising changing practice towards ATL and makes strong links between ATL and new classroom technologies.

ATL has perhaps become an essential part of any educational development initiative (at school level) in Vietnam, but the evaluation found too little evidence of projects seeking to define ATL in terms of observable classroom practices and intended learning outcomes. Without these steps it is proving difficult to measure the achievement and the outcomes of change, which raises important issues. In the Teacher Training Project, the lack of clarity manifests in different perceptions between the Vietnamese partners (in the project team and beneficiary provinces) and the international partners. There is a tendency for Vietnamese partners, reflecting a stated position of the MOET, to pursue ATL through ICT and other classroom technologies at the expense of low-cost/no-cost changes in approach.

In general there is a potential professional tension for teachers between changing classroom practice and maintaining performance on (traditional) forms of student testing -if we change the classroom what effect will it have on the examination results? None of the projects observed has the scope to consider or address such issues.

### **2.3.2 ICT in education**

Many projects are identified as supporting the use of ICT in education, which also reflects national priorities and spans the usual dichotomy of “learning about ICT” or “learning with ICT”. In Vietnam, the term covers a range of educational practices, from automated didacticism of “programmed learning” to a more exploratory and constructivist approach. The commonality of ICT across these interventions may suggest a common typology which is not actually manifested in the work of the diverse projects except inasmuch as they contribute to broader understanding amongst education professionals of the range of opportunities and how to assess their worth.

### **2.3.3 A shifting typology in university cooperation**

The evaluation found evidence of partnerships between Vietnamese and Belgian universities that are in transition from a tradition of technology transfer, institution-building and training to one of mutuality and equal benefit in term of shared research, resources and teaching opportunities.

## **2.4 Coherence and complementarity**

### **2.4.1 In projects**

National policy in Vietnam is supported by the strength of the government and political structures and provides a framework for coherence in terms of overall goals, the inclusion of ATL and ICT in so many projects, as discussed above, provides an example. The process of approval of projects through the MPI provides a mechanism whereby projects are tested against national priorities, including geographical needs. However, as discussed in the context of ATL, this may provide for coherence around the policy rhetoric but is open to widely differing interpretations in detail.

Coherence in approach is therefore less evident and there are no formal structures between projects or the channels that help to ensure coherence (or complementarity) of interventions. The MPI has limited capacity and no obvious mandate to consider this level of detail, especially in connection with relatively small projects.

At the operational level, the evaluation found areas in which the aim and scope of Belgian-funded projects overlapped with other projects (funded by other agencies) in ways that

duplicated resources, such as providing two under-utilised computer rooms in a teacher training college, or made excessive demands on the absorptive capacity of host institutions.

## 2.4.2 In Higher Education cooperation

Coherence of cooperation with the universities is more complicated: Vietnamese universities have autonomy for their own management and development. National structures for funding, entrance and quality assurance are weak (and are to be strengthened with support from a WB project that is in preparation). Universities have local accountabilities, politically and economically, to the administrative unit – city/municipality or province authorities.

In these circumstances the question of coherence of interventions is best considered on the institutional level, as, indeed, are questions of complementarity and coordination. In each case they need to be asked about the relationship of a Belgian intervention to:

- The priorities and activities of the institution (or the concerned department);
- Other Belgian-funded interventions;
- Other externally-supported developmental interventions.

For example, it is reported (Vaes and Verle, 2002a) that in Can Tho University foreign support is estimated to cover 71.85% of the total budget, with government resources providing 16.39%, tuition fees 6.94% and 4.79% coming from other service contracts<sup>37</sup>. Foreign funding partners include the Dutch Cooperation in Higher Education (MHO) programme, JICA, USAID, EU's AsiaLink as well as VLIR. Cooperating partner institutions also include the Royal Melbourne Institute of Technology and Michigan State University. Can Tho is an energetic university that seeks to develop its international status. It has a structure to manage international cooperation and to seek internal coherence and complementarity between activities. The evaluation was not able to assess the effectiveness of this internal structure to ensure that the various streams of foreign support and cooperation are optimised in this case. However, it recognises the challenge of doing so wherever there is donor-push and strong incentives to take institutional, and personal, benefits from international training, equipment and academic partnership.

## 2.5 Coordination

Coordination between different Belgian actors is weak and where it occurs it relies on *ad hoc* meetings and personal relationships. There are no formal commitments between different channels to coordinate timings, use common cost norms, to undertake joint evaluations or to share experience. There has been some collaboration between BTC and other actors, for example working with VVOB to coordinate training for projects.

The Embassy takes little action to share information between actors, although it has plans to do so by regular meetings intended to foster joint working and lesson-learning across the Belgian partners: this is welcome although it remains to be seen how effective this will be. In particular, the evaluation recognises the commercial and political imperatives on the main Belgian actors to preserve their position, visibility and work stream that might induce a competitive, more self-interested view of coordination aims.

<sup>37</sup> This is an extreme in terms of dependency on foreign funding. Vaes and Verle (2002b) report that Hanoi University of Technology received only 12.64% from foreign aid.

## 2.6 Efficiency and effectiveness

### 2.6.1 Bilateral

The Teacher Training Project and the TBS-EFA are the two foci of bilateral aid in the period. The former is the epitome of traditional project design and implementation and the TBS-EFA represents the new aid modalities.

The Teacher Training project faces challenges to its potential effectiveness and efficiency resulting from its design, management arrangements and implementation realities. In particular:

- The project has limited linkage to tackle identified constraints that outside its design scope;
- The project lacks observable and verifiable indicators (including, critically, for ATL), this was identified during the first phase but not addressed in the design of the second phase. The evaluation (Elen 2003) of the first phase is over-reliant on measures of inputs and subjective assessments by beneficiaries;
- Project management structures create a potential tension between the TA and the Project Director, including over financial and procurement controls and professional direction.

It is too early to assess the effectiveness and efficiency of the TBS-EFA programme in Vietnam but the early period has seen delays in adequate reporting and disbursement. The period to date has also seen significant input from the Embassy to the administration of the TBS-EFA, including preparation for meetings, formal dialogues with GOV and with partners. This has been burdensome for all DPs, disproportionately so for Belgium given the size of its contribution. However, front-loading of transaction costs in changing modality to programmatic approaches is to be expected and is consistent with experiences of other agencies and in other countries.

The TA for the TBS-EFA has to be considered as part of the Belgian Government's transaction costs, or learning overhead. BTC's intention is that the post will support BTC and the Embassy in learning lessons and developing capacity to manage budget support in education, the post should be perhaps be accounted accordingly and not as part of the management charge for the TBS-EFA.

Programmatic and budget-support modalities require different capabilities because many of the dealings with government and consortium partners are essentially political and must be undertaken by legitimate representatives of the funding agency able to make, or cause to be made, decisions at the appropriate diplomatic level. It is possibly inappropriate and inefficient to delegate such tasks outside diplomatic channels. In the opinion of the evaluator this would include delegation to BTC or to contracted consultants.

