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ANNEXES

Abbreviations used

ADB	African Development Bank
AU	African Union
CAP	Consolidated Appeal Process
CEC	Community Education Committee
DCO	Division of the Comptroller
EC	European Commission
ECA	Economic Commission for Africa
ECR	Education in Crisis and Reconstruction
EDC	Education Development Center
EFA	Education for All
ESC	Education Sectoral Committee
FGM	Female Genital Mutilation
FITOCA	Funds-in Trust Overhead Cost Account (FITOCA)
GLR	Great Lakes Region
IBE	International Bureau of Education
INEE	Inter-Agency Network for Education in Emergencies
MDG	Millennium Development Goal
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organization
SACB	Somali Aid Coordination Body
PEER	Programme of Education for Emergencies and Reconstruction
REO	Regional Education Office
TEP	Teacher Emergency Package
OCHA	Office for the Coordination of Humanitarian Action
UN	United Nations
UNDP	United Nations Development Programme
UNCT	UN Country Team
UNESCO	United Nations Educational Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Fund
UPE	Universal Primary Education

Executive Summary

Background and introduction

The UNESCO Programme of Education for Emergencies and Reconstruction (PEER) has been going on since 1992 and provides services to countries in the Horn of Africa and the Great Lakes Region in the field of primary education, civic education and the culture of peace, vocational training and environmental education.

The present evaluation seeks to assess the contribution and impact of PEER and whether or not its mandate, approach and strategies continue to be relevant. It offers UNESCO suggestions for a more professional, flexible and cost-effective response to situations of crisis and reconstruction.

Evaluation findings

A substantial amount of PEER resources has been devoted to the delivery of services, such as the development, printing and distribution of primary text books, development of civic, vocational and environmental education manuals and the production of radio programmes, including drama. PEER has also implemented various training programmes to develop capacities of teachers, trainers, extension workers and community development officers.

UNESCO PEER projects have tended to be more development than emergency oriented. In fact, it has been difficult for UNESCO, including UNESCO PEER, to operate in acute emergency situations because of a limited field presence and operational capacities. UNESCO PEER has rather been working in what are often described as crisis and post-conflict situations.

Education in crisis and post-conflict situations is different from education in “normal” circumstances and needs specific expertise and mechanisms. Situations of crisis and post-conflict are often complex and changing and require actors, such as UNESCO, to play complex and changing roles, encompassing both operational and advisory functions.

Review of the PEER programme and individual projects

Relevance

Any country and especially one in a situation of crisis or post-conflict, needs quality education for all, to promote harmonious living and development. In order to build the foundation for a sustainable society, both formal and non-formal education are needed. Education should not only be directed towards children, with specific emphasis on girls, but also towards youth and adults. This has been recognized by PEER, which has been giving attention to various education needs.

The projects implemented by the UNESCO PEER Programme are relevant in that they address needs and priorities of the countries concerned. They are also relevant in relation to the Education For All (EFA) Dakar framework, to the Millennium Development Goals

(MDGs) and to UNESCO's mandate and programmes. We would like to highlight the relevance of PEER in ensuring the right to education of children in crisis-affected areas. Presently, at least 50 per cent of children not going to school are from countries affected by crisis. This concerns the whole of Africa and not only the Horn and the Great Lakes Region. In West Africa there are problems equal to those of East Africa. UNESCO's Education For All (EFA) mandate gives it a responsibility to get involved.

Due to its relevance, the PEER Programme has been able to attract substantial amounts of extra-budgetary funding. This can also be attributed to PEER's presence in Nairobi, its active participation in various donor coordination mechanisms and its physical presence in and experience from working in the Horn of Africa and the Great Lakes Region.

Effectiveness

The effectiveness of PEER projects has suffered from weak project design, management, monitoring and supervision. Project objectives have been vague and often lacked clear targets and indicators. Many projects have been too ambitious in relation to the means available, the duration assigned and weak capacities of local partner organizations. As a consequence many projects have suffered from delays and insufficient quality.

Efficiency

The efficiency (delivery of inputs) of PEER projects has been reduced because of a difficult and unstable environment. Access has been a major constraint, because of insecurity but also due to projects being dispersed over a wide geographical area. The PEER material and approaches which have been developed in direct collaboration with the end users were found to be the most efficient.

Sustainability

PEER is supposed to work with education in emergency and post-conflict situations. Emergency projects, due to their nature, are not designed to be sustainable, but rather to deliver services on a temporary basis. Nevertheless, they need to take the longer-term in account. This is often referred to as "connectedness", which ensures that the longer-term, interconnected problems and the post-emergency situation are taken into consideration.

PEER activities have been more focused on service delivery than on developing capacities for local agents to continue "PEER" activities once the various projects end. Sustainability could have been increased by working more in collaboration with local structures or whatever fragments of local structure that might have existed. More focus on the development of local capacities would, in addition to sustainability, contribute to an increased sense of local ownership.

Impact

It is often difficult to measure the impact of PEER projects in terms of contributing to more development-oriented objectives such as a more peaceful society, increased enrolment in primary education, a reversed trend in environmental degradation etc. There are several reasons for this. One is the absence of base-line data and impact assessments and another is inadequate attention to results and impact in the reporting of the projects, which generally gives more attention to implementation of activities and delivery of inputs. An additional reason is that there has been no attempt to measure the effectiveness of various approaches in terms of increased awareness or changing attitudes.

Benchmarks and replicability

UNESCO PEER has developed many qualitative tools to promote learning. We would, in particular, like to highlight material developed for vocational education and environmental education. PEER manuals, guides and posters can be used as reference material in other parts of Africa and elsewhere.

Added value

UNESCO field offices are not geared to emergency, crisis or post-conflict work and PEER has created added value in Somalia and other parts of the Horn of Africa and in the Great Lakes region by being operational and having a physical presence in situations of crisis and post-conflict. In fact, PEER is one of the few agencies on the ground and delivering services in Somalia. It has created added value to UNESCO by developing guides and manuals for teachers, trainers and community development officers, which can be used as reference material in primary, civic, vocational and environmental education programmes and projects elsewhere.

Organizational and Administrative Framework

Currently, the PEER programme is working as an independent and autonomous programme and there is little integration with Regular Programme activities of UNESCO or activities of cluster offices. The level of collaboration with departments and sectors of UNESCO Headquarters, cluster offices and UNESCO Institutes is low. In general, UNESCO could take more advantage of the experience, competence and material developed by PEER and vice versa.

Also, within the PEER Programme itself, there could be more collaboration. The output of one project, where relevant, could be used as reference material for the other projects.

The only example of substantial collaboration with UNESCO PEER and the UNESCO Nairobi Office, where PEER is based, has been the Civic Education Project in Somalia, where the Regional Communication Advisor has been actively involved. This is also a good example of an inter-sectoral approach, in this case between the Education and Communication Sectors.

Visits to various countries where PEER is operating and discussions with representatives of national authorities indicated a need for more involvement of the latter, for increased ownership, relevance and sustainability.

The reporting and management procedures between PEER and Headquarters are ill defined. PEER has a “special relationship with” the Africa Department, Education Sector and the Bureau of Field Coordination, but their specific role and authority are vague.

The PEER programme is a fully decentralized programme based in Nairobi. This location has been a good and valid choice; Nairobi represents a neutral ground, is centrally placed and is a place where representatives from different national factions and countries of the Horn of Africa and the Great Lakes Region can and do meet. It is also a major center for the coordination of aid to the region.

UNESCO’s support of the PEER Programme in terms of allocation of posts and regular budget allocations has been limited during the last couple of years. There are presently only two regular UNESCO staff members (one education specialist and one administrator) and a number of consultants, mainly on SSA contracts. There has been little outsourcing or sub-contracting.

Recommendations

UNESCO needs to define its policy, mandate and role in situations of emergencies, crisis and post-conflict. In doing this UNESCO needs to look beyond Africa and the PEER programme and draw up a policy and mandate based on its strategic objectives, institutional capacities and comparative advantage vis a vis other organizations active in these situations.

In the view of the evaluation team, UNESCO has to assume its responsibility towards populations affected by crisis situations. It needs to have a **qualified response mechanism for crisis and post-conflict situations**, to cater for existing and possible future needs of assistance, to be able to field a team of experts on a short-term basis and be a clearinghouse for information on UNESCO’s tools, competence and experience from working in crisis and post-conflict situations. This mechanism needs to have EFA related competence in areas such as educational planning, curriculum development and teacher training, including knowledge of gender, life skills, peace education and human rights and poverty alleviation issues.

There are various possible alternatives for the physical location of such a mechanism. One is UNESCO Headquarters (HQ) and that a separate support unit is created to be responsible for UNESCO’s response in crisis and post-conflict situations. This could be complemented by a continuing Nairobi based PEER Programme, under the authority of the same HQ unit. PEER should in this case be exclusively involved in Somalia or in the Horn of Africa and the Great Lakes Region. The rationale for this is that PEER has mainly been active in Somalia and that its work there has not ended and that the programme should be strengthened before any diffusion is considered.

Another alternative, in view of the priority given by UNESCO to Sub-Saharan Africa, is the establishment of **two support units, with special resources for crisis and post-conflict education**, to cater for the needs of the African continent, including countries in West Africa, where situations of crisis or post-conflict prevail.

If activities of PEER should be expanded to **cover the whole African continent**, Nairobi continues to be a valid location. In addition, there is a need for a reinforced presence in West Africa. BREDa – Dakar should be strengthened to effectively take on this mandate. These **two support units** for countries in crisis or post-conflict should be fully integrated into the Nairobi UNESCO Office and BREDa respectively but activities should be coordinated by the Special Programme Supporting Education in Countries in Crises and Reconstruction in the Division of Education Policies and Strategies.

The support units (HQ or Dakar and Nairobi) should have a **mobile team** consisting of **three UNESCO staff members**; experts with high-level competencies in core education fields such as educational planning, curricula development, training and education in crisis and post-conflict situations. For each location, one P5 (educational planning) and two P4 (curriculum, teacher management and training) should be established.

The crisis and post-conflict response staff, wherever located, should have **extensive knowledge of UNESCO in-house capacities**, including those of all sectors at Headquarters, BREDa, cluster offices and UNESCO Institutes. They should be able to call on internal and external expertise from various sectors of UNESCO's competence, to participate in inter-agency or UNESCO needs assessments, strategy formulations and evaluation missions. The financing of these missions should be covered by the regular budget of UNESCO.

It is important that the teams also encompass expertise in gender and poverty reduction. In order to make the programme truly inter-sectoral, advisor posts in social sciences, culture, science and communication should be seconded or decentralized, in line with identified needs and priorities of countries in crisis or post-conflict situations.

In addition and in view of the strategic importance of **Addis Ababa**, the **Education Post** at the Addis Ababa office should be upgraded to P5 and the tasks expanded to include liaison and coordination with NEPAD, African Union and ECA and to **collaborate** with the **support units at HQ or in Dakar and Nairobi**.

In view of the various aid-coordination mechanisms located in Nairobi and its neutral and geographically central position, the Nairobi Cluster Office should be expanded to cover Eritrea, Somalia and Sudan.

The **main functions** of the core staff of PEER or its successor(s) should be to **serve Governments** and authorities **in an advisory capacity** on issues related to reconstruction and provision of services in a crisis or post-conflict situation. They should **formulate strategies, projects and funding proposals for UNESCO's contribution in post-conflict situations**, coordinate activities with other cooperation agencies, and monitor and evaluate the implementation of programmes and projects. The support unit(s) and the Addis Ababa antenna should work upstream and assist countries in developing policies and strategies, reflecting the MDGs and the Dakar EFA Framework and provide guidance on how UNESCO can assist with contributions from its various Programmes and Institutes.

The support unit(s) should serve as a **clearing house for information**, maintain an extensive and updated roster of relevant experts and consultants and develop a web-page where appropriate documents, guidelines and manuals can be downloaded and used by curricula developers, trainers and project executors.

Extra-budgetary funding for specific projects, according to identified needs and priorities, should be solicited through UNESCO's regular channels and the mechanisms established by the UN, i.e. the Consolidated Appeals Process (CAPs), and the Office for the Coordination of Humanitarian Action (OCHA). UNESCO HQ needs to adopt flexible procedures, where necessary, in order to respond in a timely manner to situations of crisis. Extra-budgetary projects should be implemented by UNESCO/PEER experts and consultants or subcontracted to NGOs or private companies, such as publishing houses or consultancy firms with relevant experience.

Projects should be designed in such a way that they correspond to the funding cycle (duration) and resources available and keeping in mind the time needed for administrative procedures. **The implementation of Extra-budgetary projects should be the responsibility of the respective cluster office**, and the support unit(s) should rather have an advisory and monitoring function. The role of the support units, in relation to extra-budgetary projects, should thus be project design and preparation, negotiation and co-ordination with donors, in addition to supervision, monitoring and evaluation.

For "PEER-type" projects implemented in countries falling under a cluster office, where PEER or its successor(s) is based, the unit will perform the operational role normally entrusted to other cluster offices.

A **guiding principle** for UNESCO's involvement in crisis and post-conflict situations should be **education for all**. Theoretical and practical learning should be complemented by civic and peace education for a sustainable society. Links should be developed between formal and non-formal education programmes and there should be attention to poverty alleviation issues. A deliberate effort should be made to have activities form part of and **contribute to UNESCO's Quality Education for All Programme** objectives and strategies. Coordination and networking mechanisms should be established at different levels to enable a mutual use of the overall UNESCO competence and resource base.

As post-conflict societies need capacities to deliver services, PEER related projects should put **emphasis on capacity building** and the strengthening of local partners.

Project preparation and design should be done in **collaboration with stakeholders** in order to ensure that their concerns are being addressed and that the projects are relevant to stakeholders, including ultimate beneficiaries. This would increase the relevance, effectiveness, sustainability and impact of the programme and individual projects.

The mandates of the support unit(s) need to be clearly defined and limited to crisis and post-conflict situations. Projects should, to the extent possible, be anchored within a regular budget programme and be technically monitored and supervised by the education sector. The name could be changed to reflect a **new start and direction**, for instance, to **Education in Crises and Reconstruction -ECR**.

In order to allow for a smooth implementation of the above recommendations, a strategy should be developed for PEER or its successor(s).

1. UNESCO's Mandate

“Since wars begin in the minds of men, it is in the minds of men that the defenses of peace must be constructed.”

Both *war* and *peace* are enshrined in UNESCO's Constitution. Since *education* is the first sector enumerated in the title “United Nations Educational, Scientific and Cultural Organization”, there is no doubt that the mandate of the Programme of Education for Emergencies and Reconstruction (PEER) is important in times of conflict and post-conflict reconstruction as well as in periods of transition—that vast gray area in between.

Many countries today are caught up in such transitional situations between war and peace called “*complex emergencies*”—circumstances which can last for many years and change unpredictably between situations of acute emergency, chronic crisis, post-conflict and reconstruction.

Quality education for all is even more important in such situations than in countries at peace. Education is not only needed for the development of the individual and society but it is also needed for the protection and psychosocial needs of the affected populations. Moreover, good education is an essential tool for reconstruction and the promotion of democracy and a culture of peace.

UNESCO's duty

It is the responsibility of the international community to ensure that quality education is accessible worldwide and especially to the many individuals affected by complex emergencies.

The international community's commitment to Universal Primary Education (UPE) has been expressed in the Millennium Development Goals (MDGs). Indeed education is a priority of priorities because, not one, but *two* of the MDGs are concerned with education: *gender parity* by 2005 and *UPE* by 2015.

Various studies have concluded that at least 50% of children out of school are from areas affected by conflict or crisis¹. A major thrust for international efforts thus needs to be directed towards the education of children affected by crises or post-conflict situations if the MDGs and UPE are to be achieved. In other words, educational support in complex emergencies must be mainstreamed into international assistance programmes.

UNESCO's role

UNESCO is the lead agency spearheading the Education For All campaign. Its commitment to countries in situations of emergency and crisis has already been expressed in the Dakar Framework of Action. As a result, UNESCO has helped establish the Inter-agency Network for Education in Emergencies (INEE), which is housed at UNESCO headquarters in Paris.

¹ E.g. See “Education, Conflict and International Development”, DFID, February 2003

Most donors have separate allocations for humanitarian and developmental activities but education in situations of emergency, crisis and post-conflict can be said to be both humanitarian and developmental. It is therefore trapped in the indeterminate area between relief and development and often goes severely under-funded. Education in emergencies and crisis often falls between two stools, with neither the relief nor the development sections of donor agencies taking responsibility.

It is clear that UNESCO has already played a leading role in supporting education in complex emergencies. By housing INEE and being fully involved in its activities, UNESCO is contributing towards advocacy, networking, standard-setting, information sharing, cooperation and capacity building in this field of education. UNESCO has also been playing a fundamental role through the UNESCO-PEER Programme.

UNESCO-PEER

In 1993 after the death of Siad Barre, Somalia totally collapsed and UNESCO-Somalia was established to help the various regions of the beleaguered country with the delivery of education and playing the role of government itself, where necessary. UNESCO-Somalia was soon renamed UNESCO-PEER and its coverage was expanded to other conflict-affected countries in the region, principally in the Horn of Africa and Great Lakes.

The present evaluation will look back into the activities of UNESCO-PEER, mainly focusing on the last four years (1999-2003). The emphasis has been on analyzing the results, impact and effectiveness of projects and activities implemented by PEER. It has tried to point out lessons learned and map out possible future directions.

2. Background and Programme Description

2.1 Creation and evolution of PEER

The PEER Programme was an offspring of a UNESCO project initiated in Somalia in 1992. The Programme was designed at UNESCO's HQ to deal with the problematic situation in the Horn of Africa and acting at the request of national authorities. At this time there was no structure within UNESCO, which dealt with post-conflict situations. This changed in 1997 with the foundation of the Culture of Peace Programme and in 1998 with the Educational Programme for Peace. In 1998, a unit was also created at Headquarters, which is now known as the Section for Countries in Crisis and Reconstruction (CCR).

The objective of PEER, from the start, was to provide learning materials and enable educational programmes to continue without major disruptions. Or, in other words, to provide educational services to people who had lost access to education.

The original education sector project was financed by the African Development Bank (ADB). It started with training kits, such as the Teacher Emergency Package (TEP), which became a well-known product, mobile schools and a teacher-training institute. TEP was later adapted and spread to new countries by UNICEF, which had more operational capacity and infrastructure to deal with this kind of product.

The PEER Programme became very autonomous and decentralized from its onset and there was minimum involvement from UNESCO headquarters. From Somalia, the Programme moved on to Djibouti and Kenya where there were large refugee populations.

A note from the Director General, DG/98/4, issued on 23 January 1998, aimed at restructuring PEER and extending its mandate by providing it with an operational capacity for the promotion of the culture of peace, in addition to education for refugees and emergency situations. Its geographical coverage was specified as the Horn of Africa and the Great Lakes Region. The new mechanism was to be known as the UNESCO Regional Programme for Emergency Education and the Culture of Peace. Furthermore, it pointed out that the programme would be under the responsibility of ADG/DRG (Office of the Director General), in collaboration with the Bureau of External Relations, the Education Sector and the Africa Department.

This resulted in a more diluted Programme covering a large area through a series of antennas, offices in Rwanda and Djibouti and Peace Resource Centers in Somalia and a large number of PEER staff on SSA contracts. Monitoring procedures didn't always follow suit and the capacity for management and supervision seems to have been inadequate. Some activities were emergency oriented but the bulk can be said to have been development oriented. Even though education sector projects dominated, the involvement of the education sector at UNESCO's Headquarters was marginal and the Programme was put under the direct supervision of the Cabinet.

Another development was in 2001, following the Dakar Conference, when the Director General issued a note (DG/Memo/01/04) committing the Organization to contribute to the tasks identified within the Dakar Framework, of meeting the educational needs of crisis-affected populations. The note emphasized the need for UNESCO to create added value, by complementing the agencies normally responding to emergency and humanitarian needs.

Emergency education has also been on the agenda at the Meetings of African Ministers of Education in 2002 (MINEDAF VII) and at the seminar "UNESCO and NEPAD", which took place in Ouagadougou in March 2003. The PEER programme was discussed in detail during a round table exchange on the "future of the programmes of rehabilitation and reconstruction in Africa" organized prior to the Ouagadougou seminar. Major issues were whether or not there was a need for a multi-sectoral approach and the incorporation of cultural aspects and management. From this discussion it became obvious that the PEER arrangements were not satisfactory from many angles and that its mandate was not clear. The present evaluation can be seen as an offspring of this discussion.

UNESCO-PEER can to a certain extent be seen as a product of its leadership. The first Director of PEER can be described as an operational manager with vision but sometimes initiating more things than the programme had the capacity to deliver. The second Director was more careful, added a diplomatic dimension to PEER and assumed leadership positions in donor collaborating structures and in peace negotiations. During his term PEER expanded in terms of geographical (Great Lakes Region) and thematic (civic education and culture of peace) coverage. In addition to promoting typical PEER elements, it started to respond to concepts of other development agencies (e.g. environment education) and became to a certain extent more donor driven.

Another feature is that PEER has always technically come under the Education Sector but that there have been projects, for instance in Civic Education, which are rather Communication Sector projects and where there has been substantial involvement of the Regional Communication Advisor, based in Nairobi. For the Environmental Education projects, on the other hand, we see no involvement of the Science sector.

The large share of PEER activities has been carried out in Somalia, and the Somalia programme still account for 83 per cent of PEER's resources. Somalia, politically fragile, can be described as an impoverished country without a comprehensive educational sector. UN agencies and NGOs are still fulfilling roles that are normally played by national Governments, such as rehabilitation of schools, curriculum development and teacher training. In line with this, the counterpart of UNESCO has often been the UN Country Team or the Somali Aid Coordination Body (SACB).

PEER activities have also been implemented in Djibouti, Eritrea, Ethiopia, Sudan, Kenya, Tanzania, Democratic Republic of Congo (DRC), Rwanda and Burundi and Zambia. In many cases these activities have been directed purely towards refugee populations.