The evaluation recognises that there are professional and technical tasks to be undertaken on behalf of the consortium and the GOV, such as support and validation of financial reporting and presentation of systemic results data. Such tasks will require TA input but, characteristically, they will be specific and time bound<sup>38</sup>. Belgium's partners in the TBS-EFA have different ways of providing in-country educational expertise, none have full time expatriate specialists dealing only with TBS-EFA.

Senior stakeholders from the GOV and DPs recognise that TBS-EFA might benefit from additional technical expertise, complementing that provided under Component 2, and that the Belgian-funded post could have been steered towards an identified and agreed need. Unfortunately, during the identification and recruitment process by BTC, the DPs were not

---

<sup>38</sup> Ultimately they will probably be procured using government channels.

consulted and an opportunity to integrate the post within the TBS-EFA architecture was jeopardised.

## 2.6.2 VVOB and APEFE

VVOB and APEFE work cost-effectively, not least by their ability to recruit and appoint qualified and enthusiastic personnel for less than commercial consultancy rates. VVOB and APEFE typically use lower level remuneration packages for its personnel than commercial consultancies (or BTC); in this respect VVOB and APEFE can be considered as “meso” level agencies working with resource levels between those of BTC and those of the commercial consulting market and the voluntary and NGO sector.

## 2.6.3 CIUF and VLIR

The efficiency and effectiveness of the developmental outcomes of university links and cooperation are elusive, especially in transition from personal links through to capacity-building towards mutual, international relationships. Academics expect, and it is desirable, that outcomes include intangible effects on individuals both from the North and the South.

Both agencies have sought to increase their effectiveness in institutional development by preparing more comprehensive inputs to partner universities. Where the Vietnamese university has a strong institutional development strategy and has been able to steer Belgian cooperation towards its own ends this has proved most effective on an institutional scale. Where the Vietnamese partner university lacks the organisation to do so (which is perhaps the norm of universities seeking development support) the fit and effect is more limited, to the beneficiary individuals or department.

In terms of cost-efficiency, CIUF and VLIR benefit greatly from the fact that university staff are still willing to work on links for low or no reimbursement.<sup>39</sup>

# 3 Effects

## 3.1 Effects of Belgian support

### 3.1.1 Overall

It is not possible for the evaluation to disaggregate the effects of Belgian direct cooperation in Vietnam. The gradual improvement of sector-wide indicators is apparent but the proportional impact of Belgian aid over the period cannot be measured.

The Teacher Training Project has been the major element of direct aid over the period but this project has a weak evaluation framework, for both phases, and the only certain effect to date has been on the supply of equipment and training to the concerned schools and colleges.

The educational effect of the TBS-EFA is too early to measure. However, the dialogue has produced a shared understanding of MOET's internal capacity weakness and of the structural and capacity challenges in the information and financial systems between MOET and Provincial Administrations. That understanding and the growing political will within the Government to address the needs is an important effect of the TBS-EFA in its difficult early period and Belgium may be in a position to contribute to identified capacity-building.

Belgium has established its presence and profile in the education sector in Vietnam, its contributions are recognised by the Government and by the Development Partners, although the architecture is not well understood and the rationale, missions and comparative

---

<sup>39</sup> The evaluation has not assessed how long this will remain viable for different types of cooperation.

advantage of the various agencies is opaque. The perception of Belgian aid to the sector is therefore significantly lower than the reality. There is confusion by all partners about the roles and relationship between the Embassy and BTC.

The locus of support through indirect channels is mainly limited to the partner institutions and organisations, with few instances of wider dissemination and collaboration affecting the formal system or other partners. Direct beneficiaries of Belgian support through these channels are co-workers in projects and project institutions, trainees and students. The evaluation found little evidence of measured effects on these beneficiaries, mainly because the projects have lacked the evaluation tools that would provide that evidence.

Indirect aid has had significant effects on the availability of equipment within the partner institutions: for example, the evaluation observed computer laboratories used for teacher training and microscope facilities used for training health workers which had been supplied from Belgian as part of VVOB and CIUF projects respectively. In both these cases the equipment seemed fully utilised both within the project plans and to support other courses plus income-generation for the institutions.

The evaluation has noted elsewhere that supplying equipment is a characteristic of the Belgian aid architecture arising from the number of small projects, each negotiated bilaterally between the agency and the host institutions. In such negotiations, inputs, and particularly tangible inputs, play an important part and provide the leverage for projects to include more difficult developmental areas such as teaching methods, curriculum or organisational change.

## 3.2 Factors that contributed to successful outcomes

### 3.2.1 Direct

Belgium has a profile and role in the TBS-EFA above the level of its financial contribution. It has contributed fully to the design and management of the cooperation and these contributions have attracted the professional respect of consortium members and government partners. A major factor in achieving this has been the professional expertise and quality of staff in the Development Cooperation at the Embassy.

### 3.2.2 APEFE and VVOB

Belgium's aid architecture has created a depth and breadth of expertise in international education, acting as a nursery for younger people to become familiar with the field. In Vietnam there are instances of staff reaching senior levels in BTC, DGDC and the EU Delegation on career trajectories that started with the meso-level indirect agencies, such as APEFE and VVOB.

Within APEFE, and to a similar extent CIUF, the contribution of French educational cultures, not just in language but in organisation and approaches to education and training, provides a richness and diversity in the "gene pool of partnership" from which Vietnamese partners can only benefit.

### 3.2.3 University cooperation

University cooperation has a self-correcting dynamic and organisation and benefits from a number of factors that contribute to perceived success:

- Universities have relative autonomy to be flexible in planning and undertaking activities, so can respond to changing needs and circumstances. University partners are able and willing to learn from mistakes;

- For a rapidly developing country such as Vietnam, the demand for international links and qualifications is high and Vietnamese academics are “informed consumers”;
- University partners from both sides of the relationship value the academic contact and opportunities to see other systems, even where this is only a by-product of other activities;
- The ability of the Belgian side to mobilise appropriate academic staff to support cooperation and to pursue links over a relatively long term has contributed to lesson-learning coherence and building on earlier achievements, which can become challenges for shorter one-off projects reliant on recruited staff.

### 3.3 Factors that have limited the success of outcomes

#### 3.3.1 Direct

The mechanisms of identification, formulation and design of aid projects have all contributed to the shortcomings of the Teacher Training Project. Vietnam perhaps differs from some other Belgian partner countries in that the Government partners are strong and bring their own policy and implementation plans to the negotiations. The Belgian approach to identification and design does not provide a good forum to explore and resolve differences in perception and implementation priorities which are unlikely to be identified within the high level discussion of the Joint Mixed Commission and so are left to the formulation and design phase. The Embassy and partner government are involved in the final stages of formulation, and approve the final project portfolio. However most of the technical work in formulation is the responsibility of BTC, whose internal interests are to progress agreement and implementation of the project. Issues with political or structural dimensions constitute a risk to that interest.

#### 3.3.2 APEFE and VVOB

The impact of meso-level channels' projects has to be judged on the scale of the intervention and the direct beneficiaries such as the partner institution and the concerned trainees. Moves to define and measure the outcomes and impact on this scale are welcome.

Many of the projects of these agencies may be seen as “innovative” in that they explore different modalities, are less constrained by partners and inflexible agreements. The space for educational innovation is always limited and increasingly so as aid aligns with core government programmes. This has been noted in other countries by NGOs, which have also been able to design and implement innovative programmes complementary to government provision.

However, the evaluation found no evidence that APEFE and VVOB are pro-active, in terms of policy and resources, in learning, disseminating and seeking to mainstream lessons from their projects. There was no evidence of beneficial outcomes being promulgated in the wider educational domain.

#### 3.3.3 CIUF and VLIR

The success of the inter-university outcomes is widely defined at institutional, departmental and personal levels. The evaluation has recognised the difficulty of defining the indicators for the less concrete outcomes of personal contacts, joint work and common teaching.

The evaluation finds little evidence of inter-university cooperation being articulated to national Higher Education policy and planning or of its contributing to cooperation between Vietnamese universities in ways that might encourage national cooperation.

Belgian cooperation with universities very often addresses curriculum, teaching and learning and assessment on an institutional (or faculty) basis. Yet these are areas in which national

approaches and coherence across institutions are desirable aims for the sub-sector. The evaluation has no evidence of attempts to strengthen national contexts for Higher Education consistent with the scale of Belgium's work in the sector.

### 3.3.4 Information and information sharing

Information and information sharing is a central challenge in all development work because of the number of actors, languages and, in many contexts, the information cultures. The number of Belgian agencies and different partners compounds the challenge. Within the Belgian agencies information sharing has not been prioritised and opportunities to learn lessons and coordinate activities have been missed.

## 4 Lessons learnt and recommendations

### 4.1 Making the most of the Belgian architecture

The actors involved in Belgium's mix of channels and modalities are all working to deliver developmental resources and they bring professionalism and enthusiasm to the work. It is well recognised by DGDC that the architecture and culture of the agencies make it more difficult to ensure coherence and complementarity of practice, to aggregate results and develop a clear perception of Belgian Federal aid. This evaluation does not suggest changes to the architecture and missions of the concerned agencies but small pragmatic steps might help the agencies improve their own work and contribute more coherently to the development of education in Vietnam. For example:

- Each agency should identify its comparative advantage in Vietnam, including its areas of work and the types of support it offers;
- The agencies should be supported to report on projects, including activity, financial information and evaluations, in a standard format; summary reports should be made public;
- Regularly, at least annually, representatives of each agency should meet formally to review programmes, progress and pipelines with the aim of identifying opportunities for joint working etc.

Different agencies in Vietnam are moving towards programmatic design, albeit at different rates. The tools and disciplines involved are helping them to become more explicit about outcomes and to work accordingly. The evaluation considers this important work but recognises that it will take time. It will also expose the indirect agencies to the challenges of addressing partners' organisational and political constraints within projects where these constitute the major risk to achieving outcomes.

This evaluation recognises the importance of these changes in approach and recommends that they be supported and expedited. It recommends that DGDC work with agencies to agree a standardised format for programme and project presentation with a view to them being more reliably recorded on ODA.be.

### 4.2 The different channels

#### 4.2.1 Direct cooperation

The last Joint Mixed Commission implies a reduction of direct support to the education sector, except inasmuch as it is a major service delivery sector that could benefit from support committed to improving governance<sup>40</sup>.

---

<sup>40</sup> Which would include financial management, information and transparency.

The current TBS-EFA is a sub-SWAp and does not present major overlap with actions of other Belgian partners, with the exception of VVOB projects supporting ICT and improved management in the basic sub-sector.

Longer term, the SWAp is likely to extend to the whole sector, including Higher Education and professional/vocational training. Whether or not Belgium maintains its presence in the funding it will need to consider how to exploit and build on its expertise in these sectors and how the indirect actors are to be represented in the sector policy and planning discussions.

- It is recommended that Belgium maintain its commitment of direct bilateral aid into the TBS-EFA modality and its successors: no new bilateral education projects should be started. Whilst the current TBS-EFA has real problems it also has the tools, and has mobilised the will, to solve them;
- To understand more thoroughly the technical and professional input required to support the TBS-EFA, particularly in preparation for reviews, it is recommended that the Embassy and BTC advocate with the consortium partners and Government for a review of technical assistance needs which might inform the use of Component 2 and the identification of one-off inputs. DGDC and BTC should review the role of the BTC Technical Assistant post annually against the ToR, the demarcation of roles with the Embassy and impact on the TBS-EFA partnership;
- It is recommended that the Teacher Training Project take a pro-active lead to deconstruct Active Teaching and Learning, identify classroom indicators and outcome indicators that can be used within the project and used to stimulate a wider agreement on how to pursue this concept. To the extent that the outcome indicators discussion raises questions about assessment and examinations - which seems likely - they should be analysed and presented to the MOET.

#### **4.2.2 APEFE and VVOB**

The evaluation has noted the potential gains arising from the inputs based on the two educational cultures, including the structured approaches to professional training that characterise the work of APEFE. It would be helpful for the institutions to be explicit about their approaches and values so as to challenge the perception that the only difference between the agencies is in their language of operation. This could be part of a process in which both agencies identify their mission and comparative advantage in Vietnam.

In the longer term these agencies will also need to work in ways that more clearly complement that of the sector programme. Possible ways forward might include:

##### **4.2.2.1 Decentralisation**

Vietnam has committed to decentralised planning and management functions including for education. This is a challenge for direct aid, which is subject to agreements with central government and reliant on political relationships with decentralised administrations. Other agencies may find the scale and protocol of working with provincial governments more amenable and be able to offer support that is informed and complementary to the national programme. An example, pertinent to the current situation, would be for VVOB to take its current expertise and experience in educational management information and look at supporting the systems at provincial (rather than institutional level).

##### **4.2.2.2 Sub-sectors**

The MDGs (and FTI) have encouraged governments and their development partners to concentrate on the formal education system. SWApS (or sub-SWApS) have tended to ignore other parts of the system such as Early Childhood Care and Education (ECCE) and post-school training (including adult literacy, professional/vocational/skills training).

The indirect Belgian agencies, particularly APEFE and VVOB, have core expertise in post school professional training and could seek to develop more substantial programmes in that area to exploit their expertise.

### 4.2.2.3 Local partnerships

Within Vietnam there is a *de facto* demarcation of international agencies taking focal responsibility for cooperation in different sub-sectors of education. So, for example, UNESCO takes this role for informal and professional education. Both APEFE and VVOB have demonstrated working relationships with other agencies as partners in Vietnam (e.g. APEFE with AUF, VVOB with UNESCO's ICT in Education team in Bangkok). Such partnerships help increase the legitimacy of the Belgian organisation, provide opportunities to work at different scales and contribute to national and regional practices.

### 4.2.2.4 Innovation and research

National programmes find it difficult to include innovative approaches to particular problems that may need seed funding, closer management and a staff with research skills. All education systems are imperfect and struggle with particular groups of learners, subjects or methodologies. Educational innovation that complements the formal system is an area in which the indirect Belgian agencies could demonstrate their comparative advantage in ways that are complementary to the formal system. Grounding innovation and research in the national programme provides a better basis for lessons to be learned and scaled appropriately, which can prove difficult for smaller agencies.<sup>41</sup>

### 4.2.3 CIUF and VLIR

It is important to continue the task of identifying the intended outcomes of inter-university links and to consider which outcomes are developmental and which can be characterised as simply "academic". This is a critical issue as the current encoding, within VLIR and CIUF and then up to DGDC, conflates at least two aims: both are legitimate uses of taxpayers' money; however, DGDC cannot continue to report both as development aid and the size of VLIR/CIUF operations is distorting the analysis of DGDC's work. Clearly it is essential that both organisations develop common criteria for identifying and differentiating between developmental assistance and academic interchange.