Only a small portion of PEER's financial resources come from UNESCO's Regular Programme: US\$ 160 000 for the biennium 2001/2002 and for 2003 PEER has received a FITOCA contribution of US\$ 320 000. This is supplemented by extra-budgetary funds amounting to US \$3 million in 2002 and expected to reach between US\$ 4 and 5 million for the year 2003.

2.2 Objectives of the Programme

No specific objectives have been developed for PEER for the present biennium or the ones preceding it. The DG notes are rather policy statements and state what PEER should do or focus on, rather than specifying its mandate or objectives.

Of particular relevance to PEER is the DG/Memo/01/04 committing the organization to contribute to the tasks identified within the Dakar Framework of meeting the educational needs of crisis-affected populations. The Memo emphasizes the need for UNESCO to create added value since UNESCO is not among the agencies normally responding to emergency humanitarian needs. The role of UNESCO in conflict prevention and reconstruction is mentioned but also the need to protect cultural heritage in crisis situations. The note also evokes the HIV/AIDS pandemic as another emergency situation and the need for preventive education. The need for an inter-sectoral approach and co-ordination is highlighted.

The de facto PEER objectives have rather evolved over time and are built on an "in-house perception" of PEER's role and mandate and the role PEER has been encouraged to play by funding agencies. The current "objectives" can be subsumed as follows;

- Countries in situations of crisis, post-conflict or affected by natural disaster should be provided with the capacity to provide education for all children, and literacy, vocational and life skills education and training, particularly for youth, women, and demobilized soldiers.
- The emergence of more democratic and peaceful societies through civic and peace education programmes.

- A protected and sustainable environment, especially for areas with large refugee populations
- The adaptation of EFA plans and implementation of EFA programmes for countries and regions in emergency and post-conflict situations.

These are unwritten objectives but seem to form the basis for PEER's action. In the absence of official objectives, the results of the PEER programme have been evaluated against these objectives. It has been kept in mind that these objectives are objectives of many governments and international agencies and that the overriding issue of this evaluation is whether or not PEER was able to effectively *contribute* to the attainment of the objectives.

In addition to the "unstated" programme objectives, there are more or less clearly formulated project objectives, which can be extracted from the project documents. The evaluation also tries to answer whether or not the PEER projects have attained the objectives established for them.

The PEER programme has normally not been integrated in the Regular Programmes of UNESCO. In UNESCO's Draft Programme and Budget (32 C/5) for 2004 to 2005, PEER is, however, mentioned in relation to support to countries in post-conflict situations.

2.3 Other UNESCO initiatives

PEER has been a major instrument for UNESCO, for working in emergency and post-conflict situations, but not all emergency related projects have been implemented through PEER. In fact, in 1998 as mentioned above, a unit was created at Headquarters which is now known as the Section for Countries in Crisis and Reconstruction (CCR) to respond to needs for education in emergencies and post-conflict situations world-wide. This section falls under ED/EPS, which at the present time assumes responsibilities for UNESCO activities, similar to those of PEER, in countries such as Afghanistan and Iraq.

3. Evaluation Purpose and Scope

The purpose of the evaluation is to enable UNESCO to assess the contribution and impact of PEER in relation to the objectives outlined above and in regard to the policy statement DG/Memo/01/04.

In line with its Terms of Reference, attached as Annex A, the evaluation covered a wide variety of issues, related to structure and procedures of the programme and, not the least, the impact, effectiveness, efficiency and sustainability of the PEER Programme and of individual projects. The relevance of the programme has been examined in relation to its mandate, UNESCO's Medium Term Strategy, the Dakar EFA goals and the comparative advantage of UNESCO in providing education related services in emergency or post-conflict situations. Also of interest have been benchmarks established and the replicability of tools developed by PEER or modalities used.

In addition, the evaluation has had as a task to assess whether or not the current organizational and administrative framework of PEER is appropriate for meeting its objectives.

These issues have all been dealt with in a holistic and comprehensive manner, through document review, interviews with UNESCO staff and other key informants external to UNESCO, including cooperation partners and field and project visits. A specific effort has been made to hold discussions with the ultimate beneficiaries of the PEER projects. There has been use of both first-hand and secondary data. In relation to the appropriateness of the organizational framework the evaluation reviewed administrative procedures in place, modalities and quality of risk assessment, planning, monitoring and evaluation procedures and the strategies formulated. Not least, any constraints, which could have impacted on programme delivery, were also analyzed.

The evaluation was carried out by three senior external consultants: Ms. M. de Goys, Team Leader and Consultant on Management, Evaluation and Organizational issues; Dr. Timothy Brown, Specialist in Emergency Education; and Mr. Makhoumy Fall, Education Specialist.

In addition to interviews and consultations at UNESCO Headquarters in Paris and at the UNESCO PEER Office in Nairobi, individual members of the team visited the following countries: Somalia, Eritrea, Ethiopia, Djibouti, Sudan, the Democratic Republic of Congo, Rwanda, Burundi and Zambia. For reasons of security, the mission to Somalia was limited to Somaliland and Puntland, thus the Central and South regions were not visited. All major PEER projects executed during the last four years have been visited by at least one member of the evaluation team and scrutinized in-depth. The consultants also benefited from the presence, during their briefing in Paris, of Directors of UNESCO Field Offices in Africa, attending the General Conference and a subsequent meeting of UNESCO Education Specialists, based in Africa. In addition, the evaluation mission has visited two of UNESCO's Institutes. A full list of persons consulted is given in Annex B.

The evaluation was carried out during a nine-week period, falling between the 29th September and 29th November 2003. This report is a synthesis of the individual reports and findings of each of the consultants. There has been a consensus within the team on main conclusions and recommendations. The views expressed are those of the consultants and do not necessarily reflect those of UNESCO.

The Evaluation Team would like to thank all those, who assisted them in carrying out their duties, at UNESCO Headquarters and at PEER offices in Nairobi and elsewhere. The team was very impressed by the dedication and commitment of PEER staff members, often working under extremely difficult circumstances.

4. Evaluation Methodology

The evaluation was carried out in accordance with the Terms of Reference established for the PEER evaluation and the Terms of Reference for the consultants

The evaluation team has collected and analyzed large amounts of documents and data related primarily to the PEER programme and the projects implemented by the programme but also to UNESCO's mandate and strategies in general and for Africa, in particular. A list of the main documents consulted is provided in Annex C. In addition, the team has interviewed a large number of stakeholders: Government officials in the countries visited, UNESCO

officials, staff of UN agencies and NGOs, PEER project staff and, wherever possible, ultimate beneficiaries, pupils, teachers and parents. Available baseline, monitoring and evaluation data has been reviewed and analysed. During project visits, the consultants have tried to observe ongoing activities and scrutinized various tools and outputs of the project, such as manuals, guides, audiovisual material and textbooks.

In order to facilitate the field visits, PEER staff often accompanied the evaluation consultants, but were not present during key interviews or meetings.

Semi-structured interview techniques have been used when interviewing key informants. Interview guidelines and checklists were prepared for different categories such as UNESCO staff, project staff, donors and other cooperating agencies. These interview guidelines are found in Annex D. Project fact sheets were used to collect and present information on major individual projects. These are attached as Annex E. The use of guidelines and fact sheets has enabled consistency in the collection of information and data as well as in analyzing and synthesizing the information. Finally Annex F provides a list of PEER publications and reports.

In addition to this synthesis report, the consultants also prepared brief mission reports for each country visited, to be shared with concerned UNESCO staff including UNESCO PEER.

5. Major Findings

5.1 Relevance of UNESCO PEER and PEER projects

One of the six goals in the “Dakar Framework for Action, Education for All (EFA)” is *ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to complete free and compulsory primary education of good quality*. This is in many ways an ambitious goal, but in particular for countries with emergencies or post-conflict situations and where efficient government services are absent over long periods.

Other Dakar goals, which can be used as guidance to PEER, include *access to learning and life skills programmes and the improvement in levels of adult literacy; and the provision of vocational training for out-of school youth, including ex-combatants*.

In the view of the evaluation team, the PEER Programme in general and the PEER projects specifically in the area of primary education or the provision of life/livelihood-skills are most relevant in relation to EFA goals.

UNESCO’s Medium Term Strategy for Africa (2002-2007) also acknowledges the relevance and role of PEER in pledging “very special attention to the implementation of programmes in countries in conflict or emerging from conflict, in particular, through the Regional Programme of Education for Emergencies, Communication and Culture of Peace (PEER)”.

Furthermore, UNESCO’s Medium-Term Plan presents non-formal basic education as a means of alleviating poverty and as such the many non-formal education projects of PEER can be seen as highly relevant. Similarly, the projects in civic and environmental education are relevant in that they promote the emergence of a democratic society and sustainable

development. It is obvious that the capacity of UNESCO PEER for large-scale fund-raising can to a large extent be attributed to the relevance of the projects promoted.

Textbook Provision, Pre-service Teacher Training, Assessment and Certification for Primary Education (CEPPES) - Somalia

The major PEER activity since the year 2000 has been the development of primary education in Somalia through new curricula and textbooks and pre-service teacher training, through the **CEPPES project**². The largest funding agency has been the EC with a contribution of around two million euros. This has been complemented by contributions from UNICEF (basically printing) and the Dutch Government.

This has been an endeavor jointly undertaken with UNICEF and with UNICEF being responsible for developing Grades 1-4 and UNESCO for Grades 5-8. PEER was also in charge of the printing and distribution of the Grade 1-4 textbooks. Another part of the project was support for the primary-leaving examinations.

The CEPPES project seems relevant as it confronts some of the main constraints of the Somali education sector. The poor quality of education was mainly seen as due to a general absence and low quality of textbooks and teachers, low enrolment rates, lack of educational data and institutional capacities. The project was established to alleviate these constraints. The project was endorsed by Somali authorities and participatory approaches were used in the formulation stage in order to have a project relevant to Somalis. The only project objective which has not been seen as relevant by some Somali authorities was the harmonization of education policies, which was seen as an attempt to reunify political entities, but was not on the agenda of some parties.

The fact that PEER has given priority to the development of primary education in Somalia seems to be a valid choice. At the same time, a strategy for secondary and higher education will also be needed and it seems relevant for UNESCO PEER to initiate a dialogue on this issue.

Technical and vocational education - Somalia

PEER has also promoted alternative, non-formal technical and vocational education programmes for adults and youth. The vocational education programmes have often been preceded by or combined with basic literacy and numeracy training. PEER has developed curricula and syllabi for skills in various trade areas. This syllabi, together with other learning materials, have been distributed to vocational institutions throughout Somalia. Instructors and managers have received appropriate in-service training on the curricula.

The vocational training programmes have combined theoretical training in a classroom situation with enterprise-based practical training. As such these programmes have provided young people whose educational background is minimal with various skills and knowledge, enabling them to be active citizens and find gainful employment.

² See appropriate fact sheet in Annex D for more information about this project and other projects

In view of the presence of “a lost generation” and marginalized youth in many crisis or post-conflict affected areas, such as Somalia, these activities seem to be relevant and worthwhile. The high proportion of trainees who are said to have found employment or self-employment as a result of Technical and Vocational Education (TVE) projects is a proof of the relevance of the subjects taught and the quality of the assessments of needs/occupational requirements carried out.

Civic and peace education - Somalia

This has been another large-scale PEER project in Somalia, with an annual budget of about one million euro. A major objective has been awareness-raising and major activities have been training and materials development. A major component was the establishment of Peace Resource Centers, which were used as a base for the training of voluntary trainers and community development workers. It also supported the development of radio dramas and companion print magazines. At its “height”, the project had 23 staff members in Somalia.

In view of the past history of armed internal conflicts, the large number of street children, the often disadvantaged position of girls and women and the potentially harmful practices of Female Genital Mutilation, the promotion of democracy and human rights (including the rights of children and women) and the promotion of civic education are seen as most relevant.

Regional environment education

The Regional Environmental Education project has produced various environmental education materials for teaching and training purposes. It has also organized training for trainers and teachers in the region. In addition, it has provided technical support to UNHCR offices.

The project has been implemented to mitigate the negative effects of large refugee populations on the environment. This is an area of concern for the host countries and not least the refugee populations whose health is often negatively affected by the lack of environmental management. In particular, the material developed for Sudan and Zambia is deemed highly relevant to the immediate environment and the stakeholders.

The environmental education project in the Congolese camps in Zambia was designed to address a problem of deforestation and other areas of concern, such as health and hygiene, related to the living conditions of the refugees. In addition to the above, the project also addresses areas such as energy conservation, soil conservation, utilization of natural resources and water management. These areas were identified after consultations with the ultimate beneficiaries.

Emergency education – Eritrea

The pilot project providing emergency educational assistance to three selected regions in Eritrea is perceived as relevant because it fits into the overall on-going review process of the central government and because of its attention to the plight of displaced and semi-nomadic people in drought-affected areas. It is likely that the enriched curriculum will improve

enrolment and help the beneficiaries deal with their adverse situation. Teachers also need help. A Ministry of Education official remarked that passive learning in classrooms was due to the paucity of pedagogical support and the fact that, as students, the teachers themselves were brought up on a culture of passive learning, memorization and teacher-centred instruction.

Education in conflict areas of the GLR

In view of the disruption of the educational programmes in the DRC, for reasons of armed conflict and natural disasters, the project – Education in conflict areas of the GLR - seems relevant. The project has provided emergency education through a revision and expansion of the Teacher Emergency Package (TEP) and enabled children to benefit from an accelerated learning method so that they can reintegrate the formal education system. Through the project there has been increased access to and improved quality of education, in particular in the town of Goma. Also relevant was the integration of non-formal education and peace education.

At the same time the evaluation found that the relevance of the developed manuals could have been increased with a closer involvement of the end-users. The adaptation was sometimes a bit rushed and the words “Somali” or “Allah” can still be found. Also the manual on environment education was not felt to fully reflect the Congolese reality.

Emergency education in Burundi

The support provided by PEER for emergency education in Burundi is relevant in view of the fact that about 800 000 children, among whom many were orphans, were estimated to have been affected by the crisis situation in 2001/02. The country suffered from destroyed infrastructure, lack of teachers (especially qualified ones) and a lack of educational material, including textbooks. More than 10 000 children have been able to reintegrate into the school system because of the bridging education provided through educational kits.

Overall relevance and focus

Most of the PEER projects have been relevant. However, both at the level of the PEER Programme and at the level of individual projects, there has been a tendency to do too many things in relation to the existing resource base. In fact, UNESCO PEER has been allowed to broaden its activities without adhering to any clear or formulated strategy. The environmental education project was initiated by UNHCR and the civic education one by UNDP. In the Great Lakes Region, PEER has been requested to intervene by Government Authorities or NGOs.

The relevance of PEER activities needs to be scrutinized in relation to UNESCO’s mandate and capacities. What should and could UNESCO do when it comes to education in crisis and post-conflict situations? Should it at all work in emergency situations? Should UNESCO primarily be involved at the up-stream level and with educational policies and strategies or should it also be active at a more operational level?

At the moment UNESCO PEER seems to do a little bit of everything in a rather ad hoc and pragmatic manner. There has been a mixture of humanitarian and development assistance. There are many arguments against a humanitarian focus and namely that UNESCO is not an emergency or humanitarian organization and lacks the field presence or operational capacity this would entail.

Relevance to host countries

The mission found that generally PEER projects seem to be relevant and worthwhile in relation to the needs and priorities of the countries where they operate, at least from an external perspective. This has been one of the fundamental challenges of PEER in many countries and to a large extent in Somalia, where in the absence of Government, consultations take place with the Donor Coordination Committee, which assigns priorities and develops projects and proposals and consultations with national authorities and beneficiaries are limited. This includes ultimate beneficiaries, who probably have different perceptions and might not always have the same level of sensitivity on issues such as gender or the need for participatory teaching methods.

In fact, the benchmarks on quality are established by the donor community and this is very obvious in relation to the first draft of the upper primary textbooks, which were rejected by the SABC but considered to have been of good quality by the Somali textbook writers contracted by PEER and interviewed by the mission

In relation to the various guidelines for emergency education or programming in unstable conditions formulated by agencies such as UNHCR and UNICEF, UNESCO PEER has aligned itself to the good practices and standards promoted. There is still, however, in countries belonging to a crisis or post-conflict situations, a wide gap between policies and practice and we find many cases of policy evaporation.

5.2 UNESCO Comparative Advantage/Disadvantage

UNESCO's comparative advantage relative to many international and bilateral organizations and NGOs is its long-ranging experience and competence when it comes to education. UNESCO is chosen as an implementing agency because of its perceived level of expertise in a certain field. As an example, UNESCO was selected by the UNHCR for the Environmental Education project due to its expertise in curriculum development. This level of expertise does not always exist among core UNESCO-PEER staff. UNHCR, for instance, feels the programme it funds has suffered from the absence of experienced environment education specialists. This is often a chicken and egg situation. Funding agencies want PEER to show that they have qualified personnel in order to fund a project while PEER needs the extra-budgetary project funding in order to recruit the needed expertise.

The absence of PEER specialized experts is real and can to a certain extent be compensated by the existence of relevant technical experts in areas such as primary education, literacy, technical and vocational education, science and technology within the Education Sector and primarily based in Paris. The problem is that PEER has not called on this expertise or consulted with the relevant sections and as a result this comparative advantage is not put to use.

In addition, UNESCO manages a range of highly specialized institutes and centers, which are involved in activities and perform services related to PEER's mandate and areas of intervention. We would here specifically like to mention the UNESCO Institute for Capacity-Building in Africa (ICBA) in relation to teacher training, the UNESCO International Institute for Educational Planning, the UNESCO International Bureau of Education (IBE) with respect to curriculum and the UNESCO International Centre for Technical and Vocational Education and Training. Up to now, UNESCO-PEER has not been taking advantage of these institutes.

The evaluation team is of the opinion that more use could have been made of the capacities and competence of these institutes in the implementation of PEER projects. As an example it could take advantage of IBE's experience and competence in capacity building, curriculum development and policy dialogue as well as its resource bank. PEER should, furthermore, let UNESCO assume quality control functions of material developed. It would then have better products to put before inter-agency bodies such as the Somali Aid Coordination Body (SACB).

UNICEF rather than UNESCO is today seen as the lead agency for education in the Horn of Africa and the Great Lakes Region. Not only is UNICEF bigger in terms of activities implemented on the ground but it also seems stronger in terms of strategic and analytical work. As an example, in the case of Somalia, UNICEF carries out a school survey every year and formulates and implements a country strategy. Both UNICEF and UNHCR are guided by guidelines for working in unstable situations and even though the needs are too large in relation to available resources and cannot always be satisfied, these guidelines contribute to a coherent approach.

This leadership position can be explained by the large donor focus at the present time on primary education and the urgent need for delivery of services. There is no reason why UNESCO could not manifest itself more on the up-stream level and in relation to secondary education, where UNESCO normally has an uncontested leadership position. This area has so far been given limited attention by UNESCO PEER in Somalia. Even though it is obvious that the needs of the primary education sector are enormous and that high priority should be given to this sector, the evaluation notes the absence of even a situation analysis of the secondary sector in Somalia and the initiation of a dialogue on when and how a secondary education programme should be initiated or a strategy formulated.

In comparison to UNICEF, UNESCO's activities in the region, notably those implemented by PEER, seem more ad-hoc or donor-driven and there is an absence of national and regional strategies. Projects are carried out according to available funding and there is little interaction between different projects. In the view of the evaluators much more could be done to have an integrated programme and, for instance, reach synergy effects between primary and civic education and environmental projects.

UNESCO has a comparative advantage in relation to NGOs in that it is and has been seen as a legitimate authority in the absence of Government, presently in Southern Somalia and formerly in Puntland and Somaliland. Furthermore, UNESCO was chosen as the implementing partner by UNHCR for its Environmental Education project, which is at the down-stream rather than up-stream level. UNHCR perceived UNESCO as having more specialist expertise and regional outreach than a NGO, at the same time being trustworthy as

an international agency and more flexible as regards implementation than if the project had been implemented by UNHCR itself.

UNESCO is a neutral, international organization, with a sector-wide, integrated and comprehensive mandate in education. We notice that in crisis and post-conflict situations, UNESCO-PEER is often asked to take on roles usually performed by the Government. We notice that this task is difficult due to the lack of institutional memory and because human capacities as well as information, documents, textbooks and statistics are lost. Maybe UNESCO-PEER could play a pro-active role in preserving statistics, curricula and text books, for instance on CD-ROMS, so that this heritage can be restituted should there be a need to do so.

5.3 Impact

It is generally difficult to evaluate the impact or results of PEER projects. There are two main reasons for this. First there is an absence of baseline data and second the project reports and PEER Annual Reports provide information about implemented activities rather than about results and impact. Furthermore, all the outputs of a major project such as CEPPEPES have not been produced and some have been carried over to the new Somali primary education project - SQOSES ; and it is not possible to measure the overall impact before “everything” is in place.

In relation to the **CEPPES Project** the availability of lower primary text books (end 2001) is considered to have had a positive impact on enrolment and a similar effect can be expected with the launching of upper primary text books, foreseen under **SQOSES**. Another positive development in Somaliland has been an increase in girls’ enrolment in primary schools, which may in part reflect the efforts of UNESCO and UNICEF in promoting girl’s education.

In relation to the primary education projects and especially concerning curriculum development and teacher training, there have, in the past, been missed opportunities for peace and civic education and environmental education. There will, however, be elements of peace education in the new curricula. There is a potential broad impact of primary education projects, due to the interaction with a large segment of the population: teachers, children parents, community education committees and with potential positive effects on health and civic behavior.

It has, in particular, been difficult to measure the impact of activities carried out by the **Civic Education Project** in Somalia, since expected results are often non-tangible and in the form of changing attitudes. This is aggravated by the fact that there was no baseline survey or any kind of opinion or attitude survey carried out at the time the project started. Nevertheless, there are positive signs and indications, according to community development workers interviewed by the evaluation team, such as women starting to become more active in “local” peace resolution and children receiving better treatment.