The intention of the Government to develop Higher Education nationally, with WB support, is an opportunity for Belgium to build on its expertise in the sector and to identify ways in which ongoing projects of CIUF and VLIR could be harmonised within the national initiatives. It is therefore recommended that the agencies concerned discuss with the Government and the World Bank how existing cooperation may contribute to wider HE sector reform. Such discussion may need to be facilitated by the Embassy; it should be open to the cooperating university partners and may usefully involve other national interuniversity cooperation agencies involved in Vietnam.

Vietnam's development situation poses questions as to how development cooperation will change as Vietnam becomes richer: a respondent in one university spoke of the plans for international assistance over 20 years. For their partners that time frame raises fundamental questions about the development relationship.<sup>42</sup> For CIUF and VLIR the questions include:

- In what circumstances does external financial support displace national funding or distort the political imperatives for HE funding? Are there different answers for different types of input?
- Does the mode of cooperation encourage particular models of university financing and, in particular, does it encourage or discourage private sources of funding?

<sup>41</sup> In other contexts this has proved a particular challenge to education NGOs.

<sup>42</sup> The discussion included the question as to which country would be aiding the other in 20 years time.

- Do Belgian academics, and their institutions, take a view on the proper remuneration for work in a more-developed country, or work that is related to institutional and national HE development?
- How can we differentiate “development” and “academic cooperation” in terms of financial reporting, nature of intended outcomes etc.?

### 4.3 Transparency and dissemination of information

The overarching lesson from the evaluation concerns information sharing by the Belgian agencies for whilst information sharing is not a guarantee of complementarity, coherence or coordination, it is the lifeblood of partnerships that strive for those aims.

The problem in most instances is not that documents are unavailable in the agencies nor excessive use of “confidentiality”. But organisational cultures built on the concerns for autonomy and independence, and some competition, has discouraged full-disclosure and lowered the priority of information dissemination as a core task.

The paradigms of harmonisation and partnership to which all agencies aspire demand a proactive approach to information sharing, and technologies make it more possible to inform all the stakeholders in Vietnam, Belgium and elsewhere.

- The evaluation strongly recommends that Belgian agencies working in Vietnam publish information on a standard format about their work, including individual projects, and that this information be consolidated in one place, perhaps the OECD DAC harmonisation site as well as DGDC. A practical option for publishing reports would be a consolidated web-site;
- Published information should include costs, activities, intended outcomes, and evaluation reports. Reports should be available in the language of the country and of the development partners working there. A one-page summary of basic data on projects (timing, financial information, intended outcomes, progress, partners organisations etc.) may be the starting point;
- The evaluation suggests that agencies make public their financial statements for work in Vietnam, including sources of income, on country pages of their web-sites and in annual reports.

It is recognised that improved information management has a financial and human resource overhead, and that each agency will need to address this in its own way.

## Appendice I. Belgian federal aid to education in Vietnam

### Overview

Viet Nam	Value of interventions	
	(in K €)	(as % total value)
<b>Total disbursement (2001 - 2005)</b>	<b>18,381</b>	<b>3.9%</b>
Disbursement 2001	3,009	3.7%
Disbursement 2002	4,076	4.1%
Disbursement 2003	3,857	4.2%
Disbursement 2004	3,478	3.2%
Disbursement 2005	3,961	4.1%
Average value of interventions	557	
<b>Rank in Partner countries (by value of interventions)</b>	<b>2</b>	
<b>Rank overall (by value of interventions)</b>	<b>3</b>	
<b>Number of interventions:</b>	<b>33</b>	

### By Directorates / Departments

Viet Nam	Value of interventions	
	in K €	% of country / region disbursement
D0.2 - Follow-up / Evaluation / Statistics		
D1 - Governmental Programmes	3,300	18.0%
D2 - Special Programmes		
D3 - Non-governmental Programmes	15,058	81.9%
D3.1 - NGO's	76	0.4%
D3.2 -Universities / Scientific institutions	9,152	49.8%
D3.3 - Others Partners	5,830	31.7%
D4 - Multilateral and European Programmes	24	0.1%

## By DAC codes

Viet Nam	Value of interventions	
	in K €	% of country / region disbursement
111 - Education, level unspecified	4,642	25.3%
11110 - Education policy and administrative management		
11120 - Education facilities and training	14	0.1%
11130 - Teacher training	4,338	23.6%
11182 - Educational research	290	1.6%
112 - Basic education	76	0.4%
11220 - Primary education	76	0.4%
11230 - Basic life skills for youth and adults		
11240 - Early childhood education		
113 - Secondary education		
11320 - Secondary education		
11330 - Vocational training		
114 - Post-secondary education	11,842	64.4%
11420 - Higher education	11,764	64.0%
11430 - Advanced technical and managerial training	78	0.4%
Education under other DAC / CRS codes	1,821	9.9%
12181 - Medical education/training		
12261 - Health education	24	0.1%
14081 - Education and training in water supply / sanitation		
31381 - Fishery education/training		
33181 - Trade education/training		
41081 - Environmental education/ training		
43081 - Multisector education/training	1,797	9.8%

## Appendice II. Federally supported interventions over the period

Actor	Policies, strategies	Activities
DGCD/BTC		Improving Teacher Training Colleges in the Northern Highlands of Vietnam to support the innovation of the general education curriculum (BTC) Targeted budget support – EFA budget support Formation à distance Chau school (DGDC)
APEFE		Pedagogical support to French teaching in primary and secondary schools Support to the CREFAP Programme in education and training management Pedagogical support to the National Economic University MA in Public Management Support to Technical and Vocational Training Centres (Ecole Normale Supérieure) à Nam Dinh Maîtrise en management privé à l'Université Ouverte d'HCM: coordination et appui pédagogique et méthodologique Appui méthodologique et technique au Centre d'Orientation et de Formation professionnelle de Hué Atelier d'identification au Collège d'Industrie n°III de la Province de Vinh Phuc
VVOB		ICT in education management and school management (in collaboration with BTC) Environment education in lower and upper secondary schools in Hanoi Implementation of information and communication technologies in schools in Hanoi Improving capacities of local extensive agriculture workers in the Mekong Delta Participation in extensive agriculture for the poor
CIUF		<p><b>CUI – Centre Universitaire de formation des personnels de santé</b></p> Soutien au département de psychiatrie et de psychologie médicale Appui au département d'anatomie Appui au département de biochimie Déontologie médicale 3ème cycle en ingénieurs auprès de l'université Polytechnique de HCM Renforcement de la formation et la recherche en optimisation-mathématiques appliquées Oncologie-hématologie Appui aux ressources documentaires <p><b>CUI – Université agronomique de Hanoi</b></p> Appui à la formation et à la recherche institutionnelle (UAH) Appui aux ressources documentaires <p><b>CUI – programme en phase d'approbation auprès de l'Université nationale du Vietnam à HCM</b></p> <p><b>PIC</b></p> Recherche-développement d'une technologie d'utilisation rationnelle et durable des eaux nécessaires à l'irrigation dans les

Actor	Policies, strategies	Activities
		<p>zones du delta du Mékong</p> <p>TRANSNORD Recherche/développement d'un plan de transport intermodal des marchandises sur la région nord du territoire vietnamien</p> <p>Création d'un observatoire provincial du cancer et développement de l'oncologie dans une province du Centre Vietnam</p> <p>Elimination et récupération des métaux lourds dans les eaux usées des ateliers de galvanoplasie et de finition métallique de la région de Hanoi: mise au point de techniques membranaires et comparaison avec l'absorption sur matériaux naturels préparés au Vietnam</p> <p>Création d'un centre de formation spécialisée, recherche et consultation pour les troubles d'apprentissage à l'Université de Pédagogie d'HCM</p> <p>Amélioration de la production vivrière sur les sols pauvres de la zone côtière du Centre Vietnam</p> <p>Soutien à l'enseignement, à la recherche et à la prise en charge médico-chirurgicale des pathologies digestives de l'enfant à l'hôpital pédiatrique d'HCM</p> <p>Mise en place d'un programme complet d'enseignement théorique et pratique de la transplantation rénale à partir de donneurs vivants apparentés</p> <p><b>Actions Nord</b></p> <p>Bourses de cours et stages internationaux</p>
VLIR		<p><b>Own initiative programme</b></p> <p>Epidemiology of zoonotic diseases of the domestic pig in North Vietnam</p> <p>Rural development in the mountain karst area of N.W. Vietnam by sustainable water and land management and social learning : its conditions and facilitation</p> <p>Replenishing phosphorus capital in depleted soils</p> <p>Understanding and improving negotiation about borders and regulations of the Pu Luong Cuc Phuong national park</p> <p>Milieubeheer in de snel ontwikkelende kustzone van de Camau provincie</p> <p>Control of salmonellosis and colibacillosis in swine and poultry in Vietnam</p> <p>Impact of mangrove exploitation on the Benthic ecosystem and the assessment of ecological quality objectives</p> <p><b>IUS- Can Tho University</b></p> <p>Distance education at Can Tho university</p> <p>Undergraduate curriculum development for environmental engineering at Can Tho university</p> <p>Mechanical and Postharvest food processing engineering</p> <p>Study on aquatic environments in Vinh Chau – Bac Lieu coastlines and sustainable development of aquacultures activities</p> <p>Microbial management of crustacean larviculture</p> <p>Phytotechnology : the selection, propagation and production of valuable fruit tree varieties in the Mekong Delta</p> <p>Biotechnology studies on Plant-Microbe interaction and their biodiversity</p> <p>Technology : fruit preservation and processing</p>

Actor	Policies, strategies	Activities
		Enzymology : development of an appropriate enzyme technology for food processing Soil dynamics in terrestrial/aquatic environments <b>IUS Hanoi University of Technology</b> Human resources development and institutional development at Hanoi university of technology VLIR-HUT research fund for innovative research <b>Scholarships</b>
NGOs		Appui à l'école primaire de Day Chau
Other partners		

## Appendice III. Vietnam – education statistics

Data from the last three Global Monitoring Report (GMR) on EFA	GMR 2005			GMR 2006			GMR 2007		
	Total	Male	Fem.	Total	Male	Fem.	Total	Male	Fem.
Adult literacy (15 and over) 2000-2004	2000-2004			2000-2004			2000-2004		
	90.3*	93.9*	86.9*	90.3* <sup>1</sup>	93.9*	86.9*	90	94	97
Gross enrolment ratio in pre-primary (%)	2001			2002-2003			2004		
	43.1	43.4	42.7	45.3	46.6	43.9	47	47	46
Net intake rate in primary education	2001			2002-2003			2004		
	82.9**			82.9** <sub>z</sub>	-	-	82	-	-
Net enrolment ratio in primary education	2001			2002-2003			2004 (school year ending in)		
	94.0**			94.0** <sub>z</sub>	-	-	93	-	-
Out of school children (000)	2001			2002-2003			2004 (school year ending in)		
	544.4* <sub>*</sub>			544** <sub>z</sub>	-	-	634	-	-
Dropouts all grades (%)	2000			2001-2002			2003 (school year ending in)		
	11.0	10.0	12.1	12.9**	12.6**	13.3**	13.2	12.8	13.5
Transition from primary to secondary general education (%)	2000			2001-2002			2003 (school year ending in)		
	94.6	94.8	94.4	99.7**	99.4**	100.0**	100	99	100
Net enrolment ratio in secondary education (%)	2001			2002-2003			2004 (school year ending in)		
	65.3**			65.3** <sub>z</sub>	-	-	65	-	-
Gross enrolment ratio in tertiary education (%)	2001			2002-2003			2004 (school year ending in)		
	10.1	11.4	8.6	10.9	12.4	9.4	10	11	9
Pupil / teacher ratio in primary education	2001			2002-2003			2004 (school year ending in)		
	26			25	-	-	23	-	-
Pupil / teacher ratio in secondary education	2001			2002-2003			2004 (school year ending in)		
	26			26	-	-	25	-	-
Total public expenditure on education as % of GNP	2001			2002			2004		
	-			-	-	-	-	-	-

<sup>1</sup> For countries indicated with (\*), national observed literacy data are used. For all others, UIS literacy estimates (July 2002 assessment) are used.

<sup>2</sup> (z) Data are for 2001/2002.

(y) Data are for 2000/2001.

\* National estimates

\*\* UIS estimates

## Appendice IV. .List of persons met

### **DGDC:**

1. Mr. Patrick De Bouck, Attaché
2. Mr. Carlos Lietar, Development Councillor
3. Mrs. NgoThu Huong, Program officer

### **MOET:**

1. Mr. Le Quan Tan, General Director, Secondary Education Dept.
2. Mr. Bui Ngoc Vinh, General Director, Technical and Professional Education Dept.
3. Mrs. Nguyen Thanh Huyen, Vice General Director, International Cooperation Dept. (ICD)
4. Mr. Sang, Senior officer, Primary Education Dept.
5. Mrs. Nguyen Minh Tam, Officer, ICD

### **MPI:**

1. Mrs. Nguyen Thanh Binh, Senior officer, Belgium desk, FERD

### **MOF:**

1. Mrs. Le Phi Yen, Senior officer, Belgium desk, EFD

### **EC and DFID:**

1. Mr. Willg Vandenderghe, First Councillor, EC
2. Mrs. Anouk Van Neck, Social sector senior officer, Chair of Education Sector Group (ESG), Focal point of TBS
3. Mrs. Bridget Crumpton, Senior Education Advisor, DFID