There is, in addition, an increasing awareness of issues such as HIV/AIDS and FGM. Community workers trained by the project tell of changing attitudes, being detected by the discussions following the radio dramas and the kind of questions asked in discussion groups. There are many positive signs indicating that community groups, including women’s groups, have become more articulate in promoting their interests and in discussing various

development issues. Other important developments have been that communities started to organize themselves to take a lead in the provision of community social services, village elections and the increased participation of women in community affairs. It is however difficult to find out to which extent these changes can be attributed to the Civic Education project.

For this, it would have been necessary to have undertaken attitude surveys and socio-economic studies at the time the project started and ended and before and after important broadcasts. It should also have been possible to compare changes of community groups being supported by the project and those who were not (control groups). There is neither any information about the percentage of the Somali population or the number of Somalis, which have been reached by the broadcasts.

With all the staff at the disposal of the project in Somalia, in the view of the evaluation team, it should have been possible to make more quantitative and qualitative impact surveys. Nevertheless there are lessons learned such as, that in order to have an impact on changing attitudes for peace and development, it is more efficient to work through indigenous agents.

The impact of the **Regional Environment Education** Project on the environment or the health of the target population is, likewise, difficult to assess and the project has not really been trying to address this issue or carried out impact assessments. Impact of the project on the environment, is furthermore difficult to evaluate because of, with the exception of Zambia, the absence of baseline data. There is an indication however that the reforestation activities in the two Zambian refugee camps have had limited impact because of the scarcity of water.

The impact of any training is also diminished by constant influx of new refugees, who have not been trained in environment education. Furthermore, the monitoring system introduced in Ethiopia and Djibouti was complicated and not really adhered to.

The DRC **Emergency education project** in Goma has had a definite impact and contributed to the enrolment of thousands of displaced or refugee children. In Bukavu the impact has been less due to the absence of a strategic partner to complement the TEP and teacher training with actual school enrolment programmes. The mission was informed that UNICEF was awaiting an official request from UNESCO-PEER in this respect.

Generally, there has been a big focus of PEER projects on training trainers and extension officers. As to the impact of the actual training of beneficiaries there is not a lot of information available and there is a need for more monitoring and follow-up. Not much has been done to evaluate the impact of any training provided, in terms of changing attitudes and increased awareness of the environment education project.

As mentioned above, **needs are enormous** and this is in particular true in Somalia, where there is little internal financing available for any development oriented activity. The funding from the UN system of about US\$ 40 million per year is inadequate and is having **limited impact** on the economy or as concerns delivery of social services. Less than 20 per cent of all children go to school. The limited resources available make the argument for effectiveness, both in terms of results and in relation to cost, highly relevant.

For higher impact, in the long term, UNESCO-PEER needs to concentrate more on building up capacities of local actors or communities to provide services, such as education or training. This policy is being followed in the Civic and Peace Education projects and those promoting Technical and Vocational Education (TVE). However it has to a much less extent been followed in Basic Education for Repatriation in Djibouti.

Furthermore, there has to be more attention to needs assessment, in collaboration with stakeholders. According to many observers, PEER has adopted a top-down rather than bottom-up approach. More emphasis needs to be put on project planning, the identification of core issues, capacities of potential partners and, maybe even more so, on the involvement of local partners in project implementation. The latter would, in addition to impact, contribute to locally adapted and more relevant material and local capacity building leading to improved sustainability.

5.4 Effectiveness

Here we will try to analyze the extent to which objectives have been achieved, from the perspective of major individual projects. The projects have also produced many tangible outputs, such as training manuals and modules. A list of the material produced by PEER over the last ten years is given in Annex F.

Textbook Provision, Pre-service Teacher Training, Assessment and Certification for Primary Education (CEPPES) - Somalia

The project has attained the objectives assigned to PEER of printing and distributing the textbooks for the lower primary. The books are available countrywide on a ratio of two pupils per book and although access has sometimes been a problem, this has been overcome. The distribution of textbooks took several months, a lot longer than originally envisaged (one month) and demanded a lot of attention of project managers and staff. Enrolment has been higher than expected and stocks are now exhausted, and so, even though the quantities delivered have been considerably larger than envisaged, there is now a need to replenish the books

As concerns the development (writing, printing and distribution) of upper primary textbooks, the objective has not been achieved so far and there are still no such text books in Somalia even though the Dutch Government contributed an additional amount of US\$ 246 000 in 2002, to be used to finalize Grade 5 and 6 textbooks and make Grade 5 textbooks ready for printing. Originally, Grade 5 textbooks were supposed to be available in August 2000, later on rescheduled for mid 2002 and subsequently for September 2003. The textbooks were still not out by the time of the evaluation. The non-availability of 5th grade textbooks is considered to be a cause for dropout in upper primary education. Due to the delay in the development of upper primary textbooks the task of developing teacher guides, also envisioned under the CEPPES project, could not be completed.

Although two were foreseen, the establishment of only one teacher training college was possible and subsequently assisted by UNESCO. The college is located in Hargeisa, Somaliland, and the project has developed curricula and has trained and contributed to the salaries of tutors. More students, than originally envisaged, have been trained under the

normal programme. In addition, 160 students, of whom 30 are women, have completed a two year adapted programme combining secondary education and teacher training. The contribution of UNESCO PEER was instrumental in getting the college off its feet and has been used for salaries of teachers, capacity building of staff, computers, a generator and purchase of books.

The expansion of SOMULU (a distance teacher training programme) has not been achieved as envisaged, mainly because this was supposed to take place through the services of the teacher training institutes. As mentioned above, only one of two training institutes started and this institute was already overburdened by a variety of tasks and limited resources.

The follow-up project **SQOSES or CEPPEs II**, with the objective of finalizing the upper primary textbooks was initiated in 2003. This project is being supported by the EC in the form of a contribution of 1,25 million euros. This has not availed enough and PEER has been forced to solicit additional funding in order to finalize the task assigned to it. The British Government has indicated its willingness to contribute.

The first version of the upper primary textbooks developed by PEER was rejected by the Education Committee of the SACB for the reason of an inadequate quality and UNESCO's partners have contested the competence of the consultants used. As a result of UNESCO's incapacity to deliver, the credibility of UNESCO has been severely damaged.

As mentioned above, UNESCO has presented many deadlines and is now asked to deliver promptly. The 5th grade textbooks had lately been scheduled for September 2003 and many partners expressed their disapproval with UNESCO's announcing, at a very late stage, that this was not going to be the case and that there were no funds to develop grade 6. It was estimated, at the time of the evaluation mission, that an additional US\$ 1,7 million was needed to finish the task assigned in relation to the upper primary textbooks.

Various agencies active on the SACB Education Committee manifest a willingness to assist with fundraising or the secondment of staff. The development of primary textbooks for the upper grades is presently the top priority of this Committee. The need to speed up upper primary materials development was already pointed out by an external evaluation consultant, Syong'oh in her evaluation report, of the UNESCO CEPPEs project, of August 2000.

The upper primary textbooks are now in the process of being redrafted, with the 5th grade textbooks almost finalized. It was hoped that they would have been printed by the end of 2003. The 6th grade textbooks are also under preparation and now scheduled to appear in early 2004.

Another objective of CEPPEs, which has also been carried over into SQOSES is the *establishment of assessment and certification services and grade 8 examinations. Capacities are still very weak* and there is a need for outside support to carry out the services. This has been an objective in each of the CEPPEs phases, but there has not been much development so far in terms of internal capacity development.

Regarding assessment and certification, it seems to have been an over-ambitious objective to have fully operational units operational by the end of the CEPPEs project. The final, external, evaluation of CEPPEs indicated that the units established were too weak to be effective

operationally. The units have, however, assisted the Ministries with the conduct of grade 8 examinations and the issuance of certificates.

Furthermore, the harmonization of educational policies in Somalia ended up being a not very realistic objective, given the political situation and was dropped. As noted above, teacher manuals for upper primary are also missing.

Finally, there is an activity of SQOSES, also started under CEPPEPES, to build capacity of the staff of the Ministries of Education and the Curriculum Development Centres. The evaluation did not find much trace of any ongoing support, with the exception of core funding. These institutions still seem to be very weak and with few capacities to undertake any substantial work. In fact, the Curriculum Development Centre (CDC) in Hargeisa was not being used in the ongoing activity to develop upper primary textbooks. There are neither any memoranda of understanding with MOE of what is the objective of the support to the CDC. The collaboration is more based on a “mutual understanding”.

The evaluation team notices that there has been no interaction with the Section for Primary Education at UNESCO Headquarters. One of the problems related to the development of primary textbooks for Somalia has been the difficulty of finding qualified textbook writers and editors and teacher trainers. This section has a roster of relevant experts (as does the IBE). Another problem was that the textbooks produced under CEPPEPES were submitted to the SACB, where they were not approved for reasons of quality. It would have been an advantage if there had been an internal quality control before sharing the products with other donors; the Education Sector could have assisted with this.

Furthermore, the textbook writers have lacked examples of good textbooks from neighboring countries and it would have been possible to get advice on how to obtain these. Instead we have had a situation of no communication with Headquarters on the process of textbook development, no search for advice or guidance and no sharing of drafts, -for materials produced in UNESCO’s name. There are, in addition, generic materials developed by UNESCO HQ which could have been used in PEER projects: for instance, training manuals for teachers and guides for curriculum development. For more effective extra-budgetary project implementation, increased use has to be made of all of UNESCO’s competence, resources and experience.

Civic and Peace Education in Somalia

The project has been training community groups to promote peace and development initiatives. The target was set on supporting 120 such groups but this seems far from having been achieved, project staff mentions 20 such groups. The groups visited by the evaluators seem able to advocate civic and life education issues, such as non-violence, gender, prevention of FGM, HIV/AIDS etc.

As regards the radio programme the project trained 8 people, who were all able to find related employment once the project ended. Although the use of actors from other areas of Somalia than where the drama was being broadcasted has been contested, there are indications that the dramas were popular and listened to and that they managed to sensitize the population on various important issues.

It is, however, difficult to evaluate the effectiveness of this project since the objectives are vague and not really measurable. Beyond doubt it is always difficult to measure the effectiveness of civic education but, in this case, as objectives are stated in terms of activities “to broaden and deepen the process of consultation” and with a total absence of targets and indicators, it is almost impossible.

The objective related to the development of a national communication policy has not been attained and naturally so, in the light of the political situation, but the project could have had a more active collaboration with Ministries of Information in different parts of Somalia. The Ministry of Information in Hargeisa, which was visited by the evaluation mission, seems well worth supporting, to enable it to play an efficient role in civic and peace education.

Rehabilitation of the Education Sector, Nugal Region, Somalia

Through this project, 14 primary schools in Puntland have been supported. 69 teachers have gone through UNESCO PEER in-service training and several hundred teachers have participated in the distance education programme (SOMULU). The major objectives were related to quality education provision and there was positive progress in this regard. Teachers were, furthermore, trained in assessment skills, resulting in regular monthly tests and annual examinations in each school. The project was also involved in physical rehabilitation of buildings.

Technical and vocational education

The project has been developing curricula, assessment guides and reference material for vocational training centers. In all, 56 centers were invited to send instructors for training. 142 instructors were trained in 2-week workshops and 46 managers in 5-day workshops. There is a high degree of satisfaction with the training received.

In the case of a youth organization in Hargeisa, Havoyoco, 7 trainers have trained 192 students and 70 per cent of these have found a job or self-employment. Funds have been solicited from Italy through the CAP appeal. Syllabus is being developed for three levels and two levels have already been developed, in the form of 11 instructor guides and 5 assessment criteria guides.

Effectiveness is difficult to assess because the objectives of the project were rather vague and unquantified. However, we could say that the project was not fully effective because the draft assessment criteria were not finalized and syllabi were only developed for 5 trades at level III. Moreover, the evaluation found that the syllabi had not been distributed in Puntland. (They were piled up in the PEER office, waiting for distribution.)

The pilot project – **Basic and Vocational Training for Demobilisation of Youth in Somalia** has been successful in that 85 per cent of the militia are estimated to have gone back to a normal life. The “broad” objective of reintegration of ex-militia into the civil society can be said to have been met, although no quantitative target was established. As to “project-specific” objectives, these have been formulated in terms of activities and there is no information on the impact or result of these activities.

It has been a good approach to provide vocational skills through enterprise-based training. Youth needed to disarm (hand in a gun) in order to participate. It was also a good approach to work with existing training centers and to carry out continuous assessment tests.

UNESCO Programme, Djibouti

PEER manages refugee primary education in Djibouti on behalf of UNHCR, who reports that it is very pleased with PEER's basic education activities. Every year the number of enrolled refugee students increases, especially girls due to the distribution of incentives (cooking oil) based on their attendance. There is still, however, an estimated 400 children not going to school. The partner, the NGO AMDA, working in the health sector, has noticed the excellent quality of students graduating from the schools who commence work for them as medical staff or translators. There were, at the same time, doubts expressed by UNHCR concerning the effectiveness of the environmental education programme

Environmental Education– Regional Programme

The project started in Kenya and Ethiopia with the objective of developing formal environmental education material, such as teacher guides and supplementary textbooks. The approach was to integrate environmental education into all curricula. Monitoring showed that teachers had difficulties in applying this, that the material was not used in an optimal manner and that teachers preferred teaching environmental education as a separate subject. Ethiopian and Kenyan teachers were trained under the project and training material was developed.

In Sudan and Zambia a non-formal approach was designed. Eco-clubs have been established and specific material developed to support trainers, teachers and community workers. In Sudan the programme went beyond refugee camps and also targeted the local communities.

As the over-riding objective of the project was to service UNHCR Country Offices in the implementation of education projects, it is quite difficult to evaluate. There has, at times, been confusion as to what UNESCO's responsibility was and where its responsibility started or ended. Furthermore, in the view of the staff of UNESCO PEER, they were not always allowed to bring activities to full completion.

There are specific objectives specified in the project document but these are often vague and formulated more in terms of activities than objectives: "develop", "train", "establish" or "identify". Outputs have been more specific, for instance "Good environmental awareness raising material will be developed". The attainment of a very general objective type "reduce current level of environment degradation" is very difficult to verify.

The final reports provide more information on outputs in terms of number of people trained or books produced than on the actual impact on the environment. Indications are that the effectiveness has been reduced because the level of teachers and trainers were too low to use the material in an appropriate manner. What has also been lacking was an incentive for teachers and trainers to actually deliver the training/teaching. For instance, master trainers were not given allowances to train teachers or community workers.

The Zambia sub-project foresaw the elaboration of 7 thematic manuals. So far only three themes have been finalized and they are of varying quality. Furthermore, the quantity of the teacher guides distributed is highly insufficient, which means that some teachers have not received the necessary support to run the Eco-clubs or to attempt to integrate environmental education into the curricula. Moreover, the teachers considered their training too short and that they had not acquired the necessary capacities. Finally, the number of teachers trained range from 18 to 32 per cent of the teachers in the camps, which means that some teachers teach environmental education without any training.

Not all the outputs foreseen in the Agreements between UNHCR and UNESCO have been delivered. Examples of products not delivered by PEER are: Policy Guidelines, Draft Generic Environmental Education School Based Package and a Handbook to assist refugee teachers in teaching environment education.

Raising environmental awareness among refugee and local communities in Eastern Sudan

The project was effective in that posters were produced and trainers trained. The posters were attractive, simple and well received. They were also well used, according to most respondents interviewed. Schools and teachers have benefited in surplus of the original targeted refugee and local communities, indicating that the materials have been used to maximum effect. The government was very happy with the project and has been strongly supporting it.

Education in the Conflict areas of the GLR

The project has achieved the results foreseen in relation to the development of teachers' guides and manuals.

5.5 Efficiency

Here we will discuss how economically resources/inputs put at the disposal of the project have been used.

The evaluation team recognizes that a Programme like PEER, due to its field of intervention in emergency and post-conflict situations, operates in a most difficult and complex environment and that the efficiency of planned projects and interventions is *inadvertently* reduced as compared to projects working in "normal" conditions. It is actually normal and foreseeable that activities are delayed, costs are increased and impact is reduced due to limited access, among other things.

This has various implications on programme delivery and demands specific skills to deal with logistic, social, political and often ethical issues. Project implementation has to be flexible and solutions found when areas become restricted for UN staff and no monitoring or other visits of staff based in Nairobi are possible. In the past, the implementation of activities has often been forced to shift from Somalia to Kenya, causing increased costs and delays.

This does not mean, however, that there should not be a permanent quest for an efficient use of the means put at the disposal of the programme. It is also obvious that there is a need for flexible planning and that there has to be a careful analysis, when formulating the project, as to what the project can realistically be expected to do. Interventions in areas of frequent insecurity, moreover, often have to rely on local partners for implementation and continuity. Pre-project assessment should thus also tackle the availability of suitable partner organizations and analyze and present risks and assumptions.

Another issue is the existence of “clans” and different authorities, in places as Somalia, which means consultations with, and often the need for approval from, many groups of stakeholders and the need to adapt outputs such as books and documents to more than one language. This is both costly and time consuming and both the CEPPEPES and SQOSES project have suffered from this. The writing of textbooks in Somalia has been complex due to the number of languages involved and difficulties in finding qualified experts with a command of the concerned languages: expatriate and Somali consultants involved have needed translations from Somali or Arabic to English and vice versa.

The fact that we have three Somali “nations” with differences and sensitivities regarding vocabulary, accents and political views have had an impact on the countrywide acceptance of the outputs produced by various projects. This has been the case for primary textbooks produced under CEPPEPES and for the radio programmes produced under the Civic Education project. This has often resulted in additional adaptations and resulted in increasing costs and delays.

It should be noted that the added work and effort going into developing curricula that are sensitive to the political environment can be positive in that it improves the sustainability, relevance and impact of the project. Clan sensitivities sometimes mean, however, that the selection of people to participate in various events organized by a PEER project is based not only on competence criteria.

Most of the activities of the CEPPEPES project have been behind schedule. This was sometimes due to delays of other actors, such as the finalization of the lower primary textbooks by UNICEF, which created a bottleneck for printing and distribution. It is more difficult to find excuses for the delay in the major component of developing the upper primary text books, where there seem to have been a certain absence of professionalism, on behalf of UNESCO-PEER.

The development of the text books for upper primary textbooks seems severely hampered by the non-availability of reference material, such as textbooks from neighboring countries, theoretical books on methodology, Somali dictionaries, atlases, general social studies reference material, reports and data from UN agencies.

Furthermore, it seems as if the writers are working in isolation and there is little involvement of practicing teachers or knowledge of the actual situation, including resource endowment of schools. Neither the local administration of this activity nor the team of consultants seems optimal. There seems to be a case for delegation of authority to the SQOSES/PEER Hargeisa Office as concerns contract-negotiation with Somali nationals and re-imburement of costs.

Regarding the Civic Education project, the high frequency of radios in Somalia means that the use of this medium to promote development messages seems efficient. At the same time it

appears that, in view of the curricula development and teacher training activities taking place under CEPPEPES, this project could also have been used in a more optimal manner for civic and peace education.

The implementation of the environmental education sub-project in Zambia has, on the other hand, suffered from the rejection of the UNHCR Zambian office, who has not felt consulted by UNHCR HQ or the PEER project. This rejection has been manifested by UNHCR having failed to include the project in the annual budget for 2001, not allocating resources in 2002, and using the funds allocated for 2003, for other purposes. As a result the project suffered from a 7-month delay in 2001. The Zambian UNHCR office defends its attitude by a perceived lack of transparency and communication on behalf of PEER and an inefficient project execution.

The environmental education programme is today covering 7 countries through two experts/consultants. In our view, it does not have the operational capacities or field presence needed to efficiently implement activities in the different countries and there is a need for strategically located implementation partners.

The efficiency of many PEER projects has been reduced by the one year funding cycles of the UN Consolidated Appeals Processes (NATCAPS)) and of many donors, since most education activities require a time frame longer than one year. Even though a number of projects have been renewed for several years, there have often been funding gaps, which disturb or halt the implementation of activities. Another negative effect has been that PEER project staff, often on SSA contracts, have found themselves to be without salaries for 3-4 month periods.

PEER, it can be argued, lacks the financial reserves needed to maintain continuity and absorb unexpected increases in costs. The other side of the argument is that the planning and design of PEER projects should take the one year funding cycles into consideration and that project funding, in view of the relatively large sizes of the projects, has been generous enough to allow for changes in implementation, which could have been expected.

5.6 Cost-effectiveness

CEPPES

The cost-effectiveness of the textbook development component of the CEPPEPES project seems low. The activity was ongoing since 2000 and there have not really been any results in terms of developed textbooks. Maybe it would have been more cost-effective to have subcontracted this activity to a professional textbook writing and publishing firm. Apparently, for a fee of about US\$ 30 000 per textbook, some of these firms can produce a final draft. Necessary collaboration with national writers can be imposed through the Terms of Reference for such an assignment.

Civic education

The civic education project did indeed sub-contract activities to the BBC, for the peace education programme. Given the lack of impact data, it is difficult to assess cost-effectiveness of this project. However, it is clear that the cost-effectiveness of this project could have been

improved by linkages and synergies with the primary education project active in developing curricula and training teachers. About one million US\$ was spent yearly between 2000 and 2002.

The radio drama recordings still exist. Some have lost their relevance but others are still pertinent and it would be possible to rebroadcast them for increased cost-effectiveness.

Environmental education

There has been criticism that the material developed for the Environmental Education project was not cost-effective, considering the nature of the programme and that the material could have been developed locally. These arguments refer mainly to the non-formal curricula developed for Sudan and Zambia. The production of the material took place in Kenya but it has been argued that artists and translators were available locally, and could have been used at less cost.

The need to use resource persons and trainers as well as printing facilities mainly from Nairobi was also questioned. Generally, UNESCO PEER is looked upon as a reliable but expensive implementation partner for UNHCR. This in view of its limited experience in environmental education and the results produced.

There has also been concern that very high quality material produced was not, for various reasons, appropriate in refugee environments. In addition there is often a need for duplication, which is normally done through photocopying, the high quality thus being lost.

The environmental ‘poster story’ is undoubtedly of high quality but has been very expensive to produce due to very high quality thick paper and artwork in many colors. In addition to being expensive, the flip charts also have the inconvenience of being voluminous and cumbersome to store and transport (they cannot be folded or rolled). In view of the fact that one story will be used a limited number of times in each community, hence the need to transport the material between or to different places, it would maybe have been better to have opted for a simpler, foldable or “rollable” model, which in addition would have been a lot cheaper. The books for the Zambia project were similarly developed at a high cost of more than US\$ 43 per copy. This must be considered as high, although some secondary effects in terms of capacity building have also been produced.