### **WB:**

1. Mrs. Vu Thanh Binh, Senior Education officer
2. Ms. Rie Kijma, Education Specialist

### **UNESCO:**

1. Mr. Chu Shiu Kee, UNESCO Representative

### **TBS team in MOET:**

1. Mr. Nguyen Van Ngu, General Director of Planning and Finance Dept., TBS Program National Director
2. Mr. Truong Thanh Hai, Chief of the Planning and Statistics Division, PFD, TBS Program Coordinator
3. Mr. Cristopher Batchelor, TBS Program CTA

**BTC:**

1. Mr. Tom Smith, BTC Resident Representative

**BTC- Teacher Training Project:***PMU:*

1. Mrs. Nguyen Lang Binh, National Director
2. Mrs. Barbara Radellie, CTA
3. Mr. Philips, Voluntary officer

*Practicing school:*

4. Mr. Tran Quoc Vuong, Deputy Head of Education Division, Lao Cai city People Committee
5. Mrs. Trieu Thi Tra, Principal of Le Van Tam Primary Education School, Lao Cai

*TTC:*

6. Mr. Phung Quang Thuc, Rector, Lao Cai Teacher Training College
7. Mr. Minh, Director of Lao Cai Education and Training Dept.
8. Mrs. Long, Head of the Science Subjects Faculty, TTC
9. Mrs. Hau, Project assitant
10. Mrs. Mac, Mrs. Mai, Mrs. Binh, Mrs. Trang: teachers of the Lao Cai TTCs

*Boarding school:*

11. Mr. Hoang Trong Phu, Deputy Head of Education division, Bat Xat district PC
12. Mrs. Nguyen Thi Hien, Vice Principal, Bat Xat Boarding school

**VVOB:**

1. Mrs. Simone Goetschalcks, VVOB representative

*VVOB's project in Hanoi Implementing Information and Communication technology in schools of Hanoi:*

1. Mr. Bart Cornille, Project Coordinator
2. Mr. Nguyen Duy Hung, project Leader
3. Mr. Nguyen Hong Phong, assistant project Leader
4. Mrs. Nguyen Xuan Thanh, Vocational training expert
5. Mrs. Dao Bich Thuy, Education expert
6. Mrs. Duong Thuy Quynh, Education expert

*VVOB-ICT in Education and Management, Ho Chi Minh city:*

1. Mr. Jef Peeraer, Project Coordinator
2. Mr. Thach, Vice Director of the Education Manager Training College
3. Mrs. Yen, Project staff
4. Mr. Trung, ICT expert
5. Mrs. Huong, Administrative officer

**APEFE:**

1. Mr. Jean-Pierre Outers, APEFE coordinator

*APEFE- CREFAP project:*

1. Mr. Luc Moitroux, Project Coordinator
2. Mrs. Mai Yen, Project Director

**VLIR:***VLIR-HUT IUC Program:*

1. Prof. Nguyen Duc Chien, Project Leader
2. Mrs. Hien, Program assistant

*VLIR-CTU program:*

1. Mr. Nguyen Anh Tuan, Rector of Can Tho University
2. Mr. Ha Thanh Toan, Vice Rector
3. Mr. Le Quang Tri, Vice Rector
4. Mr. Le Van Khoa, Head of Post-Graduate Research and Training Dept., Project Coordinator

**CIUF:***CIUF projects for Ho Chi Minh city Pedagogical University:*

1. Mr. Huynh Tanh Trieu, Vice Rector
2. Mr. Doan Van Dieu, Project Coordinator
3. Mr. Ho Van Tien, Dean, Education Psychology Faculty
4. Mr. Tran Thi Thu Mai, Deputy Dean, Education Psychology Faculty
5. Mrs. Nguyen Thanh Binh, Dean of Special Education
6. Mrs. Thuan, Staff, International Cooperation division

*CIUF project for HCMC Training Center for Health Professionals:*

1. Mr. Duong Quang Trung, Project Director
2. Mr. Thiep, Mr. Nguyen, Mr. Dien, Mrs. Chau, Mrs. Hang, Mrs. Hanh, Mrs. Hien, Mr. Tuan, Mr. Toan, Mrs. Tuyet- teachers of the TCHP

## Appendice V. Key documents consulted

- ([2006]). Improving training of primary and lower secondary education teachers in the Northern highlands of Vietnam - VIE 04 019 11,

[Belgian Technical Cooperation] (2007). Vietnam-Belgium Training Facility Technical Attachment on Implementation Modalities,

Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE) (2006). Plan annuel 2006: Vietnam.

Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE) (2006). Vietnam en 2002, [Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE)].

Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE) (2006). Vietnam en 2003, Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE).

Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE) (2006). Vietnam en 2004, Association pour la Promotion de l'Education et de la Formation à l'Etranger (APEFE).

Belgian Technical Cooperation (2005). DRAFT Specific Agreement between the Government of the Kingdom of Belgium and the Government of the Socialist Republic of Vietnam concerning "Vietnam-Belgium Training Facility",

CUD 2006, Rapport de la mission de coordination HCMC Taraining /Centre for Health Professionals.

Directie-Generaal Ontwikkelingssamenwerking (2002). Strategienota Vietnam, Federale Overheidsdienst Buitenlandse Zaken, Buitenlandse Handel en Ontwikkelingssamenwerking

Direction Générale de la Coopération au Développement (2002). Note stratégique Vietnam, Service Public Fédéral affaires étrangères, commerce extérieur et coopération au développement.

Elen, J., K. et al. (2003). Final evaluation: Vietnam-Belgium teacher training project in 7 provinces of north Vietnam

International Monetary Fund (2004). Vietnam: Poverty Reduction Strategy Paper,

National Committee for EFA Assessment, S. R. o. V. (1999). The Assessment of Education for All, Vietnam 1990 - 2000,

Seel, A. and H. Tran Thi (2005). First tier country case study report - Vietnam. Evaluation of UNESCO Support to National Planning for EFA,

SHER Ingénieurs-Conseil ([1999]). Optimisation of Artemia Outdoor Culture in Vietnam,

Socialist Republic of Vietnam (2001). Interim Poverty Reduction Strategy Paper (I-PRSP),

Socialist Republic of Vietnam (2002). The Comprehensive Poverty Reduction And Growth

Strategy,

Socialist Republic of Vietnam (2003a). National Education for All Action Plan 2003 - 2015

Socialist Republic of Vietnam (2000). The Education Development Strategic Plan for 2001 - 2010,

Socialist Republic of Vietnam (2003b). Report on the Joint Government/Donor Review Meeting of National EFA Action Plan 2003-2015 for Vietnam,

The steering committee of Comprehensive poverty reduction and growth strategy The Inter-ministerial Working Group (2003). Vietnam: Growth and Reduction of Poverty,

UNDP (2006), Statement of UN Country Team for Consultative Group Meeting.  
<http://www.un.org.vn/mr/2006/engl/061219%20-%20CG%20statement.pdf>

Vaes, R. and P. Verlé (2002a). Midterm evaluation of the Institutional University Co-operation with the Can Tho University (CTU), Vietnam: Final report from the External Evaluation Commission June 2002, Flemish Interuniversity Council (VLIR).