A positive development, on the other hand, has been that some non-formal material has also been used to supplement the formal curriculum, thus put to a secondary use. Similarly, in one camp in Sudan, the flip charts developed by PEER stimulated the community to develop their own locally produced flip charts to complement the PEER material.

The cost-effectiveness of the material developed under the regional environment education projects could have been increased if it would have been used, as reference, in Eritrea for the Project Emergency Educational Assistance for the Drought-affected and Displaced Children in Elementary Level Education.

Technical and vocational education

It has been a cost-effective approach to train trainers of trainers or instructors (Master Trainers), such as in “Technical and Vocational Education – Somalia” and to work with already established training institutions.

There seems to be a potential to use TVE material, developed for Somalia and subject to adaptations to local conditions, in other countries, for higher cost-effectiveness. Or, at least, the material could be used as references when similar material is developed elsewhere. This has not been the case in Eastern DRC.

The pilot demobilization project in Mogadishu trained 450 ex-militia in literacy and vocational skills using an enterprise-based training approach. The project had a budget of US\$ 442 550, which seems a lot in view of the objectives and activities of the project. The evaluation took note, however, of the fact that UNDP paid a similar amount (\$1000 per beneficiary) in another demobilization project.

Cost-effective approaches

It has been a cost-effective approach to have a project operating in a sub-region, such as is the case of the Environmental Education project and to have material developed for one country be adapted and used in other countries. There seems to be a case to further replicate the community awareness material developed. A similarly good initiative has been to have SOMOLU printed in French for the RDC.

5.7 Sustainability

Emergency assistance is provided to cater for needs in situations that often involve an immediate threat to peoples’ lives. Short-term solutions dominate and quick results are more important than lasting impact and sustainability. Disbursements need to be quick and efficiency is not the first criterion in acute emergencies. Contrary to development projects, action can precede planning. As such, project objectives are often more related to the delivery of services than establishing the capacities to do so. In addition, nobody wants a refugee situation to go on forever, so sustainability is often not an issue when designing initial refugee related projects.

The institutional sustainability issue thus merits to be looked upon from a specific angle in crisis or emergency situations, when projects are often not established to reinforce existing institutions but rather to provide a substitute or an alternative, in a short term or medium term perspective. Considering financial sustainability, this is also difficult as the economy is not functioning and projects are often working in environments where it is difficult to generate income to pay for services.

Due to the nature of the PEER Programme, it has been working in situations where government is not in a position to maintain or finance educational services. This has been the situation for Somalia and the DRC. As a result, it is the parents who take on a large part of the costs of primary education. As many families do not have enough money to send all their children to school, education for girls is often neglected. Can one talk about financial

sustainability in these instances, when school fees are being paid by parents but access to schooling is severely constrained by poverty?

Rehabilitation of Nugal education sector

At the same time, in the absence of a government administration and national financing for education sector programmes, the promotion of a concept of community participation and ownership of primary schools, for instance in the Nugal education rehabilitation project seems logical and correct. This was a PEER project, where a sustainable school system was clearly targeted and there was a deliberate effort to ensure the long-term sustainability of the activities and structures established. One such measure was that the school subsidy, by the project, was gradually decreased.

Another measure was to provide a general school subsidy rather than pay teachers' salaries, with the aim of having the communities, through Community Education Committees (CECs), become responsible for the salaries, with revenues raised through school fees and Income Generating Activities (IGAs). A positive development has been that parents have been willing to pay higher school fees, when there has been a perceived increase in the quality of the education provided. This increase in quality has mainly been due to the provision of lower primary textbooks. At the same time an evaluation of the project (Syong'oh 2000) shows that the extension of school subsidies contributed to an over-statement of enrolment.

As to the sustainability of the IGAs, it is too early to see any direct results. It would be a good idea for PEER to monitor and report on the viability of the IGAs. The CECs put in place to manage these, have been found to suffer due to a low level of education of their members or lack of financial resources. This is particularly true in rural areas where levels of education and income generating capacities are weak.

CEPPES and SQOSES

Due to the absence of government, PEER has often had a legitimate case for taking on operational activities, such as in the case of CEPPES and SQOSES. There are many reasons for this; time has been one factor: age groups are already feared to be "lost" in terms of education and there is urgency to save what can be saved. Still, it seems as if learning opportunities have been lost and that there could have been more involvement of local actors and strengthening of local institutions, or whatever fragments of them exist. This is not only to promote sustainability but also ownership and relevance.

This has somewhat been rectified in the SQOSES project document, which puts emphasis on capacity building of the Somaliland Teacher Education Project, the Curriculum Development Center, Examination and Assessment Services and other areas of the Ministry of Education. However, it is not certain how this competence development will actually take place. Another result envisaged by SQOSES is a policy on book provision to address sustainability. This is not an easy task. It is relatively easy to formulate a policy, but to have it become operationalised seems to be the bigger challenge. In any case it will not be possible to verify this by the end of the 12-month project.

As in the CEPPEP project, the printing of textbooks for the SQOSES project will be done in Nairobi. No progress is being made to develop Somali capacities for textbook printing even though this was a major recommendation of the final evaluation of CEPPEP.

We also notice the difficulty in developing a institutional sustainability of the Education Development Centers, supported by UNESCO which still have not always found their place in the education sector nor able to provide sustainable services. In the case of Garowe, however, the EDC has substantially facilitated the rehabilitation and strengthening of the educational sector. This EDC is used for teacher training, production of learning materials and preparation of examinations and certificates.

As mentioned above, the UNESCO CEPPEP project (as well as the civic education project) has had rather an operational than advisory role in Somalia. In view of the absence of government and institutions in many parts of Somalia, there could have been more focus on competence and capacity development and strengthening of existing structures, for instance in Somaliland and Puntland. At the same time, in the absence of indigenous structures it is difficult to promote sustainability of activities at central levels such as planning.

In order to develop and maintain educational services, external assistance will be necessary for the foreseeable future. However, zones which are relatively stable and which have government authorities in place, should be encouraged to collaborate with communities and assume the responsibility for educational institutions and services and to coordinate the forthcoming assistance.

PEER has established a Center for Educational Assessment Services (CEAS), which is housed within the PEER Office in Nairobi, with the mandate to assess and certify education in difficult circumstances. The Center has promoted the establishment of certification and assessment units in three locations in Somalia. The sustainability of all these centers, which are mainly functioning on extra-budgetary funding, is uncertain and there seems to be a need for a sustainability strategy.

Civic and peace education

Another problem has been that the structures “parachuted” into Somalia, like the Peace Resource Centers, have been found not to be sustainable and maybe it would have been better to have emphasized the strengthening of local institutions and NGOs instead.

The Civic Education project in Somalia established and supported as many as 8 Peace Resource Centers in Somalia. These were manned with UNESCO national consultants. Little attention was given to sustainability issues or how these centers were to continue once the project ended and these centers are now being closed. Some IGAs were initiated but were neither sustainable.

The project worked closely with a relatively large number of youth and women’s community groups and provided them with tools and methods for awareness raising. These groups have developed capacities in this respect and these capacities remain and are being used even if the project has come to an end. Generally speaking, however, these community groups are not strong enough to continue to promote civic education activities in a professional or semi-professional manner.

We wonder if the project couldn't have chosen a middle way and that instead of supporting project-managed Peace Resource Centers and several community groups, the approach could have been on promoting community centers, established by the communities themselves and provided with capacity building through the project. In the way they were set up, the Peace Resource Centers functioned more as project offices than resource centers. There was an idea to transfer the PRCs into Peace and Development Resource Centers functioning as Community Based Organizations, but this never materialized.

The project could also have given more attention to the development of capacities to train and facilitate awareness raising activities, literacy training and skills development at the community level as well as capacities to develop their own civic education and life-skills material. A similar programme developed by the Asia/Pacific Cultural Centre for UNESCO (ACCU) could serve as a good example. We strongly recommend the "Handbook for Non-Formal Adult Education Facilitators" to be used in PEER programmes where capacity building of communities is an objective. ACCU has also developed a Management Handbook for Community Learning Centers.

Probably the sustainability of the project would have been increased with the designation of a lead organization (for each one of the three "Somalis"), which could have been groomed to take over functions of the project and develop a roster of local Master Trainers. Another possible option would have been to collaborate with and develop capacities of 'Ministries of Information'.

The project was recently evaluated by the EC. The evaluation raises some valid points and mainly about the lack of sustainability. The EC confirms that they would have liked to have seen more competence development in the second phase. The evaluation also stressed that as the broadcasts were produced in Nairobi by international experts, the opportunity for capacity building through on-the job training in script writing or production was lost.

Today the project funding has come to an end and the Peace Resource Centers have been closed. UNESCO PEER has received new funding from the Italian Government but the EC is not likely to continue its support. It is obvious that the project was not designed with sustainability in mind.

Environmental education – Regional project

Through the Environmental education project UNESCO PEER has been training teachers, trainers, community workers etc. There has often not been any choice for this due to the absence of local training institutions or master trainers. The negative aspect of this has been that the training is limited to the duration of the project and that there is no sustainability or continuity of training activities.

In the case of the Environment Education project in Kenya, activities stopped with the departure of trained teachers and as the project ended there was no new training of trainers. An alternative approach was possible in Ethiopia, where the staff of two teacher training institutes were trained to train teachers in environmental education. This is an approach, which could be further developed in cooperation with ICBA.

Other projects

Sustainability in materials production of the **Vocational training** project has not been an issue as the objective has not been to develop national capacities in this area.

The sustainability of the **Emergency education project in the DRC** suffers from inadequate funding of school programmes. Only about 10 per cent of the teachers trained by PEER's partner, the Norwegian Refugee Council in Goma, are integrated into the formal school system, due to the absence of Government funding for teachers' salaries. In Bukavu, UNESCO was not able to find a strategic partner and although teachers have been trained and manuals distributed, no classes have been started.

As far as the project in **Non-formal Education in Burundi** is concerned, the material developed after the civil war for adult literacy programmes was of high quality and is still being used by all institutions involved in adult literacy. As concerns the micro enterprise projects developed for women, these have, as a rule, not been viable and the credit programme has failed (women have not been paying their dues). This seems to be partly due to the very limited monitoring done by the government agency responsible for managing the credit fund. The consequence has been that it has not been possible to extend the credit programme to new women's groups or to new regions.

Concluding remarks - sustainability

In view of the development focus of the projects more attention could have been given to sustainability issues and capacity development. This is equally important in order to ensure the continued relevance and interest of the material presented to communities and, of course, in order to bring about a sense of ownership.

For each project there should be sustainability or an exit strategy, which should be formulated with local partners. The participation and commitment of local partnership organizations is vital for sustainability and it is important that there is a mutual understanding of the objectives of a project and the roles foreseen in the short and long run for each partner. A Memorandum of Understanding (MOU) with authorities and NGOs, elaborated in the design phase of a project, could be useful in this respect. A good initiative has been the MOU worked out with the MOE of Somaliland.

Regarding management structures, PEER should avoid setting up structures or offices, which are not suitable for one year funding cycles and which have proved not to be sustainable.

5.8 Innovation, Benchmarks and Replicability

The PEER Programme has beyond any doubt been an innovative programme and many PEER initiatives have become common practices of other agencies. The development of the Teacher Emergency Package (TEP), also referred to as the "School in the Box" is widely attributed to UNESCO-PEER. This "tool" has been adopted and adapted by some other development agencies and in particular by UNICEF, as a response for emergency education. TEP has its

limitations, however, and has not proved to provide the solution to “un-normal” situations lasting more than six months. Most emergency or post-conflict situations have a tendency to last longer than this.

Most of the PEER projects have started in Somalia. As a result most of the outputs, such as manuals and training programmes, have been developed for this “market”. The competence and material developed are, however, put into use in other countries. One example is vocational education, where the experience gained is now transferred to the Great Lakes Region and the DRC.

There are also cases of internal replicability. As an example, for the environmental education project, the Somali version of Ethiopian material has been printed and used in Djibouti for refugees. As mentioned above, however, there is a case for increased use of PEER developed material, as reference material, in other PEER projects and within other UNESCO programmes.

UNESCO-PEER has not developed any benchmarks or guidelines for schooling. One notices certain unwritten but nevertheless accepted standards in Somalia (as in other poor countries), such as a text book for two students and 60 to 70 or even 80-100 students in a class. Standards do not have the same meaning in a context where schools are run by the community as in situations where a government or other provider has to make decisions on teacher recruitment and other resourcing issues. Can we have any norms in abnormal circumstances, characterized by needs and rights, which are not catered for?

It is obvious to the evaluation mission that the main reason for the lack of quality education in the region covered by PEER is not the non-adherence to standards but the enormity of the needs and the related tasks in relation to the resources available. The advocacy role of UNESCO is very important in this respect.

At the same time, it should not be forgotten that UNESCO has a perceived function in standard setting actions and that a programme such as PEER could have given more attention to benchmarking and establishing standards for education in crisis and post-conflict situations. PEER could also provide guidance on lessons learned and intellectual leadership about the effectiveness of preventative strategies such as culture, human rights, peace or civic education and HIV/AIDS prevention.

Some agencies, such as UNICEF, have developed “guidelines” which can be considered when programming in unstable situations. UNHCR revised their guidelines for refugee education in 2003. The Inter-agency Network for Education in Emergencies (INEE) is facilitating a consultative process aiming at “minimum standards” or guidelines for emergency education. This is a worthwhile initiative, in which PEER is participating.

In practice, emergency education can often be characterized by the lack of quality standards: 50, 100 or more students in a class, unqualified and untrained teachers, teacher-centered learning, inadequate numbers of text books, lack of equipment, insufficient or non-existent class rooms and schools, psychosocial and protection needs (particularly for girls) no budgets for education other than development assistance programmes and often no central educational planning system.

The emergency education pilot project in Eritrea, working in three regions, is likely to serve as a benchmark and contribute to the revision of the curriculum in other regions and in the whole country. Of particular interest is the special enriched syllabus of environmental and peace education for drought-affected populations with very limited educational infrastructure. This material could also be of interest to the PEER Regional Environment Education Programme.

5.9 Gender issues and attention to vulnerable groups

PEER should be given credit in being a gender-sensitized programme. Generally, the PEER projects examined have given attention to gender issues and, particularly in the SQOSES project document, gender issues have been mainstreamed. The SQOSES project document has an activity related to sensitization for increased girls' enrolment, to be carried out in collaboration with the REOs. We are doubtful, however, that this will be an efficient channel and it is not clear how this task will be carried out.

The Project aiming at the Rehabilitation of the Educational Sector in Nugal has given specific attention to constraints facing orphans and children of Female Headed Households.

In spite of the sincere efforts of UNESCO-PEER and other donors, girl students and women teachers remain severely under-represented in Somalia. Only 12 per cent of teachers and 23 per cent of members of CECs are women and, maybe even more importantly, only 30 per cent of students are girls. Girls have to work in the home or at the market place and parents feel that girls are less worth the investment in terms of school fees. The solutions put forward for promoting girls education are usually lower fees, incentives, female teachers, flexible time tables and calendars and appropriate sanitary school facilities. PEER could become more active in monitoring the implementation of such policies.

PEER has made an effort to promote more women in CECs and although this has been met with resistance, progress is being made. The Teacher's Training Institute in Hargeisa has made a commendable effort to encourage the training of women, who do not have to pay fees.

The Civic Education project has contributed to women becoming more active in community affairs and communities have been sensitized about various gender issues. However, PEER has not always been successful in promoting the participation of women and the low rate of women members in environmental clubs has been noticeable. On the other hand, the refugee education programme in Djibouti has showed steady progress towards gender parity and there are handouts to girls every month as an incentive to send them to school.

Formerly, the TVE project, with the exception of garment making and agriculture, has been promoting training in male-dominated trades such as woodwork, metalwork and building construction. The training in the latter areas never had any women participating. It has now developed new areas, such as computer and secretarial skills, where women should be able to benefit and their participation encouraged.

There has, furthermore, been a sincere effort to make the preparation of primary school textbooks gender sensitive. UNICEF has had a gender expert provide assistance both at the lower and upper primary level. The team could not help notice, however, that all the Somali textbook writers presently involved in SQOSES were men. Furthermore, with the exception

of a woman in Garowe, there is no female programme staff of UNESCO PEER in the field, although a female teacher training expert is due to arrive shortly. The Administrative Officer in Nairobi is a woman.

It is obvious that the region and the situations of crisis or post-conflict pose specific challenges to gender mainstreaming. The view of the evaluation is that more attention could be given to these issues by the PEER Programme, in all projects and not just those targeting primary education. Furthermore, project reports should become more gender analytical and include information on how the participation of girls and women has been encouraged. More attention to gender is needed in projects promoting life and livelihood skills, including preventive health education and vocational training. Not to be forgotten are sports events, where PEER activities so far have been more directed towards boys than girls. The programme could also be more pro-active in recruiting female staff, experts and consultants.

6. Appropriateness of the Organizational and Administrative Framework

6.1 Location, staffing and coverage

UNESCO PEER is a fully decentralized programme and can be said to correspond to UNESCO's decentralization strategy, as far as this can be applied to a programme with only one international staff member. It is largely financed by Extra-budgetary funding, complemented by very limited Regular Programme funds.

It is based in Nairobi, because of the city's central location in the region of PEER's operation, associated logistic benefits and because Nairobi is a relatively safe place. Moreover, principal donor coordination and fundraising mechanisms for Somalia and Sudan are located in Nairobi, such as the UN Country Team for Somalia, the Somali Aid Coordination Body (SACB) and Operation Lifeline Sudan (UNICEF/OLS).

Addis Ababa, which presently hosts the UNESCO Cluster Office for Somalia does not have these advantages but on the other hand there is proximity to AU, NEPAD and ECA offices. Another disadvantage with operating out of Addis Ababa is that UN staff have to go through Nairobi for security briefings in order to travel to Somalia. Addis Ababa is also the Cluster Office for Eritrea, not very conducive due to the political tension which has been reigned between Ethiopia and Eritrea and has often resulted in the office organizing cluster meetings on a neutral ground, such as Djibouti.

The PEER office is located within the UNESCO Nairobi office but there is little integration in terms of activities implemented or administration. The collaboration with UNESCO Headquarters and BREDa and other UNESCO offices in the African region is also limited. The autonomous character of the PEER office is partly due to the fact that the geographical coverage of PEER does not follow that of any cluster office.

A decision to integrate PEER with UNESCO Nairobi was made after the departure, from Nairobi, of the last PEER Director, in 2001. PEER was to be placed under the leadership of the recently appointed Programme Specialist for Education, at the Nairobi Office. This transfer of PEER did not, however, materialize and it seems as if PEER, at this time won its battle for continued autonomy, which in its view was merited because of the specificity of the

programme. For some time PEER came under UNESCO Dar es Salaam, but with the departure of the Director about two years ago, the PEER Programme Coordinator became the Acting Head of the Programme.

UNESCO PEER is currently a programme working parallel with cluster offices and the respective roles and mandates are not totally clear: e.g. participation in NATCAPs and implementation of extra budgetary projects. In fact, PEER has operated very independently from cluster offices and there is a need for more coordination, collaboration and sharing of information. An exception has been the Burundi Office and a PEER Consultant who has been operating from the Bujumbura UNESCO Office whereas there was a somewhat conflictual relationship at the establishment of the UNESCO Office in Kigali.

We now have a situation where two UNESCO teams in Nairobi are involved with education in the Great Lakes Region and where formally UNESCO Addis Ababa, in addition to UNESCO PEER, has a mandate to undertake educational programmes in countries in the Horn of Africa. There is a danger of duplication and inefficient use of scarce resources.

The programme is heavily involved in Somalia, which is under the Addis Ababa cluster office but PEER has very limited interaction with this office. Since the education officer's post at the Addis Ababa Office has been vacant for two years, the situation is not dramatic and there are, at the moment, no apparent overlapping activities. However, there is a UNESCO communications advisor in Addis Ababa who is planning activities in Somalia (tele centers) and there will be a need for consultations and coordination with PEER.

At the same time, to have UNESCO PEER function as a technical education office for countries like Somalia and Djibouti and having UNESCO Addis Ababa assuming a more political role has led to confusion both inside and outside UNESCO.

We thus have a situation where, in addition to PEER, different UNESCO actors; cluster offices and divisions and sections at Headquarters, such as the Section for Support to Countries in Crisis and Reconstruction of the Education Sector are independently implementing activities in PEER's region and area of competence.

For instance in the RDC, PEER has provided assistance in the past and especially in Goma but the mission to elaborate the contribution of UNESCO in the reconstruction of the RDC has been confided to an inter-sectoral working group, headed by a senior education specialist at Headquarters and PEER's role seems marginal. One reason for PEER not taking more of a leadership position seems to be the absence of senior staff.

As regards countries presently hosting PEER activities, we find that they fall under five different cluster offices: Harare (Zambia), Nairobi (Rwanda and Burundi), Cairo (Sudan), Libreville (DRC) and Addis Ababa (Djibouti, Eritrea, Ethiopia and Somalia). In addition, some of these countries have national offices: Zambia, Burundi and Rwanda. However, the Lusaka, Bujumbura and Kigali offices are scheduled to be closed in 2004.

PEER has been without a Director for a period of about two years. The Officer in Charge is an Education Specialist at the P3 level, whose workload has substantially increased since the departure of the last PEER Director, in 2002. The only additional regular UNESCO staff member is the Administrative Officer (national staff). The bulk of the programme is handled by more than 40 consultants under SSA contracts. The number and level of posts seem

insufficient in relation to the size of the programme that PEER is implementing. The staff of the regional environmental project has been decreased from 6 to 2, yet they are supposed to handle 7 countries. The French-speaking consultant based in the RDC is supposed to handle 3 projects in 2 countries.