Vaes, R. and P. Verlé (2002b). Midterm evaluation of the Institutional University Co-operation with the Hanoi University of Technology, Vietnam: Final report from the External Evaluation Commission October 2002, Flemish Interuniversity Council (VLIR).

Vlaamse Vereniging voor Ontwikkelingssamenwerking en technische Bijstand (VVOB) ([2006]). [Vietnam Programme 2006].

## Appendice VI. Comments and responses

### 4.3.1.1 Comments from Attaché Hanoi, after discussion with the BTC Res Rep:

The report gives a strong impression of a “biased” position not in favour of BTC. Points that are appreciated with indirect partners are negatively interpreted when dealing with direct bilateral cooperation.

*The accusation of bias is refuted. No examples are given are given of the contrasting treatment but the evaluation does feel that there are different demands to be made in implementing direct (government to government) aid.*

Several unsupported statements are made that (in addition) would require a detailed evaluation of the project. This detailed evaluation did not take place and was also not the purpose of this evaluation. E.g. page 9 second bullet.

*The evaluation team spoke to actors and beneficiaries of the project and visited schools and colleges that were identified by the project team and easily accessible by rail. Documentary records were also consulted. These findings have been edited for clarity but reflect our interpretations of that evidence.*

Regarding TBS-EFA, the role of the Belgian expert is misinterpreted, either on purpose which is unworthy of a satisfactory consultant, or due to lack of information (was all the documentation forwarded to the consultant?) The task of the expert is clearly defined in the *Vademecum* for budget support and are not as interpreted on several places by the consultant. The expert was recruited and delivers his contribution in the framework of the *Vademecum*. All remarks on this subject in the report are subjective, wrong and unacceptable because those do not match reality or are based on a wrong interpretation of the expert’s role (sometimes deliberately / knowingly maintained by other partners of the programme – see last paragraph of 2.6.1)”

*The evaluation is asked to assess how the Belgian system delivers aid to education. The new post was appointed in accordance with the Vademecum and proper procedures but the evaluation must assess it in the context of the TBS-EFA needs and of the DP partnership in Vietnam, including the assessment of whether Belgian procedures are suited to that purpose.*

*There was serious concern expressed by DPs about their not being informed or consulted about the role of the post and the appointment process. The evaluation considers this an important finding in a nascent partnership.*

### 4.3.1.2 Consolidated comments from BTC

La visite des évaluateurs du projet TTNP s’est résumée en trois heures de réunion avec le PMU et une journée d’observations dans une classe de TTI et dans deux classes de Training Schools (Primary + boarding). Il est clair qu’un problème de représentativité de l’observation des apprentissages se pose quand on sait que le projet couvre des centaines de classes (à des niveaux très différents) étalées sur une superficie qui est aussi grande que la Belgique !!! Le rapport contient beaucoup de statements avec très peu d’analyse fine des faits et présenté sans aucune nuance.

See above.

P85/86 From policy to practice

“The project was designed by BTC and is managed by a BTC appointed Technical Assistant”...

Le projet dans sa phase d'identification, de formulation, de mise en œuvre est géré de commun accord des deux partenaires nationaux . Pendant toutes les étapes de la préparation et de son exécution, les autorités vietnamiennes restent dans le driver seat. Il y a des structures de concertation permanente aussi bien au niveau de la pratique quotidienne du projet qu'au niveau plus institutionnel et décisionnel.

*Accepted and reflected in revised wording.*

On a parfois l'impression que les évaluateurs extrapolent hâtivement les faiblesses de l'implémentation des projets-hors –programme (qui n'existent plus dans "notre" bilatéral du secteur éducatif au Vietnam) vers les interventions imbriquées dans des programmes nationaux/régionaux.

*The important distinction is recognised. The evaluation has no information on how the projects concerned align with and coordinate with other parts of the programme (below the policy level).*

"In principle the defining documents, including the technical and financial fiche file may be reviewed by the Steering Committee, which meets six-monthly and includes representatives of MPI/MOF/MOET/DGDC and BTC". Le troisième contrat de gestion réserve des rôles différents pour la DGCD et la CTB.

*Accepted and reflected in revision.*

" For example, the evaluation at the end of Phase I which was used to justify the extension in Phase 2 made no significant assessment of outcomes in terms of inclusion or changing classroom practice". Ceci est difficilement compréhensible dans la mesure où la première phase a bel et bien évalué le concept "ATL" et toutes ses applications et que la deuxième phase a voulu étendre sur le double du nombre des provinces ciblées.

*The evaluation was positive about the inputs and outputs, but said little about these outcomes.*

" There is no shared understanding of classroom practices that constitute active teaching and learning (ATL), or of any ways in which ATL and its learning outcomes will be evaluated". C'est évident que les partenaires locaux n'ont pas exactement les mêmes attentes et les mêmes notions de ce qu'un "active teaching/learning" devrait être dans la réalité quotidienne de la classe. C'est bien pour cela qu'on est dans le "business du développement" où les partenaires de cultures différentes apprennent mutuellement les uns des autres. C'est donc un processus lent de sensibilisation et de conscientisation de tous les acteurs vers l'application d'une stratégie locale d'un "active learning/teaching ...à la Vietnamiennne". Ceci provoque nécessairement des conflits et des malentendus, chaque acteur profite/subit cet apprentissage collectif.

*Agreed: the process of reaching and defining a common understanding of ATL is difficult and time-consuming. It is an ambitious developmental aim to identify, demonstrate and disseminate ATL methodologies that work in Vietnamese contexts: this would help to identify the materials, training, equipment and organisational support that is needed.*

*The evaluation's expressed concern is that in the absence of a common (albeit partial) understanding, there is no way to jointly assess success.*

#### P.86/87 The TBS-EFA

“...This deployment, whilst it is deemed to be consistent with the third management agreement between BTC and DGDC, was controversial, caught as it was in unresolved arguments about the need for external assistance to implement budget-support modalities. Questions were raised about this as an additional “transaction cost” and the way the post will work within the existing partnership structures between DPs and the Government and amongst the DPs themselves....”

Quel serait alors la suggestion des évaluateurs? Si l'on veut accompagner un support d'un bailleurs de fonds de plusieurs millions d'EUR il faudrait au moins une personne ou un mécanisme qui assure ce suivi impliquant un minimum de “transaction cost” qui n'est sûrement pas plus élevé que pour un projet classique, au contraire.

*The TBS-EFA provides a joint mechanism for ensuring proper use of funds: other agencies have not felt this need..*

*A full time post is between 5% and 10% of Belgium's contribution to TBS-EFA.*

#### P 88 Active learning and Teaching

Le rapport insiste sur le fait que les partenaires vietnamiens “...pursue Active Learning and Teaching through the use of ICT and other classroom technologies at the expense of low cost/no cost changes in approach”...non...au détriment de l'approche d'enseignement/apprentissage ...tout court

*This finding draws on evidence from all the relevant projects visited, including those of other agencies.*

“... but the evaluation found too little evidence of projects seeking to define ATL in terms of observable classroom practices and intended learning outcomes”.