PEER has regularly requested funding from UNESCO HQ to cover the cost of their staff in the field, notably the staff members attached to Education Development Centers and to PEER offices in Somalia and Djibouti. The issue has usually been settled by letting PEER keep the administrative overheads of extra budgetary projects. For instance at the end of 2002, PEER received a FITOCA advance of US\$ 240 000 to cover its basic running costs. Regular Budget allocations were only US\$ 50 000 in 2002 and US\$ 39 000 for 2003 and donors, particularly UNHCR, are arguing that UNESCO should make matching contributions and show commitment to PEER projects.

This has been a situation of continual frustration. PEER has difficulties in understanding why there are only limited Regular Budget allocations to the programme and HQ has had difficulties in understanding why PEER hires staff or establishes offices when this has not been decided or approved by HQ. PEER, on the other hand, has found it difficult that HQ does not recognize their success in fundraising and argues that there must be matching grants from the Regular Budget to be used for administering projects.

Compared to other international agencies UNESCO (including UNESCO PEER) has a relatively small structure in the Horn of Africa and the Great Lakes Region. As a comparison, UNICEF Somali staff (all sectors) encompasses 227 people, out of which 60 are based in Nairobi. At times PEER has nevertheless been a large employer. In 2001, as an example, 75 PEER staff members were holding SSA contracts and hundreds more were employed from time to time on short term contracts.

The PEER Programme is to some extent run like a consultancy firm, with a large number of consultants financed through extra budgetary funding and being more a project management than an intellectual policy development agency.

For the cluster offices falling within PEER's geographical zone of operation, we find 7 established education posts for 2004-2005. For the whole of Africa there are 20. For the Natural Science Sector there are 13 posts in Africa, while Social and Human Sciences have 2, Culture 9 posts and Communication, equally 9 posts. This shows that the under-staffing of PEER is not an isolated or specific case.

6.2 Collaboration within UNESCO

PEER has today three "hats"; answering to the Education Sector, Africa Department and the Bureau of Field Coordination, but is not firmly anchored anywhere. The PEER Programme has always fought for and managed to keep its autonomy. Important and strategic decisions are mainly taken by PEER themselves, which means that delays are minimal and, except for budget allotments, PEER is not really constrained by UNESCO's organizational structure and decision-making procedures.

Technically the programme falls under the Education Sector. The consultant hired for the preparation of the CEPPEP project was financed by the Education Sector. This seems to have

been the extent of the involvement of the Education Sector in the CEPPEs project. The Section for Primary Education has, somewhat surprisingly, not been involved in the CEPPEs or the SQOSES projects.

There are obvious possibilities for interaction and mutual reinforcement between PEER's Regional Environment Education Programme and the Section for Science and Technology Education. The latter has done substantial activities in environment education and developed a series of 48 manuals for teachers, trainers, students, planners, etc that could have been used as reference material by PEER. The subjects covered by the manuals are related to, among other things, health, environmental sanitation, water conservation, hygiene, out of class activities, waste disposal, etc. This Section and other UNESCO sections have networks (consultants, national contact persons and NGOs), which PEER could have benefited from.

At the same time, sections at UNESCO Headquarters rarely call on PEER. It seems that the first reaction of a section at HQ, which intends to implement activities in a typical PEER country such as Somalia or the DRC, is to contact the cluster office and not the PEER Office, whose expertise, experience and mandate is not really known to a majority of HQ staff, including those of the Education Sector.

PEER has also made little use of the technical capacities of BRENDA, which in the opinion of PEER staff lacks (for them) relevant qualifications, is under-staffed and has little capacity to respond to any specific request. This is also the case as regards UNESCO Institutes such as IBE, despite its assigned role when it comes to capacity-building for curriculum development in Member States, with particular emphasis on conflict and post-conflict situations, HIV/AIDS prevention curricula and teaching/learning methods, which all fall under activities implemented by PEER. Also ICBA has activities, which could be considered as complementary to those of PEER. ICBA is situated about a one hour flight from Hargeisa but no attempt has been made to link it up with its Teacher Training Institute, supported by PEER.

To a certain extent the independence of PEER has backfired. Certainly, it has given it autonomy and flexibility, which it is argued, is necessary to work at an operational level in an emergency or post conflict situation. At the same time, the PEER Programme has no real ally and there is no ownership of PEER at the level of Headquarters.

This has resulted in a lack of legitimacy, which is manifested by a non-inclusion of the PEER Programme in the C/5s and nothing more than a rather symbolic allocation of regular programme funds. Not being firmly anchored anywhere, has also led to a situation with minimum monitoring and supervision by headquarters, This has led to complaints about lack of accountability and transparency.

6.3 Administration and management

In order to have a clear decision-making structure and minimum bureaucracy the evaluation is of the opinion that PEER or its successor should remain an education sector programme. This does not mean that there should be no collaboration with other sectors. Their expertise should be called upon when needed. We would, for instance, like to see findings of the research on the promotion of democracy and human rights used by PEER, and PEER generally adopting more of a social scientist approach.

The present management and organizational structure of PEER is project based and there is little collaboration between staff members of different projects. This is manifested by little interaction, sharing of information or outputs. This, the evaluation team has observed, leads to a sub-optimal resource allocation and inefficient use of the products developed.

PEER is a unique UNESCO programme in the sense that it has developed a rather substantial network on the ground. In Somalia, PEER offices were opened in 3 locations for the CEPPEP programme (continued under SQOSES) and the Civic Education programme established Peace Resource Centres in the different regions. Still the presence of PEER has always been felt to be weak; weak in comparison to UNICEF and weak when it came to the technical competence of its staff or the resources at its disposal. Field-based international staff have been more the exception than the rule and a skeleton of local staff have at times been kept in place without any firm commitment from UNESCO, with little supervision and lacking the capacities, directions and motivation to bring activities forward. A situation maintaining UNESCO PEER field offices with staff, but without substantial activities, management or supervision is to be avoided and has had a negative impact on UNESCO's reputation, according to our findings and evaluations carried out in the past.

The roles to be carried out by the different field and project coordinators and managers of PEER have neither always been clear or rational. Staff at UNESCO PEER Nairobi should constitute a resource base for the field personnel and provide guidance on technical and implementation issues. Today we have a situation with the SQOSES project where the project coordinator in the field has a higher level of expertise than the project manager in Nairobi.

Furthermore, the management structure of the Civic Education project has been cumbersome and suffered from lack of transparency. Many persons have been responsible for different aspects of the project but without clear designations of their responsibility. In addition, the overall responsibility of the project (Project Coordinator) had been assigned to the Regional Communication Advisor of UNESCO Nairobi, a P5, who in this case had to report to the Director of PEER and at a later stage to the Acting Head of PEER, who was a P3. There has also been, although for limited periods of time, an International Coordinator, assisted by a National Coordinator, who was based in Nairobi and a Technical Advisor. No wonder one of the donors, the EC, complained about there being too many people responsible and that they never really understood whom their counterpart was.

Another issue is related to the project providing assistance to Somali and Ethiopian refugees in Djibouti. This project has been mainly funded by UNHCR with supplements from UNESCO. The refugees are supposed to repatriate but many have decided to stay in the Djibouti camps, thus a need to continue the assistance. The continuation of funding will depend on how much longer UNHCR decides to support the refugees. It is a very useful and important but operational project, which in our opinion belongs to the (UNESCO) category that should be financed through extra-budgetary project funding. This is the same for the functioning of any office, established for the purpose of managing a project. If UNESCO wants to establish and finance a field office in Djibouti, such a decision should be taken at the UNESCO Headquarters. If UNESCO PEER is of the opinion that it is important to maintain activities and manage a project office in Djibouti, extra-budgetary funding should be solicited for this purpose. It is important that the position of UNESCO as concerns field and project offices is clarified with Djibouti authorities and the UNHCR..

Accountability and Reporting

Theoretically UNESCO PEER should be accountable to: the Education Sector; the Africa Department; and the Bureau of Field Coordination. However, no Management and Information System has been established for this accountability to be exercised. Having “a relationship” with three supervisory entities, without any clearly designated roles, has left a management vacuum and enabled PEER to maintain a very autonomous management.

Evaluations have generally not been used as a management tool and there is little reporting on results, management and the utilization of budgets, including support costs or FITOCA allocations.

As a rule, projects have been preparing quarterly and final reports. In these reports, there could generally have been a greater attention to reporting on what actually has been implemented during the quarter and on results and impact. Also lacking has been information on delays and the reasons for them.

Financial management

Allocations from the Regular Budget (RB) or FITOCA allocations are used to pay the running costs of the PEER office in Nairobi and four field offices (one in Djibouti and 3 in Somalia), including salaries of the minimum staff (manager, accountant, driver, and secretary). The average UNESCO RB funding has been around US\$ 80 000 to 200 000 per year. Experts and consultants attached to individual projects are paid for by extra-budgetary funding, which is by far the main source of income for PEER.

PEER has to a large extent maintained their autonomy by having its own administrative officer. It has resisted various attempts to adhere to UNESCO financial procedures by claiming that the nature of the programme does not permit them to do so. It is true that there is often an absence of banking institutions in areas where PEER operates and that there is a need for flexibility. In Somalia, for instance, the programme has been forced to work through cash facilitators or carry cash even though UNESCO rules do not allow this.

As regards UNESCO financial procedures, PEER has continually demonstrated an inability to adhere to them and, in spite of efforts from UNESCO central administrative services to alleviate procedures and provide guidance and training, the problem remains. A recurrent problem is large amounts on hold in suspense accounts.

According to PEER staff, it is at times, not possible to follow all the regulations and approval procedures for spending. In principle there have to be budget allotments before spending, but according to PEER it is not always possible to wait for allotments and there is de facto spending, once an agreement has been signed. The allotments are made at headquarters and can be a long process.

Another problem is that PEER is financed through extra budgetary funding, normally through one-year funding cycles and that there are sometimes gaps. When this happened for the Civic Education project, which had rented offices that held UNESCO PEER equipment, UNESCO

PEER paid the rent even though there was no allotment. UNESCO PEER argues that there was nothing else one could have done and that there was, after all, a signed agreement.

PEER staff argues that it needs flexibility, in the form of an autonomous unit and to be decentralized administratively and operationally to respond to conflict or crisis situations. , The rules are not followed for efficiency reasons. The long delays at headquarters to arrange for budget allotments would paralyze PEER and cause gaps in implementation that are not acceptable.

It is true that extra-budgetary funding for “emergency projects”, with generally only a one-year time-horizon is a major constraint for PEER – as for many other actors working in the same field. PEER needs, however, to adapt to these circumstances and avoid establishing field offices or offering experts two-year contracts, if there is no long-term commitment from the donor. Staff of extra-budgetary projects should not have longer contracts than the project itself. This makes, however, the recruitment of staff, both international and national, difficult and is one reason given for the Civic Education Project being without an international project coordinator for long periods of time.

The one-year funding cycle has a tendency to create gaps or delays with negative consequences for project implementation and project staff. PEER projects should be designed keeping these limitations in mind and if a high priority project needs a longer funding cycle this should, if possible, be negotiated with the donor. PEER should, on the other hand, avoid designing projects that cannot reach envisaged results within the period designated.

In this respect it was noted that the Somalia Consolidated Appeals Process (CAP) is an emergency framework but often being used for more long ranging and development oriented projects. We also notice that many of the major PEER projects (CEPPES, SQOSES, Environment Education, Civic Education) are implementing development oriented activities and that objectives cannot, realistically, be achieved in one year. It would be much more appropriate to have at least a two-year funding cycle and UNESCO should raise this matter with the appropriate funding agencies.

Another issue is that PEER sometimes has more than one donor. This has been the case for the CEPPES and Civic Education projects and funds originating from different donors, but for the same project, have been “borrowed” from one budget to the other. As a result, the Division of the Comptroller (DCO) and PEER figures do not always correspond. In the past, there have also been cases of overspending.

The PEER Administrative Officer, is hardworking, energetic, resourceful and committed but has a lot of pressure and probably lacks the experience needed to handle a programme of this size. The call for rigor on behalf of UNESCO is legitimate and the PEER programme should adapt itself to the constraints imposed by short funding cycles and not try to adapt UNESCO financial procedures to their situation. At the same time, UNESCO HQ needs to adopt flexible procedures, where necessary, in order to respond in a timely manner to situations of crisis.

In view of the complexity of operations in crisis or post-conflict areas, the lack of access for international staff for long periods of time in areas such as Southern Somalia and the relatively large size of many PEER projects, there is a need for regular financial audits and oversight. This function could either be carried out by the Division of the Comptroller or an

independent external auditing company. In the past, other than audits of the PEER programme carried out by UNESCO/IOS, there have been no audits of individual projects. In view of the substantial budgets of many projects and the need to be accountable to international funding agencies, it would be advisable to also audit individual projects, including activities in the field. There has, however, to be budget allocations for this purpose and agreement from the donor.

In addition, the financial project reporting could improve. Today there is very little information in final project reports on how the budget was actually spent. It would be an advantage if final reports include a table showing actual expenditures under the various budget headings.

6.4 Donor collaboration and fund raising

Somalia

The UN Country Team (UNCT) has developed a Joint Action and Recovery Plan for Somalia. For its implementation it draws on the SACB and its sectoral committees and on the annual UN interagency Consolidated Appeals Process (CAP). The four priorities of the UNCT are all related to UNESCO's mandate or areas of competence: Basic Education, HIV/AIDS Prevention, Protection of Human Rights and the Provision of Basic Services. UNESCO PEER is representing UNESCO on the Somali UN Country Team, whereas UNESCO's political representative for Somalia is the Director of UNESCO Addis Ababa.

UNESCO PEER is an active member of the SACB and in particular it's Education Committee. UNESCO originally hosted this committee and for a long period co-chaired it, but withdraw its candidature during the last election. SACB plays an important role in coordinating international aid and develops standards and policies in the absence of Government. It is estimated that about 12 million US\$ is channeled to the education sector in Somalia in a year, which is about 8 per cent of the total assistance budget. Generally, the fundraising for education has been rather difficult, as many donors consider this assistance to be development rather than emergency focused.

When it comes to collaborating with other donors, the collaboration with UNICEF in the implementation of the **CEPPES project in Somalia** stands out as the most comprehensive. At an early stage there was an agreement that UNICEF should concentrate on the lower primary and UNESCO on the upper primary. In addition, UNESCO was to be responsible for the printing and distribution of lower primary textbooks. There was also a division of labor as regards training of teachers, with UNESCO taking on pre-service training and UNICEF in-service training.

The division of responsibility with UNICEF seems pragmatic and stems from the situation and the needs and priorities identified for the education sector in Somalia. Secondary education, which is often a UNESCO sector, has so far not been designated as a priority area for assistance.

In terms of project funding, PEER is considerably bigger than many ongoing programmes implemented by UNESCO or the average funding rose by cluster offices. The PEER funding, as mentioned earlier, primarily originates from extra budgetary resources.

The Table below shows the UNESCO PEER Extra-budgetary Funding for years 1999-2003;

PEER Extra-budgetary Funding 1999-2003

Year	Funds received (US\$ 000)
1999	1 528
2000	5 022
2001	1 920
2002	1 500
2003	3 500 (estimate November 2003)

During the 5 year period, about 80 per cent of the funds have been designated to Somalia.

For PEER projects ongoing in 2003, the distribution of funding, per country, is as follows:

Extra-budgetary funding per country – 2003

Country	Total amount of funding (US\$ 000) 2003
Somalia	2 535 (78%)
Democratic Republic of Congo	138
Regional Environment Ed. Progr	103
Regional GLR	278
Eritrea	89
Djibouti	105
Total	3 248

As we can see, also in this case about 80 per cent of the projects (by funding) are implemented in Somalia. This percentage would considerably increase when the proposed DFID contribution, of about US\$ 1 million, is added to the budget of the SQOSES project in Somalia. Presently UNESCO accounts for about 10 per cent of the UN funds being channeled to Somalia.

There are plans for collaborating with **Diakonia - Sweden** in assisting the Teacher Training College in Garowe and this has been formulated in a Memorandum of Understanding. The intention is that UNESCO will provide technical assistance, whereas Diakonia will finance the hardware. We would also like to signal a good collaboration with **WHO**, in Somalia, in the field of HIV/AIDS preventive education and related teaching methodology.

The PEER Programme has its own specificities. Where it is working in areas with no internationally recognized Government, agreements are often bilateral, directly between UNESCO and donor instead of tripartite and including a national Government.

Regional UNHCR Funding

UNHCR has been funding the Regional Environmental Education Programme since 1996. In fact PEER was asked by UNHCR to provide support in the field of environmental education.

UNHCR looks at the cooperation with UNESCO as useful in the sense that UNESCO PEER has brought added value to their refugee programmes by bringing in environmental education activities and projects.

In reality PEER has been working rather independently implementing “their own” projects and activities with little interference and monitoring from the UNHCR. In particular the limited consultation with or involvement of the UNHCR Branch Offices is noticeable as well as a rather conflictual relationship between the PEER programme and UNHCR local staff in two countries.

Another problem arose in 2001, when the UNHCR/UNESCO Agreement for the Environmental Education project didn't reach UNESCO PEER until October 2001 and it was too late to disburse everything that year. UNHCR suggested that funds should be carried over to 2002, something which UNESCO agreed to. UNHCR headquarters later decided that the funds should be paid back.

Recently, mainly due to internal funding constraints, there has been a change of attitudes within UNHCR, who would now like to see UNESCO, in addition to being a technical partner, assume part of the financing of the project. It should be noted, however, that according to the original agreement, UNESCO was merely a technical support agency and UNESCO never made any commitment to fund activities. At the present time, it seems that a financial contribution, although not very substantial, will be needed from UNESCO, if UNESCO PEER is to be provided with financing from UNHCR for a new phase.

It is true that this project can now capitalize on the experience gained over a number of years and that there is a continuous relevance. At the same time it should be up to UNESCO to draw up their strategies and priorities for the region and the decision to continue the project should be based on their own analysis of the situation, the need to continue in order to reach sustainable and tangible results and the availability of resources for effective execution.

OCHA

The regional office for OCHA for the Horn of Africa and Great Lakes Region is located in Nairobi. UNESCO PEER has submitted projects in the area of education and peace building through OCHA but nothing has been funded so far. One reason can be that many donors do not consider education as emergency-related or life-saving. On the other hand, FAO has very successfully developed an emergency department and is able to solicit funding for its activities. It seems that, in order to benefit from OCHA funding, it is crucial to develop fast delivery mechanisms, to be on the ground within two weeks and at least identify priorities and do a needs assessment.

In the DRC, the strategic partner of UNESCO is **the Norwegian Refugee Council**, which complements UNESCO's efforts to provide textbooks by rehabilitating and equipping schools and providing teachers, although for a limited period.

6.5 Modalities and Quality of Risk Assessment, Monitoring and Evaluation

PEER has no monitoring and evaluation plan. In fact monitoring and evaluation is an area getting little attention. The programme tends to be constantly looking forward rather than drawing lessons from the past. As mentioned above, there is little reporting on results, impact and sustainability and in general there seems to be a need for a higher level of supervision and monitoring within the PEER Programme. The evaluation also witnessed dissatisfaction with the quality and frequency of the reporting.

The evaluation team largely agrees with this statement however, at the same time, there has been very little monitoring done by the funding agencies or funding Governments themselves. Nevertheless, two major evaluations have recently been carried out: the UNHCR evaluation of the Regional Environmental Education project and the EC's evaluation of the Civic Education project (see below).

A comprehensive external evaluation of the CEPPEP project, contracted by PEER, was carried out in August 2002.

The autonomy of project managers is often desirable for quick decision-making and speedy implementation but, in general, project managers can benefit from having to present strategies and argue for the directions proposed. It seems that for some projects (environmental education, civic education) decisions have been ad hoc and there has not been enough discussion on impact and results of past activities and the need for consolidation and the formulation of sustainability or exit strategies. Effective monitoring has been hampered by very vague objectives and the difficulty already mentioned in documenting results related to civic and environmental education.

PEER did, as mentioned above, develop monitoring tools for the Regional Environment Education project in 2001. The tools were, however, considered to be complicated and more of a burden than a help. There seems to have been little use or interpretation and dissemination of the information collected so far.

The Basic and Vocational Education project for Demobilization of Youth in Somalia should be commended for establishing very good procedures for monitoring and evaluation including continuous assessment tests using external assessors, an external end of project impact evaluation and a tracer study with ex-trainees, 7 months after the completion of the training. Furthermore, due to travel restrictions to Mogadishu for PEER international staff, a Working Group was formed to coordinate and monitor activities in Mogadishu.

UNESCO PEER produces an **Annual Report**, which is in the form of a promotional tool, providing ample information on why there is a need for PEER-type projects and how PEER can assist, but incorporating very little information on concrete results and impact of the projects implemented. The report could be much more analytical and provide information on effective modalities and lessons learned, both positive and negative ones.

It is difficult, from these reports, to extract information about what UNESCO PEER has actually accomplished during the year in question. Many activities are presented as "PEER prepared in collaboration with" or "PEER was involved with" and it is difficult to know what the actual substantial involvement of PEER was.

It was noted that it was difficult for PEER to manage and monitor its activities in the Great Lakes Region due to limited staff resources, principally one expert for a non-formal education sector project encompassing five very different types of components and covering a vast geographical area.

It is noticeable that projects become more evaluable when there is a Logical Framework Analysis, which is usually the case for the EC funded projects. At the same time the final evaluation of the CEPPEP project was impeded by the fact that a revised LFA was never designed, as planned, to cover the period from June 2001.

For an increased quality of risk assessment, monitoring and evaluation, there is a need for situation analysis before, during and after the implementation of the project. This would enable the establishment of base line data and quantitative and qualitative indicators, which can be regularly monitored. A Logical Framework Analysis during the design phase would be a good practice.

Evaluations of funding agencies

The report of the **UNHCR** evaluation of the **Regional Environmental Education Programme** has been reviewed by the evaluation team. This evaluation confirms our findings about the need for more participation of communities in order to have local ownership, higher cost-effectiveness and increased relevance, impact and sustainability.

We furthermore concur with the findings of the UNHCR evaluation as concerns difficult relations between PEER and some UNHCR Branch offices, the need to review the project in relation to existing capacities, expensive material, the absence of baseline data for monitoring and the inadequacy of the one-year funding cycle. We support the recommendation to adopt a three-year rolling funding mechanism. In addition, an audit of the project is recommended as well as capacity building of implementing partners. In principle, we agree with the large majority of the recommendations.

The UNHCR evaluator recommends that UNESCO should be retained as the technical partner, with an agreed annual sum for its financial contribution, even if this contribution is limited in relative terms. Our appreciation is that a financial contribution seems to be a condition for UNHCR, for UNESCO PEER to continue to implement its regional environment education programme. However, we do not find that this is a valid request on behalf of UNHCR. The agreement between UNESCO and the UNHCR states that UNESCO PEER should provide regional support services to enrich and strengthen the efforts of UNHCR in environmental education. In our view, the project has not been established as a joint programme but UNESCO PEER is rather providing support to UNHCR's ongoing programmes. Furthermore, a decision of UNESCO to provide a financial contribution will rather make the programme a joint programme. Such a decision should be based on whether such a programme is a priority for the region and in line with identified need and priorities and falls within a UNESCO and a UNESCO-PEER strategy. It should be noted that PEER allocated US\$ 50 000 for the Regional Environment Education Project in 2002 and US\$ 35 000 in 2003.

The EC has, during 2003, carried out an evaluation of the Civic Education Project on Peace, Democracy and Development in Somalia. The present evaluation team agrees with the EC

findings that the workshops organized for community groups, the radio magazines and the sports for peace activities have been successful. We also concur with the findings of weak project design and reporting, limited effectiveness of Peace Resource Centers and that there could have been more capacity building of Somali partners and a participatory project approach. As to the soap opera we have a more balanced view and think there was some merit to this activity and that it contributed to awareness raising and increased knowledge.

7. Approaches and Strategies

PEER has had a tendency to respond to all demands and perceived needs even if actions haven't been clearly related to its mandate. There seems to be no limit, but manpower, to what PEER can do. More than 50 PEER projects, large and small, were implemented between 1999 and 2003.

A major donor affirms it would have preferred PEER to focus on primary education (alongside UNICEF) but that PEER chose to venture into other areas such as civic education, environmental education and vocational training. The problem is that there is no UN agency specifically designated to cater for these latter areas and that there is a perceived need for action in these fields. UNESCO/PEER has made an effort to fill this gap.

PEER's approach so far has been to have separate projects for different subject areas such as Primary Education, Civic Education, Environment Education etc., with almost no linkages between them. It has to be realized however that these projects can reinforce each other, have similar long-term objectives and often contribute to the realization of the others. The merits of well-designed education programmes in promoting a peaceful society and reduce psychological trauma is well known as well as the potential of civic education projects to promote school enrolment, especially for girls. UNESCO and UNESCO/PEER is perceived as being in a good position to address education needs in an integrated manner and in collaboration with governments and other development agencies..

UNESCO PEER has implemented projects in relation to both **formal and non-formal education**. Priority in formal education has been given to primary education and, in the view of the evaluation team, rightly so. Needs of youth beyond the age of primary education have been addressed through TVE programmes and to a certain extent through awareness raising programmes related to various life skills. This does not mean, however, that there is not a need to address also the need for formal education at the secondary level. This is the intention of the Education Sector during the next biennium in the DRC, in collaboration with the cluster office.

The need for the development of **secondary education** is generally present in the "PEER region" and PEER needs to address this by opening a dialogue with authorities and collaboration agencies and assist through needs assessment and in the development of strategies for developing the sector.

Civic education and the promotion of universal values have basically taken place, in Somalia, through the radio and training of NGOs (community groups), who are entrusted with the task to train communities. The opportunity to have a more crosscutting and inter-sectoral project through working with the primary education project was lost.

The evaluation realizes that the activities implemented by PEER to promote civic and peace education are only a few of many implemented by various programme sectors of UNESCO; Education, Social Sciences and Communication sectors often work side by side with PEER in the Horn of Africa and the Great Lakes Region as do other international agencies. It is now important that everybody can draw on the experience gained so far in order to learn about the results of various approaches and strategies. Many of UNESCO's partners would like to see more of a strategic leadership of UNESCO in this area and point out perceived leadership vacuum

As regards **Environmental Education**, the regional project started working through the formal education sector but later changed to the non-formal, community based one.

It was a good and sustainable approach to use a Teacher Training College for environmental education. This approach can also be adapted for subjects such as health (including HIV/AIDS) education and civic education.

The close participation of the community in the **demobilization** project in Mogadishu contributed to a smooth implementation of the project. This project also showed that in spite of security problems, projects can be efficiently implemented if there are local partners, who participate actively in formulation, coordination, implementation and monitoring. In the case of this project, the local implementation partners were mainly NGOs.

PEER has had the approach of **implementing its projects itself**, through a team of international and national experts and consultants under PEER contracts. It has often been difficult to find staff with the needed competence and this has resulted in inadequate quality and delays. An alternative approach would have been to hire a professional firm to undertake the assignment in collaboration with national experts; a consultancy firm or for textbook development an international publishing firm, with experience in this field, for example Macmillan or UPNET (African Publisher's Network). There are also NGOs, like the South African READ, which would be up to this task. PEER has lately explored these options.

Some subjects are so relevant that they merit to be **mainstreamed** in PEER projects. To these belong civic and peace education, health (including HIV/AIDS) and environmental education. UNESCO/WHO/UNAIDS have developed a prototype resource package incorporating reference material for teachers and students, curricula and a manual for curriculum development, which could be used by the programme.

The **local participation in materials development or adaptation** has been crucial and local materials have been found to be preferred over material centrally developed by the project in Nairobi and not adapted by local professionals.

UNESCO and UNESCO PEER, unlike UNICEF, do not have the capacity to intervene quickly and provide services in cases of acute emergencies. In our view **UNESCO is not an emergency organization** and should not have this capacity. At the same time it has been found that UNESCO PEER needs to be able to intervene quickly in a crisis or post-conflict situation in order to become one of the "players" in the team.

8. Added value of UNESCO-PEER

A major added value of UNESCO-PEER is its dual character. On the one hand it is a UN agency, using the name of UNESCO, which gives it credibility and visibility, vital for fundraising and for the coordination with involved stakeholders. On the other hand PEER acts rather like an NGO, implementing field-oriented activities according to the way it sees fit and having the autonomy required for agile, timely operations in crises or post-conflict situations.

If PEER rigidly adheres to all the UNESCO rules, it may lose its ability to act quickly. However, if it ignores all the rules it is not really welcome in the UNESCO system and there would be no accountability. Clearly an appropriate balance must be found between action and accountability in order for PEER to continue to pursue its programmes and activities.

There are many possible advantages arising from a unit such as PEER being part of UNESCO:

UNESCO-PEER can tap UNESCO's professional experience and expertise

- UNESCO is a recognized world authority on education, science, communication and culture. This gives legitimacy and credibility to the PEER programme
- UNESCO's strengths are in curriculum, training, capacity building, planning and administration
- PEER can tap into the network of UNESCO offices, experts and consultants around the world
- PEER can tap on the specific tools (training-programmes, manuals, guides, etc) developed by UNESCO all over the world and which are relevant to PEER's project and which can be adapted to new regions and countries
- UNESCO has international standing and visibility which can help PEER to raise funds
- PEER can take part in the UN country coordination systems for both humanitarian and development activities, which gives it a forum for advocacy as well as an influential voice in the plans and assistance programmes of a country

UNESCO PEER belongs to an inter-governmental agency

- PEER can follow a cross-border or regional (even international) approach which can be useful for tackling regional problems and needs (e.g. books developed for Somali populations inside Somalia can be used in other countries where there are Somali refugees such as in Djibouti)
- It has the influence to endorse certificates in one country which are recognized outside the country (e.g. Djibouti certificates endorsed by UNESCO are recognized in Ethiopia)
- PEER can, as a neutral partner, intervene in areas where there is no officially recognized government or the government might have a problem with access, such as in Goma (RDC) after the natural disaster or in Somalia.

There are simultaneously many advantages for UNESCO to have a unit such as PEER, as a decentralized field-oriented, technical and sometimes operational unit:

UNESCO can tap PEER's professional experience and expertise

- UNESCO can tap into PEER's network of experts and consultants with experience from emergency and post-conflict situations in Africa
- PEER can develop new ideas and initiate mechanisms which can be tested, evaluated and followed-up before being replicated elsewhere or handed over to other actors according to a suitable exit strategy.
- UNESCO can draw on the specific tools (training programmes, manuals, guides, etc) developed by PEER and which are relevant to UNESCO's programmes and which have the potential to be adapted to new regions and countries
- By being a small operational unit, close to their recipient countries and present in donor coordination forums, on the ground, PEER is able to raise extra-budgetary funds for projects in its area
- If PEER assumes a presence during the emergency phase, UNESCO is involved and is more likely to be solicited by the government and other development cooperation partners for the subsequent reconstruction and development phases

There are also advantages for countries in crises or post-conflict situations:

UNESCO-PEER can play a quasi- government role, which NGOs cannot do

- It can be a support to the government or decentralized authorities and bring added-value to national programmes
- As a UN agency, UNESCO can take on necessary tasks in the absence of government or provide technical assistance to reinforce capacities or carrying out specific tasks
- It can assist the government in coordinating education programmes and projects
- UNESCO works at an international, regional and national level and at the level of strategic planning, whereas NGOs are usually constrained to service delivery in a limited geographical area
- UNESCO-PEER has a sector wide mandate to education and can intervene on a broad basis
- In some countries the governments tend to be negatively inclined towards NGOs and prefers more "neutral" partners, such as UN agencies. PEER has seen examples of this in Sudan, Eritrea and Ethiopia.

An added value of UNESCO-PEER's presence in Djibouti, for example, is that it has been constructive in providing a neutral ground for countries in the region to meet.

The evaluation noted that the value added of PEER programmes as compared to a cluster office or a regional office or even UNESCO programme activities managed from UNESCO HQ is difficult to assess. Some offices have activities that are very similar to those of PEER.

In comparison with the existing Addis Ababa cluster office, however, PEER has the added value/advantage that it has a team of educational oriented specialists, has in-depth knowledge of the Somalia environment and is present in Nairobi and able to collaborate with and raise financial resources from the Somali Aid Coordination Committee. This should in no way be seen as a critique of the Addis Ababa Office but rather a reflection on the relative small education resources put at the disposal of this office.

It has been argued that PEER brings added value because of its autonomy and flexibility. These are unfortunately also its main weaknesses. UNESCO, for reasons of accountability

and optimal resource management as well as needed to pursue and implement a coherent strategy cannot accept that a programme like PEER should not follow rules and procedures, or fit into the strategic plans of the organization.

Regarding the added value of PEER, we must take note of the capacity and specialist competencies existing at UNESCO Headquarters, institutes, regional offices and cluster offices. It may be argued that PEER does not constitute a substantial addition to these competences, in the sense that PEER duplicates what is already being done by sectors and field offices, but in a limited geographical area. In this regard, it may be noted that the cluster offices for “unstable” countries not only call upon PEER to initiate activities but also call directly on the headquarters sector programmes, which they feel have the capacity to act.

There is a need for needs assessments, analysis and strategic planning for both short and long perspectives for countries in crises and post-conflict situations (Côte d’Ivoire, RDC, Liberia, Somalia and others). However, many UNESCO Headquarters and field staff believe that the PEER programme does not have the capacity for this due to its limited experience in planning and strategy formulation. The PEER programme is rather looked at as a more technical branch handling curriculum and teacher training.

9. Conclusions and Lessons learned

The programme and the projects are relevant

The projects implemented by the UNESCO-PEER Programme are relevant in that they are addressing needs and priorities of the countries concerned. They are also relevant in relation to the EFA Dakar Goals, to the Millennium Development Goals and to UNESCO’s mandate and programmes. We would, in particular, like to stress the relevance of PEER in ensuring the right to education of children in crisis-affected areas. The PEER Programme has contributed to the increased enrolment of children in places such as Somalia, DRC and Burundi, through the distribution of educational kits, training of teachers and the development of new textbooks. Other areas in Africa and elsewhere are phasing problems similar to those experienced by countries in the Horn of Africa and the Great Lakes Regions and this is an argument in favor of expanding PEER activities geographically.

UNESCO PEER has relevant experience for Somalia

UNESCO PEER has had a presence in Somalia for more than 10 years and has built up a valuable competence and experience. Somalia is still a country with political instability and insecurity and with enormous needs when it comes to the development of the education sector and a probable reliance on outside assistance for some years to come. Structures of regional or local governance are emerging and should be given (continuous) support. UNESCO PEER still has a lot to accomplish in Somalia. This is an argument in favor of continuing the UNESCO-PEER Programme with a main focus on Somalia.

There is a need for partnerships

In order to be efficient and effective, UNESCO and UNESCO-PEER need to lean on structures and partners, national or international, present in the field. Activities need to be linked up with those of national authorities and agencies and cannot work in isolation. As an example UNESCO can train teachers but this is often of no use if nobody is there to employ them or pay their salaries.

Another lesson learned is that materials developed in collaboration with stakeholders ensures a higher degree of relevance and ownership.

There is a need for trained teachers

For improved quality and access to education, the training of teachers is vital. Due to the brain drain (i.e. high wastage of teachers in emergency situations for various reasons), there is, for countries in crisis or post-conflict, a need for continuous teacher training and support. The prominence of passive learning in classrooms was obvious to the evaluation team and not surprising given the paucity of pedagogical support and in view of the fact that as students the teachers themselves were brought up on a culture of passive learning, memorization and teacher-centred instruction. The solution takes time and requires follow-up and monitoring.

There is a need for integration

A lot of issues and subjects dealt with by UNESCO-PEER are related and could have been promoted in a more integrated manner. For instance formal curricula and teacher training could treat subjects falling under civic and environmental education. Tension over the use of natural resources makes a case for incorporating peace education in environmental education. Other examples are that competent community workers trained in for instance environmental education could also be trained for lets say, HIV/AIDS education. Vocational training for youth is an excellent occasion to spread various development oriented messages.

It proved to be a good approach to integrate refugee environment education projects with environmental activities of local communities. This laid the basis for a sustainable exit strategy.

Project and activities with tangible results and sustainability have often involved a community-based approach and integrated local capacity building in the assistance provided.

Quality Education for All is relevant for countries in crisis or post-conflict situations

UNESCO-PEER works in the area where the challenge of Quality Education for All is the greatest - namely conflict and disaster ridden least developed countries in Sub-Saharan Africa. It seems correct and relevant to target educational programmes in this area and it is obvious that UNESCO, including UNESCO-PEER are providing services, which are useful and most probably would not exist, were they not there. However, in order to be effective UNESCO/PEER has to take advantage of the experience and competence vested in UNESCO at large and in all sectors and institutes.

A programme like PEER needs to focus

Expectations have been high and the geographical and technical areas covered large. Resources, human as well as financial, have often been insufficient. As is the case for UNESCO as a whole, PEER or its successor unit(s) will have to make strategic choices, in line with its mandate and the overall mandate and policies of the organization. It will have to define its areas of intervention and drop marginal endeavors, which are not in line with core UNESCO strategies. In the view of the evaluation team, the guiding principle should be one of UNESCO's Strategic Objectives: *Promoting education as a fundamental right*. This includes education for life and livelihood skills, enabling people to live in dignity.

A programme like PEER can be cost-effective

A programme like PEER can be a cost-effective response to educational related needs in crisis and post-conflict situations. Cost-effective in the sense that relevant and specific expertise can be made available to a whole region and complement the capacities of cluster offices, thereby enabling UNESCO to effectively and efficiently fulfill its mandate in crises and post-conflict situations and participate in UN Country teams and respond to Consolidated Appeals.

PEER is needed in various parts of Africa

PEER-like programmes are needed in various parts of the world and in both Anglophone and Francophone countries in Africa. UNESCO needs to have an established mechanism for a quick and adequate response to situations of crisis, a programme which can carry out needs assessments, assist authorities in drawing up strategies for the short and the long term and design interventions and solicit funding for extra-budgetary projects, in line with identified needs and priorities. This requires expertise, which does not normally exist in cluster offices, neither would it be cost-effective to install these capacities within all individual offices.

UNESCO is not an acute emergency education provider

The projects implemented by UNESCO-PEER have been more of a development (establishment of teacher training institutes, curricula development) than of an acute emergency nature and sometimes do not fit into emergency-related short funding cycles.

UNESCO does not have the decentralized operational structure at the field level to enable it to be an effective acute emergency education provider. UNESCO should essentially focus on education in prolonged crisis or post-conflict situations. In this respect it can complement UNHCR, which is only mandated to work with refugees.

This does not mean, however, that UNESCO should not be present at an early stage to assess needs and initiate collaboration with national and international agencies active in the acute emergency phase. UNESCO has been and needs to be present throughout the emergency phase, in taking part in inter-agency needs assessment teams, assisting in identifying priorities in its area of competence and accompanying authorities in the quest for international

assistance. This assessment should include various areas, such as educational services, communication, protection of cultural assets, hydrology etc, in order for UNESCO to develop a comprehensive response and system-wide approach. UNESCO has also a responsibility to assist in providing education in areas where such services have been interrupted and where the acute emergency situation has passed.

PEER projects often lack clear objectives, outputs and established indicators

Many PEER projects lack clear objectives, outputs and established indicators or means of verification. These are not easy to formulate for projects aiming at fostering awareness or changing attitudes but PEER projects need to show results in order to keep their legitimacy with their donors and PEER staff could have shown more resourcefulness in this respect, especially keeping in mind the pilot aspect of many activities and projects.

The effectiveness of PEER projects can be improved

The effectiveness (attainment of objectives) of PEER projects has suffered from weak project design, management, monitoring and supervision. Many projects have been too ambitious in relation to the means at the disposal for the implementation of activities and weak capacities of local partner organizations. As a consequence many projects have suffered from delays and insufficient quality.

Funding agencies hesitate to continue their support

Some of the agencies having funded PEER projects are today reviewing its activities and partners. There is a certain hesitation regarding future funding of PEER projects because of perceived limitations in quality of products developed, staff capacity, timely delivery and cost effectiveness. UNHCR and the EC have recently carried out evaluations of financed projects and these evaluations are not fully positive.

PEER projects work in a difficult environment

The efficiency (delivery of inputs) of PEER projects has been reduced because of the difficult and unstable environment of many projects. Access has been a major constraint, because of insecurity but also because projects are dispersed over a wide geographical area.

PEER is supposed to work with education in emergency and post-conflict situations. In respect to emergency projects, due to their nature, they are not designed to be sustainable, but rather to deliver services on a temporary basis. Nevertheless, they need to take the longer-term into account. This is often referred to as connectedness, to assure that activities of an emergency nature take longer-term and interconnected problems into consideration. When it comes to education it has been found to be crucial to prepare the country or the region for the post-emergency phase.

It is difficult to measure the impact of PEER projects

It is often difficult to measure the impact of PEER projects in terms of contributing to more development-oriented objectives such as a more peaceful society, increased enrolment in primary education, a reversed trend in environmental degradation etc. There are several reasons for this. One is the absence of base line data and impact assessments and another is inadequate attention to results and impact in the reporting of the projects, which generally gives more attention to activities and delivery of inputs.

PEER is an autonomous programme

PEER has been allowed to function as an autonomous and decentralized programme over a period of about 10 years. The level of collaboration with departments and sectors of UNESCO Headquarters, Cluster Offices and UNESCO Institutes is low. In general, UNESCO could take more advantage of the experience, competence and material developed by PEER and vice versa.

PEER is under-resourced

UNESCO's support of the PEER Programme in terms of allocation of posts and regular budget resources has been limited in the last couple of years. The inadequate number of PEER posts (presently only one programme specialist) has adversely impacted on the functioning of the programme and its ability to carry out its mandate. Furthermore, the absence, during the last two years, of a high-level staff member has resulted in UNESCO PEER losing its leadership position in its field of competence. The absence of a minimum number of regular staff members has negative effects on continuity and organizational memory and often leaves policy and management decisions in the hands of consultants.

Similarly, the very limited financial allocations of UNESCO to the PEER Programme limits its possibility to serve as an operational counterpart of other agencies and limits the possibility of a continuing partnership or enabling PEER to perform a more strategic or up-stream role.

PEER is active in donor collaboration mechanisms

PEER is an active member of the inter-agency coordination mechanisms based in Nairobi and, in particular, participates in the UN Consolidated Appeal Process (CAP) for Somalia and the Great Lakes Region and although not a member maintains a close contact with the OCHA Regional Office.

PEER has many strengths

- Experience of working in crisis and post-conflict situation
- Field presence and operational activities
- Good connections at the local level, such as NATCAPs and OCHA in Nairobi
- Status as a UNESCO structure gives it official legitimacy which can go as far as assuming a quasi-government role in areas where there is no government

- UNESCO PEER has been very strong in fundraising: about US\$ 5 million for the year 2000, US\$ 2 million in 2001, US\$ 3 in 2002 and at least US\$ 3,5 million in 2003.

... and some weaknesses

- Not capitalizing on UNESCO's experience and capacities inherent in other parts of the organization.
- Little accountability to UNESCO headquarters and donors
- PEER is a marginalized programme that is not mainstreamed into UNESCO strategies, activities or documents. There has been no institutionalization of PEER.
- Annual reports are superficial and do not provide information on impact or results.
- PEER adds limited extra value to what is provided by other UN agencies (UNICEF and UNHCR) or NGOs such as the Norwegian Refugee Council³

10. Recommendations

Improved management

- There should be an overall strategy developed for UNESCO, reflecting UNESCO's field of competence and providing guidance on the role UNESCO should play and its mandate in situations of emergency, crisis and post conflict.
- There are significant differences between "emergency" education and "normal" education. UNESCO should contribute to the ongoing process of defining and analyzing these differences and develop and promote appropriate terminology and intervention methodologies.
- There should be more use of UNESCO's institutional memory and specialized services at HQs and in the field by PEER and vice versa. PEER should collaborate more closely with all UNESCO's Programme Sectors and cluster offices in Africa.
- In particular, there should be more collaboration, for mutual benefit, between UNESCO PEER and UNESCO's International Institutes and Centres, such as the International Institute for Educational Planning, the International Institute for Capacity

³ The latter argument is that UNESCO's ways and means of operating is not really different from those of other international agencies or NGO's. If UNESCO didn't develop upper primary textbooks in Somalia, probably somebody else would. UNESCO has presently no unique expertise, when it comes to education in crisis or post-conflict situations. The added value of UNESCO is probably the resources they bring and being present on the ground. In view of the enormous needs in Somalia and the small extent to which these needs are fulfilled, UNESCO's presence has, nevertheless, probably meant that more schools have been rehabilitated, more teachers trained, more text books printed and more students going to school than would have been the case if PEER had not been there.