Voir le premier point des observations générales (au sujet de la non-représentativité des observations faites par les évaluateurs)

*Discussed above. The evaluation sought specific evidence about how projects were evaluating learning outcomes (e.g. results, behaviours or attitudes).*

#### P88-89 ICT in Education

“...The commonality of ICT across these interventions suggests a typology which is not actually manifested in the work of the projects except...”. Il est remarquable que le rapport des évaluateurs mentionne nulle part en détail l'intervention belge qui fut spécialement focalisée sur “ le distance learning” qui se servait des ICT-tools (dans ce débuts évidemment).

Pourtant ici le rapport d'évaluation aurait pu amener des observations précieuses vu l'éloignement dans le temps de cette intervention qui permettait de bien mesurer son degré d'appropriation et son degré de survie au delà de la clôture du projet.

En plus un dossier d'évaluation finale était disponible sur place pour l'équipe des consultants (“Rapport d'évaluation du projet de support à la formation à distance des enseignants de l'école de base dans cinq provinces désavantagées du Vietnam” par De Pover, Novembre 2000) ce qui aurait pu faciliter des observations et des analyses ciblées.

*The evaluators did not review the Distance Education project.*

## P90 Coordination

“Coordination between different Belgian actors is weak and where it occurs it relies on ad hoc meetings and personal relationships.”

En tout cas le projet Teacher Training dans sa première phase a fait appel à plusieurs reprises à des interventions et des intervenants du VVOB qui a coordonné des actions de formation pour le compte des bénéficiaires du projet CTB. En plus quand les évaluateurs/formateurs (le plus souvent venus des universités belges) sont intervenus au niveau des initiatives VVOB au Vietnam, ils ont aussi organisé des séances de formation au profit des bénéficiaires du projet TTNH.

*This new information is reflected in the report.*

### P 90 2.6.1. Bilateral efficiency and effectiveness

“...The lack of observable and verifiable indicators (including, critically, for ATL) was identified during the first phase but was not properly addressed in the design of the second phase...”

Nous reprenons ici en bas in extenso ce qui est écrit explicitement dans le DTF et qui montre bien que la problématique des indicateurs fut bien développée et analysée dans les documents préparatoires et les dossiers d'exécution.

Nous citons :

"ATL is applied more often and in a more context-appropriate manner by beneficiary primary and lower secondary teacher trainers and training school teachers than before the project intervention.

Verified through: a comparative assessment (based on observation and evaluation) at the beginning and at the end of the project intervention. This comparison is based on assessment reports by ATL experts through observation of real classroom practice and/or on video at the beginning and at the end of the project intervention; inspection and evaluation reports (including self-evaluation) on the ATL performance of teacher trainers and teachers”

*This still does not help clarify to the reader what ATL looks like: What did we see happening in the classroom and on the video?. Would two “ARL experts” (from different cultures) both agree they had seen it?*

Le rapport lie d'une façon erronée le TA-effectiveness à un Cost-effectiveness de tout le projet. A-t on constaté un lien de cause à effet? Si oui sur quels faits s'est-on basé? Le coût de l'AT a été communiqué dès le début aux partenaires locaux et a effectivement causé quelques remous au démarrage du projet. Il est inutile ici que le rapport remue de nouveau le passé à un moment où ceci n'est plus un problème actuel.

Le rapport suggère injustement que le TA n'est pas très utile et passe sous silence un certain nombre de réalisations pour lesquelles le TA est directement (co)responsable et peut donc mettre des plumes sur son chapeau, par exemple: la diminution budgétaire du hardware dans un projet où le software domine largement, le changement dans le type de hardware à acquérir (ordinateurs versus livres scolaires), la création de librairies, le changement d'une méthodologie verticale vers une approche plus participative,

l'implémentation d'une phase pilote et d'expérimentation avant de mettre en oeuvre les activités dans toutes les provinces visées.

*No personal professional criticism of the TA is made or intended: the evaluation recognises the value of the professional inputs described. The evaluation does note the difficulty the TA faces, structurally in the PMU, and professionally.*

P 92/93      Effects on Belgian support

Le rapport semble ignorer que toute une série de formations ont eu lieu qui ont été accompagnées par un support en équipement. Il s'avère assez logique que ce n'est qu'après appropriation des matériels didactiques que les formations devraient chronologiquement se situer. En matière de timing, il faut donc accepter qu'on n'arrive que vers le mid-term à implémenter correctement tout le support software.

*Agreed. The project has delivered a range of inputs including training.*

Une évaluation de telle envergure devrait donc avoir une vue prospective dans sa méthodologie d'appréciation et on ne peut s'attendre directement à des outcomes clairement visibles surtout qu'il s'agit ici à changer des attitudes et des valeurs dans le style d'enseignement de la grande majorité des enseignants vietnamiens.

P 93

"The evaluation has noted elsewhere that supplying equipment is a characteristic of the Belgian aid architecture arising from the number of small projects, each negotiated bilaterally between the agency and the host institutions."

Les quatre interventions bilatérales directes (TTNH; TBS-EFA, TF et les bourses) contiennent tous un haut degré de software et effectivement "...include more difficult developmental areas such as teaching methods, curriculum or organisational change". Donc il s'avère exagéré d'affirmer simplement que le support des équipement est caractéristique pour l'aide belge dans le secteur éducatif!

*This finding applies across the channels and is only pertinent to projects.*

P 94            Factors that have limited the success of outcomes

Le rapport semble oublier que le rôle de la CTB n'est pas uniquement de s'occuper de la formulation et du design. Toutes les phases préparatoires sont faites avec les autorités nationales et régionales, et à tout moment du processus décisionnel le partenaire à pleinement le mandat d'intervenir et de modifier le design s'il le désire.

*Agreed and reflected in text..*

P96            The different channels

"Given the size of Belgium's contribution to the TBS-EFA, and the additional overhead arising from the appointment of the BTC consultant, the options to fund the TBS-EFA as a "silent partner" may be reconsidered at the appropriate point".

"additional overhead": les évaluateurs suggèrent-ils "pas de suivi technique"? (remettons un chèque au gouvernement national et on verra bien ce qu'on expliquera et répondra à des questions parlementaires) ou suggèrent-ils un overhead non-CTB??

“*silent partner*”: Ce n'est pas en jouant le partenaire silencieux que la Belgique se construira une expertise sur le terrain dans ce domaine. Bien au contraire la Belgique devrait davantage accumuler un certain nombre d'expériences dans des pays différents avec le TBS et Swap et ce n'est qu'après qu'on pourra penser à d'autres formes d'appui. S'engager “aveuglément” (c'est le cas de le dire!) sans bien saisir les mécanismes est une entreprise très hasardeuse et très naïve.

*Financial control, to the satisfaction of Parliament and home constituencies, is necessary, as are other accountability functions. The evaluation simply questions the efficiency, particularly for a small donor, of the model that Belgium has used in Vietnam.*

*The need for BTC and DGDC to develop expertise about budget support is recognised, although arguably this could include other modalities, such as “silent” partnering. However, it is recognised that this was probably not a viable option at the time in Vietnam*



Education *for* Change Ltd.  
17A Christopher Street  
London EC2A 2BS  
Tel: 020 7247 3370  
Fax: 020 7247 3371  
e-mail: [mail@efc.co.uk](mailto:mail@efc.co.uk)