Building in Africa, the International Bureau of Education, the Centre for Technical and Vocational Education and Training, the UNESCO Institute for Education, etc.

- UNESCO should promote networking among professionals involved in activities in crisis and post-conflict situations, for the purpose of sharing information and mutual support. New mechanisms need to be developed to foster cooperation between PEER staff and other UNESCO staff members and for promoting Quality Education for All in crisis and post-conflict situations. In this connection, we would like to propose that project advisory committees, consisting of UNESCO staff, be formed for all major PEER projects (above US\$ 200 000). Members should be appointed on an individual basis and come from relevant sectors, divisions and sections. The support cost should be used for meetings of the committee, which should in addition be encouraged to meet virtually. The purpose of the meetings should be to provide advice to project management, quality control of various outputs and sharing of information about activities undertaken in related areas and of instruments developed elsewhere and which could be of use.
- There should be more collaboration, within PEER, between projects.
- UNESCO and UNESCO-PEER should play an active role in INEE and share some of its lessons-learned and good practice with NGOs and other UN agencies operating similar programs and promoting collaboration.
- UNESCO's strategies related to education in crisis and post-conflict situations should be gender mainstreamed to ensure that girls and women are able to take full advantage of the educational services offered. Harmful practices directed towards girls and women should be combated.
- The subcontracting to private firms should be explored with the purpose of reducing the administrative and management workload of PEER and improve the effectiveness of the projects (companies will be paid on delivery of foreseen outputs).
- During the next biennium, the efforts of PEER or its successor should concentrate on the provision of Quality Education for All and to bring ongoing projects to a successful completion. An exit strategy should be prepared for projects coming to an end and funding for its implementation negotiated with relevant donors.
- UNESCO-PEER has made a commitment to prepare upper primary school textbooks for Somalia and this should be given highest priority. Funding should be solicited to finalize and print grade 6 and revise and print grades 7 and 8. This is where the efforts of the PEER programme, in Somalia, should be concentrated for year 2004 and UNESCO PEER should urgently prepare an updated work plan and budget for the finalization of this task.
- PEER projects should be designed keeping in mind the security situation and the capacities of local partners and their eventual need for strengthening. Flexible, decentralized, but result-based and short-term modalities should be given priority for countries with recurrent instabilities.

- PEER should try to negotiate funding cycles, which enable an efficient and effective implementation of project activities. If there is a need for an operational presence in the field for two years or longer, this should be reflected in project proposals and budgets.
- Where relevant, local communities should be involved from the design phase and attention given throughout the project to develop their capacities, in order for them to be able to take over activities once the project ends. Memoranda of Understanding should be developed and guide this collaboration.
- Project preparation should include collection of baseline data, analysis of capacities of partner organizations and beneficiaries, identification of the need for capacity strengthening, formulation of assumptions and risk assessments. The Logical Framework Analysis (LFA) should be used in various stages of the project cycle for more results-based management.
- Quantitative and qualitative indicators should be established bearing in mind the actual situation prevailing at the start of the project and the objectives established. The baseline data and the indicators should be gender disaggregated.
- Projects should be designed in such a way that they correspond to the funding cycle (duration) and resources available and keeping in mind the time needed to settle the administrative procedures allowing for project activities to commence. UNESCO HQ needs to adopt flexible procedures, where necessary, in order to respond in a timely manner to situations of crisis.
- There should be more systematic and results-based monitoring of projects and PEER should draw up its own monitoring and evaluation plan.
- Final reports should discuss effectiveness, sustainability and impact and include a budget showing actual budgetary spending.
- Regarding peace and civic education, these should, in the future, be mainstreamed within the formal education curriculum, curriculum for vocational training and programmes targeting communities. The expected impact and cost-effectiveness of using different media should be assessed before a project starts and the actual outcome monitored.
- Programmes such as PEER, which are working in more than one country should, parallel to national versions, develop generic basic versions of training materials (where appropriate). These could consist of booklets without texts and very generic pictures or clip art material (visual illustrations), which can be cut and pasted; or versions can be made available in international languages. This kind of generic material could either be adapted to a new country or region or serve as exemplar materials for those organizations or structures, which wish to develop their own.
- UNESCO has many excellent tools developed by PEER as well as other UNESCO services all over the world. Much more could be done by UNESCO at large and by PEER to promote these products and take full advantage of their potential to impart skills and capacities and promote changes in behavior and life skills.

A qualified response mechanism

- UNESCO needs to have a qualified response mechanism for crisis and post-conflict situations, which can field a team of experts on a short-time basis and be a clearing house for information on UNESCO's tools, competence and experience from working in crisis and post-conflict situations. The response mechanisms needs to have EFA related competence in areas such as educational planning, curriculum development and teacher training, including knowledge of education dimensions of gender, HIV/AIDS, peace/human rights/citizenship and poverty alleviation issues.
- There are various possible alternatives for the physical location of such a mechanism. One is UNESCO HQ and that a separate support unit is created to be responsible for UNESCO's response in crisis and post-conflict situations. This could be complemented by a continuing Nairobi based PEER Programme, under the authority of the same HQ unit. PEER should in this case be exclusively involved in Somalia or in the Horn of Africa and the Great Lakes Region. The rationale for this is that PEER has mainly been active in Somalia and that its work there has not ended and that the programme should be strengthened before any diffusion is considered.
- At the same time, in view of the priority given by UNESCO to Sub-Saharan Africa, special resources for crisis and post-conflict education, similar to those envisaged through PEER, should be expanded to cover the whole African continent. Nairobi continues to be a valid location to coordinate post-conflict activities in the Horn of Africa and the Great Lakes Region. In addition, there is a need for a reinforced presence in West Africa. BREDA – Dakar should be strengthened to effectively take on this mandate. The two support units for countries in crisis or post-conflict should be fully integrated into Nairobi UNESCO Office and BREDA respectively but activities should be coordinated by the ED/EPS Section for Special Projects and Programmes. A new name could be adopted for the programme, to reflect a new start and direction, for instance, *Education in Crisis and Reconstruction (ECR)*. The UNESCO Headquarters (HQ), Nairobi and BREDA teams may be known as ECR support units.
- Each ECR support unit (HQ or Dakar and Nairobi) should have a mobile team consisting of three UNESCO staff members who are experts with high-level competencies in core education fields such as educational planning, curriculum development and teacher training. For each location one P5 (educational planning) and two P4 posts (curriculum, teacher management and training) should be established.
- In order to make the programme and support units truly inter-sectoral, advisor posts in social sciences, culture, science and communication may be created by the concerned sectors, in line with identified needs and priorities in crisis or post-conflict situations.
- The staff of support unit(s) should have extensive knowledge of UNESCO in-house capacities, including those of all Sectors at Headquarters, BREDA, Cluster Offices and UNESCO Institutes. They should be able to call on internal and external specialists from various sectors of UNESCO's competence to participate in inter-agency or UNESCO needs assessments, strategy formulations and evaluation

- missions. The financing of these missions and all its members should be from the regular budget.
- The mandate for the ECR support unit(s) needs to be clearly defined and limit itself to crisis and post-conflict situations. The unit(s) should be anchored within a regular budget programme and be monitored and supervised by the education sector at headquarters.
 - A specific effort should be made to have the ECR support unit(s) contribute to UNESCO's Quality Education for All Programme. Formal and non-formal education programmes should be combined for maximum impact in terms of promoting a sustainable society and the alleviation of poverty.
 - The main functions of the ECR core staff should be to serve governments and other authorities in an advisory capacity on issues related to reconstruction and provision of services in a crisis and or post-conflict situation. They should formulate strategies, projects and funding proposals for UNESCO's contribution in crisis and post-conflict situations, coordinate activities with other cooperation agencies and monitor and evaluate the implementation of projects and activities. They should work upstream and assist countries in crisis and post-conflict situations in developing policies and strategies, reflecting the MDGs and the Dakar EFA framework and providing guidance on how UNESCO can assist with contributions from its various Programmes and Institutes.
 - The support unit(s) should prepare country strategies for countries confronted by crisis or post-conflict situations, based on a needs assessment and UNESCO's competence and resources. These strategies should indicate how UNESCO could contribute to the realization of EFA goals and MDGs
 - Extra-budgetary funding for specific projects, according to identified needs and priorities, should be solicited or processed through UNESCO's regular channels and the mechanisms established by the UN, i.e. CAPs, and OCHA. Extra-budgetary projects should be implemented through cluster offices. The role of the support unit(s) staff, in relation to extra-budgetary projects, should normally be limited to project design and preparation, negotiation and co-ordination with donors, in addition to supervision, monitoring and evaluation. However for projects executed in countries belonging to a cluster office with a support unit, the staff of the support unit should have the operational responsibility.
 - Considering the strategic importance of Addis Ababa (location of AU, NEPAD and ECA and the size and complexity of Ethiopia), the Education Post at the Addis Ababa office should be upgraded to P5 and the tasks expanded to include liaison and coordination with NEPAD, African Union and ECA and to collaborate with PEER or its successor.
 - In view of the various aid-coordination mechanisms, for Somalia and Sudan, located in Nairobi and its neutral and geographically central position, the Nairobi Cluster Office should be expanded to cover Eritrea, Somalia and Sudan.

- In order to allow for a smooth implementation of the above recommendations, a coherent strategy should be developed.

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ANNEX A Terms of Reference

UNESCO

PEER PROGRAMME ASSESSMENT, 2003

TERMS OF REFERENCE

1. Background information

The UNESCO Programme for Education in Emergencies and Reconstruction (PEER), a regional programme based in Nairobi, was established in 1992, at the time of the Somalia crisis. The objective of this programme was to respond to the educational needs of countries in situations of crisis or recovery from conflict (including the creation of the TEP- Teacher Emergency Package used in Somalia and Rwanda). The note DG/98/4 issued on 23 January 1998 aimed at the restructuring of PEER by clarifying its mandate, - education of emergency-affected populations, including peacebuilding activities such as civic education, support to media etc. Its geographical coverage was to be the Horn of Africa and the Great Lakes Region. The note specified PEER's relationship to UNESCO Headquarters, including the Bureau of External Relations, Office of the Director General, Africa Department, and the Education Sector.⁴

Only a small proportion of PEER's budget comes from the regular programme. The greater part is derived from extra-budgetary sources. In the Biennium 2001/2002, \$160,000 was received under the regular programme. This was supplemented by about \$3 million in extrabudgetary funds, mobilised largely from UNHCR, UNDP, European Union, Italian and Norwegian governments. During this period, PEER had 3 international staff and a number of consultants (SSA contracts).

PEER activities have been mainly concentrated in Somalia (reconstruction of the education system, development of textbooks, TEP, Education Development Centres...), and to a smaller extent in Djibouti, Ethiopia, Sudan, Kenya, Tanzania, DRC, Rwanda and Burundi. These activities have covered a wide spectrum: emergency education kits and teacher guides, culture of peace, environment, radio education, youth festivals, preparation of a history of Burundi...

Given the limited geographic coverage of PEER, and reflecting international concern over education in emergencies and post-conflict situations, the Director General in 1998 created a unit at Headquarters, now known as the Section for Countries in Crisis and Reconstruction (CCR), to respond to the needs of Member States worldwide. Following the Dakar World Education Forum, the Director General issued a note (DG/Memo/01/04) committing the Organisation to contribute to the task identified within the Dakar Framework, of meeting the educational needs of crisis-affected populations. He emphasized the need for UNESCO to create added value, since UNESCO was not among the agencies normally responding to emergency humanitarian needs. The importance of education for crisis-affected children was also stressed at the MINEDAF VIII (2002) and NEPAD (March 2003, Ougadougou) meetings.

⁴ The Director of PEER has also served as UNESCO Representative to Somalia.

This led to ongoing discussions regarding the future role of UNESCO PEER. The evaluation will facilitate the task of bringing these discussions to a meaningful conclusion.

Since the departure of its Director in September 2002, PEER has continued its work, with relatively limited guidance from the Cluster Offices in the region (Addis Ababa, Libreville, Nairobi). PEER also undertook activities at this time in other regions of Africa, assisting in the preparation of UNOCHA Consolidated Appeals for crises in Western and Southern Africa and was solicited to provide support even in Eurasia. External partners as well as Headquarters recognized that these changes of orientation needed to be reviewed.

At the request of ADG/AFR, a discussion was held on the mandate and status of PEER, in parallel with the NEPAD meeting at Ougadougou, attended by the concerned Cluster Directors as well as senior staff from Headquarters. Based on their recommendations as well as discussions at Headquarters between DDG, ADG/ED, ADG/AFR, ADG/ERC (ERC/RIO, ERC/CSF), D/BFC, IOS, the current objectives of PEER can be subsumed as follows:

1. To help countries in situations of crisis, post-conflict recovery or affected by natural disasters to ensure the right to education, in cooperation with other partners
2. To promote universal values (education for peace, tolerance, non-violence...).
3. To develop projects and programmes for reintegration of child victims of war and violence (refugees, internally displaced, ex-combatants, child soldiers, adolescent girls)
4. To support the preparation of EFA plans and programmes in emergency and post-conflict situations.

These objectives have been adopted progressively over the life of the PEER programme, beginning with objectives 1 and 2, together with refugee education, in the early 1990s. The evolution and extension of the objectives in recent years would need to be documented as part of the evaluation study.

Given the above-mentioned objectives, it is important to evaluate the effectiveness of the PEER programme, its operational capacities, strengths and weaknesses, cost-effectiveness, and to identify the lessons learned. This will facilitate decision-making on the future role and structure of PEER, in function of the Organisation's own vision regarding its involvement in the area of emergency education.

2. Purpose of the evaluation

The evaluation will enable the Organisation to assess the contribution and impact of PEER, in relation to the objectives subsumed above, and having regard to the policy statement DG/01/04, by responding to the following questions:

- Did PEER activities address effectively the objectives set out by the various projects to be implemented under UNESCO's programme as well through extrabudgetary funding?
- Does PEER contribute effectively to the Organisation's capacity to ensure the right to education for children and young people in crisis-affected Member States?
- Is the current organizational and administrative framework appropriate for meeting its objectives, within the framework of the Organisation's policy of decentralisation? Do the

design of the Programme and UNESCO's administrative arrangements and organisational structure at central and field level facilitate or hamper programme implementation?

- What modalities and quality of planning, risk assessment, monitoring and evaluation have been used by the Programme in the course of implementation, and how have they impacted on the effectiveness of programme management, cost-effectiveness, efficiency, completion, outcome and sustainability of activities?
- Assess whether the mandate, approach and strategies adopted by PEER continue to be relevant, vis-a-vis the priorities and plans of UNESCO, other UN bodies and cooperating agencies.
- Assess the comparative advantage of UNESCO versus other organisations with regard to the various projects implemented.

In the light of its findings, the evaluation mission should offer recommendations regarding UNESCO's possible future contribution to meeting the needs of crisis-affected populations in Africa, and the appropriate organizational arrangements.

3. Evaluation scope

3.1 Timeframe

The evaluation is to be undertaken as a matter of urgency, since important decisions have to be made regarding the future of PEER. A period of 6 weeks is envisaged, commencing as soon as possible (June 2003).

3.2 Geographical coverage

In view of the diverse nature of the activities undertaken by PEER in the region, and the widely varying local situations, it is important to make field visits to several countries, such as Somalia, Djibouti, Eritrea, Zambia, Burundi, Eastern DRC. The criteria for selection of the countries will depend on the importance of PEER's activities in these locations in the period under review.

3.3 Thematic coverage

The issues to be covered in the evaluation will include:

- Detailed analysis of the process leading to the preparation of programmes, projects and activities, decision-making and negotiation in relation to Headquarters strategies and priorities, as well as beneficiary countries and donors
- Analysis of the PEER management, qualification levels of human resources (staff and consultants) in the identification and implementation phases; management techniques, project monitoring and evaluation, as well as fundraising
- Qualitative (substance) and quantitative (human and financial resources) analysis of each programme, project and activity implemented by PEER during the period 1999-2003, in terms of relevance to their objectives
- Evaluation of the results achieved: implementation rate and/or completion of each element, taking into account the nature and intensity of local constraints

- Detailed review of selected programmes, projects and/or activities, notably through field visits, in terms of efficiency, effectiveness, appropriateness, relevance, impact and sustainability
- Analysis of policy and programme guidelines, norms and standards of other agencies active in the field of education in emergencies, eg UNICEF, Save the Children Alliance, in relation to the policy and content of PEER programmes
- Analysis of the relationship between PEER, Cluster Offices/Bureaux in the concerned countries/regions and Headquarters
- Analysis of relationships with partners (governmental, intergovernmental and NGOs), drawing on the Inter-agency Network for Education in Emergencies (INEE) based at HQ (perhaps through its Steering Group) as well as field offices in Nairobi or elsewhere; noting whether UNESCO plays an important value-added role in terms of comparative advantage for some or all of the types of activities conducted by PEER; and whether PEER is integrated into inter-agency cooperation and coordination mechanisms
- Analysis of the specific problems associated with situations of crisis such as: frequent insecurity, access to project sites, instability, low operational capacity of implementing partners, absence of local or national system of governance, etc
- Review of previous evaluations of PEER projects and programmes, eg by the EU, and commentary on their utility in decision-making about and by PEER.

Recommendations made by the evaluators should:

- Focus on implementation modalities/mechanisms (including decentralisation and Headquarters/Field office interaction)
- Be practical, operational and measurable
- Be outcome-oriented, and relevant to UNESCO's decision-making, overall policy and mandate
- Include the relationship to EFA-monitoring and EFA-partners under this programme.

4. Evaluation methods

The evaluation methods will be adapted to the scope of the study, the conditions of work in emergency situations, lack of institutional memory due to rapid turnover of staff (PEER and implementing partners and counterparts), security constraints, weak management capacity and record keeping by local partners etc. Principal sources of information will be:

- HQs staff who have worked at PEER or have current responsibilities relating to the Horn of Africa and Great Lakes Region
- Staff of concerned field offices, including those in countries to be visited by the evaluation team and the other field offices in the region covered by PEER, through field visits and/or telephone and email from Headquarters
- Managerial and technical staff at UNESCO PEER, including staff hired under extrabudgetary funding
- Interviews, chiefly in Nairobi, with selected donors who support PEER programmes and other organisations which cooperate with PEER or implement its programmes
- Records and reports at UNESCO PEER: strategy documents, project plans, yearly report of activities, work plans, conference reports and other reports on programme activities.
- Previous evaluations of PEER programmes and projects, internal and external; and contact with EU team currently evaluating EU assistance to Somalia (this includes evaluation of a

PEER project on textbooks and teacher training; the EU evaluation, moreover, targets programme and coordination issues which may be of relevance to UNESCO and will indicate the constraints faced by all agencies in Somalia).

- Field visits to PEER projects, with interviews of project managers and staff, current beneficiaries and, if possible, past beneficiaries; using semi-structured interview techniques
- Participatory techniques such as focus group discussions will be used when the situation permits.

A technical evaluation design will be prepared by the evaluators during their initial briefing at UNESCO Headquarters, ensuring that a consistent set of questions are asked to respondents at different levels, whether senior UNESCO management, donors and cooperating organisations, PEER staff or PEER beneficiaries.

5. Evaluation team

The evaluation team will comprise two specialists in education in Africa., one anglophone, one francophone. They should have a solid background in the planning and management of education in emergencies, and a good understanding of the role of international agencies in emergency response. A third specialist, if necessary, will focus more specifically on education-related projects in the areas of communication and culture, notably culture of peace. The lead consultant will be responsible for coordinating the report-writing.

6. Planning and implementation arrangements

6.1 Management arrangements; consultation with the field and agreements with partners/beneficiaries

The evaluation is being conducted under the auspices of ED/EPF, in consultation with concerned HQ units and PEER staff. PEER has been asked to take responsibility for contact with national authorities and other implementing agencies in the various countries where PEER is or has recently been operational, in order to make the logistical arrangements for conducting the mission and site visits.

6.2 Time frame

It is proposed that the evaluation commences in June 2003. It is expected to be completed in 8 weeks.

Interviews and documentation review in Paris: 5 days
Travel Paris-Nairobi: 1 day
Interviews and documentation review in Nairobi: 5 days
Field missions/field travel: 28 days
Interviews in Nairobi: 2 days
Travel Nairobi-Paris: 1 day
Interviews at HQ: 5 days
Finalisation of report: 9 days

Total: 56 days.

6.3 Resources and logistical support

Three consultants will be hired, two of whom must be education specialists with Africa experience: one anglophone, one francophone. A third consultant is required with strong organisational/managerial expertise, with a track record of carrying out major evaluations. The education sector will be funding the costs of two education specialists. The third possible specialist's costs will be covered by ADG/AFR and BFC.

Logistical arrangements for the travel in Africa will be coordinated by PEER, in close cooperation with UNESCO field offices and partners, using funds decentralized from HQs for the purpose. However, the PEER project officers who (for practical reasons of access) accompany the evaluation specialists to field sites will have the role of facilitator and not that of a member of the evaluation team.

6.4 Products

The product will be an evaluation report with findings, lessons learned and recommendations, presented under the format specified in the *UNESCO Guidelines for Evaluation Terms of Reference*, established by IOS (Feb. 2003). The report will be finalised jointly by the consultants, with the Lead consultant consolidating the input of his/her colleague(s).

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ANNEX C Bibliography

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ANNEX D Interview Guidelines

Interview Guide - Key Informants (UNESCO)

Mandate and role

- What do you know about PEER?
- In your view, what is PEER's mandate? How does it match UNESCO's overall mandate?
- Are there specific tools and implementation modalities of PEER? If yes, what are they?
- Are the mandate, approach and strategies of PEER still relevant?
- In your opinion has PEER had the capacities needed to implement its mandate?
- Is PEER a visible programme? If yes, in what way?
- What is the comparative advantage of UNESCO/PEER vis à vis other donors and NGOs?
- Are there established capacities, within PEER or UNESCO to effectively respond to Emergency education needs? In areas such as: Educational planning? Curriculum development? Teacher training? Education for All?
- Fungability, would this have happened anyway?

Results

- What has been the results or effectiveness of PEER projects?
- What has been the impact? Generally? In terms of ensuring right to basic education? In promoting universal values or a culture of peace? Environmental education? Re-integration of child victims of war?
- Are results and projects sustainable?
- What added value has UNESCO/PEER brought?

Efficiency

- Are projects implemented in an efficient manner? Why/why not?
- Is the PEER Programme cost effective? Why/why not?
- What can be said about the operational capacities of PEER?

- What is your opinion about the timeliness of Response of PEER?

Management and structure

- Who is the head of PEER reporting to, who should he, in your opinion, report to?
- In what way has your office/division/unit/..... interacted, collaborated or coordinated with PEER?
- In your view – which UNESCO sectors are of relevance to /should be involved in PEER?
- In respect to Education, what should be PEER's area of competence?
- In context of NEPAD, what should be the mandate of UNESCO/PEER?
- Where should PEER belong administratively? Technically?
- What should be its structure?
- Does it belong under a wider UNESCO Programme?
- What is the relationship between PEER and the Cluster offices, Representative Office and BRENDA? What kind of relationships do you think there should be between these offices and PEER?
- In which geographical areas should PEER be operating?

General

- What should be its mandate and main objectives?
- How would you define the strengths of PEER? The weaknesses?

Interview Guidelines + check list – stakeholders (projects)

Basic project data: Name of project, budget (all phases), present phase, duration, location, funding agency, context (type of emergency situation) and objective?

- Relevance and appropriateness of project?
- Does the project respond to the needs and priorities of stakeholders?
- Who identified the project? Who designed it? Was it participatory?
- Were measurable objectives or indicators established? If yes, which ones?
- Availability baseline data?
- Fungability (would it have happened anyhow?)
- Efficiency of implementation? Have planned interventions been implemented in an efficient manner?
- Cost-effectiveness
- Sustainability
- Connectedness (have interventions taken larger contexts and longer-term strategies into consideration)?
- Rate of implementation
- Attention to gender? Participation of women? Number? Has anything been done to encourage the participation of women?
- Attention to groups at risks (e.g. disabled, child soldiers.....)
- How have the psychosocial needs of the target population been addressed?
- How has the project contributed to protection needs being met?
- Adequacy of resources (inputs in relation to objectives, results and activities)
- Is there a logic between objectives, results, activities and inputs?
- Effectiveness and results (have the project attained its objective, have the foreseen output/results been produced)?
- Does the project have a single or multi sector approach? Would results have been better if there had been a multi sector approach? If yes, please qualify.

- Who are the beneficiaries /target population? How have they been identified?
- Have services been accessible?
- Did the intervention reach its target population?
- Impact of project activities in relation to the target population? In what way has the situation of the beneficiaries changed?
- Impact in terms of: ensuring right to basic education? In promoting universal values or a culture of peace? Environmental education? Re-integration of child victims of war?
- Were results obtained or outputs delivered in a timely manner?
- Have there been any specific local constraints? Security? Transport? Absence local or national systems of Government? Low operational capacities? Other?
- Have the activities and specific circumstances of the project made it impossible to adhere to UNESCO procedures? If yes, in what way have procedures not been followed?
- Reporting? Have reporting procedures been adhered to?
- How does PEER Nairobi monitor or evaluate the project?
- Visibility of project?
- Consultation with stakeholders, including ultimate beneficiaries?
- Collaboration and co-ordination with other donors?
- Collaboration and co-ordination with national and local authorities?
- Is there local ownership?
- Lessons learned?
- Benchmark? Performance of the project in relation to a performance that has been achieved by another project or in relation to established standards?
- In your view, is this a successful project? If yes, in what way? If, no, why not?

Interview Guide – Governments, donors and cooperating organisations

- In what way have you interacted or collaborated with the PEER Programme?
- Who took the initiative?
- Who has been the lead actor?
- What is/has been the mandate and role of PEER?
- What role has PEER played in emergency or post emergency situations, in the past?
- What is the comparative advantage of UNESCO/PEER to deal with problems arising in the above situations?
- What is the value added that UNESCO/PEER has brought? That UNESCO could bring?
- Existing inter-agency cooperation or co-ordination mechanisms of relevance to PEER? If this exists does UNESCO or PEER participate.
- Has there been any donor overlapping?
- Relevance of PEER projects in the past?
- What have been the results of PEER interventions in the past?
- What have been the impact and results?
- Quality of the PEER intervention?
- Timeliness of response?
- Competence of programme staff and experts and consultants?
- Do you have any specific policy or programme guidelines, norms or standards for education in emergencies/ countries in emergencies or conflict? In relation to PEER?
- Strengths and weaknesses of PEER?

Specific questions PEER funding agencies

- Who identified the project? Who designed it?
- What was the main reason for implementing the project?
- What was the main reason for you to fund it?
- Are you satisfied with the implementation? Results?
- Are you satisfied with the reporting; financial and substantial?
- Have you been doing any monitoring? Evaluations?
- Would you use PEER again?
- If yes, for what kind of projects/activities?

Specific questions PEER Nairobi

In addition to key informant questions

- In what way, if any does administrative arrangements and organisational structure facilitate or hamper programme implementation? Recommendations for the future?
- Gender mainstreaming?
- What are the procedures for planning, project formulation and preparation, approvals, risk assessments, monitoring and evaluation? Involvement HQ? Involvement Beneficiaries? Govt?
- PEER management procedures?
- Are projects adequately equipped with resources to enable them to reach their objective?
- How do you monitor projects in the field?
- How do you coordinate and collaborate with other relevant donors and NGOs? Participation in donor coordination mechanisms?
- How do you fundraise?
- What is your relationship and interaction with Cluster offices, BRENDA, Other UNESCO Field Offices? HQ?
- Why did PEER cease activities in Rwanda in 92?
- What has been your reaction to audit and critical report DFC 2002?
- Is there any inter agency cooperation or coordination mechanism in place for emergency education? If yes, does PEER participate?
- What is the comparative advantage of PEER in an emergency or post emergency situation?
- What has been the value added role of PEER?
- Relationship INEE?

Project Fact Sheet

Name:	Budget (s):	Geographical Location:
Results or Outputs Foreseen	Level of attainment	Comments
Existing indicator		
Effectiveness	Efficiency	Impact
Relevance	Sustainability	Concluding remark

ANNEX E Project Fact Sheets

Name:	Budget(s):	Geographical Location:
Curriculum development, textbook provision, professional development and the EMIS for primary education in Somalia (CEPPES)	E.C: \$2,163,868 (2000), \$1,250,000 (2003); Dutch govt: \$246,062 (2002); CONCERN Worldwide: \$23,090 (2002); UNICEF Somalia: \$244,400 (2001); UNHCR Kenya: \$45,000 (2001);	Throughout Somalia
Results or Outputs Foreseen Existing indicator:	Level of attainment:	Comments:
Printing and distribution of lower primary textbooks (Grades 1-4)	Printed and distributed all titles (6 x 4 x 2 versions) throughout Somalia	Books were developed by UNICEF late causing UNESCO to delay. By the time books were printed and distributed, enrolment had increased requiring extra funding for additional copies
Development of upper primary textbooks (Grades 5-8)	Draft books produced but not of high enough quality (according to ESC) and so have to be re-written. Final Grade 5 versions should be ready before year end.	Additional funds needed for re-writing have to be diverted from other project areas
Teacher training institutes (2) opened and functioning	One institute (in Hargeisa) fully functioning, but the other (in Garowe) failed	Diakonia is currently constructing a teacher training college in Garowe with understanding that UNESCO would technically support it
Assessment and certification units established – Grade 8 exams conducted for 2 years (2000-1)	2 units established and equipped within the Ministries (Hargeisa and Garowe). Capacity building carried out (15 x 3 persons in 2 workshops)	Exams conducted for 4 years (2000-3) with certificates issued in collaboration with the Ministries
Education policies reviewed and harmonization achieved	2 draft policy documents developed (assessment and curriculum)	Although there are 2 versions of same title (Somalia, Somaliland) the texts are virtually the same
Effectiveness:	Efficiency:	Impact:
One objective was changed during project, not all results achieved	Timeline not fully adhered to. 5 budget amendments including one no-cost extension (5 months). Due to unpredictable security situation, workshop venues had to be changed with cost implications	Textbooks encouraged greater enrolment. Nationally recognized curriculum is in place. Motivated teacher force.
Relevance:	Sustainability:	Concluding remark:
The programme is well within UNESCO's mandate. The level of education is low in Somalia and there are few trained teachers. The project makes good sense	The books have at least 5-year life span and the curriculum is likely to be used for the coming 10 years until next revision. Capacity building of writers has taken place	The original logical framework was not specific on results, costs and activities which necessitated regular amendments to the original budget. This was also due to frequent bouts of insecurity and inaccessibility in the field. Overall, the project was filling the need for standardization and harmonization

Name:	Budget(s):	Geographical Location:
Civic education for peace, democracy and development in Somalia	E.C: \$515,327 (2000), \$850,833 (2002); Italian govt: \$721,232 (2000), \$760,000 (2001)	Throughout Somalia
Results or Outputs Foreseen	Level of attainment:	Comments:
Existing indicator:		
Continue running 8 peace resource centers	All running during the project	Access was difficult in Mogadishu due to insecurity
Production of radio programmes (soap opera and magazine)	120 + 120 produced as planned	Magazine follows soap opera with same issues for reinforcement
Training of 150 voluntary trainers	About 180 trained	Unprinted curriculum was developed for each resource center
Training of 4,000 voluntary community peace and development promoters in civic education	Over 4,000 trained	Access was often difficult and dangerous in the south, delaying training
Effectiveness:	Efficiency:	Impact:
In spite of the prevailing unpredictable security situation and delay and uncertainty of continuation of funding , objectives were obtained	Over the years (1997-2003) the number of trained community group members increased exponentially	Thousands of community group members were empowered to a level that they could organize their own community development initiatives. Voluntary peace promoters never existed before. Radio stations in Somalia with which the project has interacted have adopted participatory educational radio programmes that are locally relevant
Relevance:	Sustainability:	Concluding remark:
Training was tailored to the local situation, adapting generic training outline. Majority of Somalis are illiterate—must use appropriate media like radio, which is extensively used by Somalis. Great need for promotion of peace and democracy because of breakdown of social fabric. Communication essential for building bridges	Local partners are continuing with activities in satellite community centers e.g. mobilization, peace, health and reconciliation. However, there were no income generating activities to sustain the peace resource centres	The project has proved its impact with the increased participation of women and youth in decision making at the grassroots level as well as the local authorities administration. It can be a tool for mobilizing national efforts for reconstruction, peace building and development (e.g. for parents to send their children to school). It establishes links and synergies among and between donors, local authorities, NGOs, agencies and the community

Name:	Budget(s):	Geographical Location:
UNESCO Programme, Djibouti	UNHCR Djibouti: \$67,136 (2000), \$59,467 (2001), \$157,461 (2002), \$105,455 (2003) Italian govt: \$100,000 (2000)	Djibouti
Results or Outputs Foreseen	Level of attainment:	Comments:
Existing indicator:		
Provision of primary education to the Somali and Ethiopian refugees in Djibouti	2 schools functioning, teachers paid for only 10 months (not for 2 months in holiday period)	Estimated 400 children not going to school because of lack of classrooms and teachers. Training cut by UNHCR due to funding constraints
Institute a formal environmental education project for refugee schools	All teachers have been trained since 1999 on a yearly basis. 5,000 pupil books (Grades 1-6) were printed and distributed in 1999.	No funding provision for reproduction of materials since 1999
To promote culture of peace in the Horn of Africa (Fest' Horn)	Around 200 artists and intellectuals participate in the festival from all 7 IGAD member states	Funding was provided by UNESCO for first event in 2000. UNESCO mobilized the local and international donor community for subsequent events and provided technical support
Effectiveness:	Efficiency:	Impact:
Every year the number of enrolled refugee students increases although there is an estimated 400 children not going to school	70% of budget is salaries which are paid regularly. Salaries are withdrawn when teachers don't turn up for school. Delayed support from Nairobi reduces efficiency	AMDA have noticed the excellent quality of graduating students who commence work for them as medical staff or translators. Students regularly participate in community activities. PEER has a good image with government, UN agencies (as member of UNCT) and NGOs
Relevance:	Sustainability:	Concluding remark:
Education for repatriation prepares refugees to go back home for a durable solution. Education is a first priority for the refugees. However, they show little desire to repatriate.	Fest' Horn continues each year with greater participation, including West Africa. UNESCO is paying salaries to teachers with no contribution from parents. The project is therefore not sustainable although education given is itself sustainable	UNHCR continues to fund UNESCO-PEER as implementing partner which is a significant indicator of success. There should be more communication between UNESCO offices in Djibouti and Somalia for promoting the repatriation process

Name:	Budget(s):	Geographical Location:
Refugee and returnee environmental education programme	UNHCR Geneva: \$189,000 (1999), \$239,000 (2000), \$154,000 (2001), \$150,000 (2002), \$94,000 (2003)	Zambia, Kenya, Tanzania, Ethiopia, Djibouti, Sudan, Uganda
Results or Outputs Foreseen	Level of attainment:	Comments:
Existing indicator:		
Production of materials for teaching and training	Met all production targets as per agreement and sometimes exceeded them	Need to conform to school calendar since work is with teachers and students
Training of trainers to build capacities and direct training of teachers, if feasible	Critical mass of trainers in place in Djibouti, Ethiopia and Zambia	Environmental education training builds general teacher capacity
Provision of technical support to any UNHCR requesting office	Respond in timely manner to any request received from UNHCR offices worldwide	UNHCR offices and IPs don't generally have the capacity or funds for effectively designing and implementing environmental education programmes
Effectiveness:	Efficiency:	Impact:
Given the funding environment, outputs as per agreement have been achieved	Cost of production is on the high side at the insistence of UNHCR Hqs to produce colourful, quality materials. However, the capital costs of material production are lessened by the sharing of material among countries (e.g. Ethiopia and Djibouti)	Building of capacity in general teaching, training and materials development. Awareness and acceptance of EE among teachers and students. Development of capacity of beneficiaries in effective natural resource management
Relevance:	Sustainability:	Concluding remark:
Environment is a priority of UNHCR in order to uphold the right to asylum in refugee-hosting countries both now and in the future	Education provided to beneficiaries is life-long. However, programme sustainability depends on support and funding at country level	There is a need for higher level sensitization of UNHCR staff on the importance of the environment and therefore of EE in refugee management

Name:	Budget(s):	Geographical Location:
Rehabilitation of the Education Sector, Nugal Region, Phase II	E.C: 850,000 euros (1999)	Nugal Region, Puntland
Results or Outputs Foreseen Existing indicator:	Level of attainment:	Comments:
Teachers professionally and academically qualified	69 teachers from the 14 selected schools received 8 weeks residential training and regular monitoring	8 full time project staff in a geographically focused area
Quality control of education through regular learner assessment	Monthly tests and annual exams	Teachers trained in continuous assessment skills
Physical rehabilitation of REO complex and selected schools	1 complete complex built (EDC) and 8 schools rehabilitated	EDC is base for the coordination of education in the region
Capacity building of CECs of the 14 schools	5 phases of leadership training completed	IGAs under the CECs was introduced in all schools
Effectiveness:	Efficiency:	Impact:
The main results have been achieved for the selected 14 schools	Project was implemented as per the time-line. 2,716 students benefited	During the lifetime of the project, number of schools doubled in region. In the absence of government support, community ownership is sustaining the schools to date
Relevance:	Sustainability:	Concluding remark:
Education is a priority sector for rehabilitation of a post-conflict country. IGAs are chosen according to the environment	Schools still running. Further capacity building of REO and CECs would be desirable to strengthen sustainability	Overall, the project was well implemented. A phase III was planned but no commitment from any donor as yet

Name:	Budget(s):	Geographical Location:
Raising environmental awareness among refugee and local communities in Eastern Sudan	UNHCR Sudan: \$53,280 (2000), \$17,000 (2001)	Eastern Sudan
Results or Outputs Foreseen Existing indicator:	Level of attainment:	Comments:
Production of flipchart posters and general awareness-raising posters	90 sets of flipcharts and 300x10 general posters produced	Posters for use by extension workers and teachers
Training of trainers	10 trainers trained during one 5-day workshop in April 2002. UNHCR claimed that there was insufficient funding for the subsequent training of extension workers.	UNESCO did not return unused 2001 funds (\$17,000) to UNHCR. As a result, PEER received no further funding from UNHCR. Since PEER had no core funding of its own, it was unable to produce a training manual for extension workers on how to use the flipcharts. As a positive result of my mission, UNESCO has just returned the \$17,000 to UNHCR which should open up the way to continued further cooperation
Effectiveness:	Efficiency:	Impact:
The posters were attractive, simple, well received and have been well used, according to most respondents. Schools and teachers have benefited in addition to the original targeted refugee and local communities, indicating that materials have been used to maximum effect	Key consultants commuted back and forth from Nairobi from where the materials were also obtained. This contributed to the high costs involved and the long time for completion but the products were generally recognized to be of high quality. Constant monitoring and supervision by UNHCR and FNC have assisted the progress of the project	There is a high demand for seedlings. Tree planting activities are still on-going and private nurseries have started up with active participation of women. Most family compounds now have trees. It is difficult to assess the impact of environmental education in isolation from the overall environment programme but a big difference was observed in places not covered by the PEER programme (e.g. in Shagarab I)
Relevance:	Sustainability:	Concluding remark:
Through a series of workshops, and with oversight from an environment task-force, many stakeholders from both refugee and local communities have participated in the development of the materials. However, some actors questioned why a Nairobi artist was employed instead of a local one. The PEER programme has subsequently inspired the production of locally made posters	Although the posters are still being used by extension workers, there is a need for more posters on broader environmental issues with training in how to use them. Government has been involved in the programme and strongly supportive from the beginning. An exit strategy has ensured that, even after refugees have moved on, activities are continuing to be undertaken by the local population	The project has been very successful in the target areas, focusing on awareness raising, community mobilization, energy saving stoves, forestry related activities and some small scale agro-forestry practice. There is a need for more follow up and evaluation by including new issues such as water, sanitation, health and cleanliness and by replication and expansion to other areas inside and outside Sudan

Name:	Budget(s):	Geographical Location:
Technical and Vocational Education for Somalia, including demobilisation	Italian Govt: \$604,118 (2000), \$179,013 (2001), \$650,000 (2003)	Throughout Somalia, demobilization only in Mogadishu
Results or Outputs Foreseen Existing indicator:	Level of attainment:	Comments:
National coordination of TVE sector	3 TVE steering committees organized	15 participants in Hargeisa, 38 in Garowe
Development of curriculum and syllabi	Developed for 11 trades at 2 levels (III & II)	Priority given to the most demand-driven trades in local market
Provision of syllabi, instructor's guides and other learning materials	Syllabus distributed to all areas (6,600 copies printed) but not reached final destination in N.E. (Puntland)	Distribution system to be strengthened
In-service training for instructors and institutional capacity building for VTC management	145 teachers trained in 7 trade areas including entrepreneurship and 48 managers trained	Induction training conducted for 6 syllabi only
Assessment and certification criteria established for standardization	Draft assessment criteria developed for 5 trades for skill level III	5 more to be developed in next phase for skill level III and 10 more for skill level II
Training of ex-militia in literacy and vocational skills in Mogadishu	Almost 450 trained and about 80% are employed one year after project, according to tracer study	Due to the success of the programme, the same donor has given funding for a similar programme in Puntland (Italians, \$300,000)
Effectiveness:	Efficiency:	Impact:
Difficult to assess (as in most PEER projects!) because the objectives of programme are rather vague and unquantified	Cost-effective because there should be many beneficiaries in the future. However, some syllabi have not been delivered yet	National curriculum has been adopted by many centers. Need to follow up on the use of distributed reference materials. 80% of ex-militia are employed
Relevance:	Sustainability:	Concluding remark:
Provides an alternative education system to young people who have missed out on formal education, especially ex-militia	All authorities have approved the syllabi guaranteeing its use for the foreseeable future	Gender equity was not satisfied in the first choice of trades since only garment making and agriculture were relevant to females. However, the second batch of selected trades were more gender sensitive, including computer studies, secretarial studies, accountancy and hospitality operations. Some instructors felt that the syllabi were not detailed enough for lesson preparation. What they now require are instructor guides, which are under preparation for 7 trades

PROJET EDUCATIONAL'ENVIRONNEMENT

Intitulé : <i>Education à l'Environnement</i>	Budget : 80 000 US \$ Source : HCR-GENEVE	Localisation: <i>Camps des réfugiés congolais (Kala et Mwange) en Zambie</i>
Activités, Résultats et Indicateurs de performance	Niveau de réalisation	Commentaires
1. Mise en place d'un task force composé de 25 personnes de Mwange dont 20 enseignants et 5 agents du service communautaire et de foresterie	25 personnes formées	C'est en 2001 que UNESCO-PEER a tenu le premier atelier sur l'environnement. L'objectif de cette rencontre était d'identifier des thèmes pertinents relatifs à l'environnement. Ainsi, 7 domaines de réflexion avaient été répertoriés, à savoir : conservation de l'énergie, hébergement durable, conservation des sols, lois et traditions locales sur l'utilisation des ressources naturelles, eau source de vie, assainissement de l'environnement et enfin, consommation rationnelle du bois.
2. Elaboration de matériels didactiques autour des 7 thèmes - guides du maître distribués aux enseignants ⁵	3 livrets sur 7 ont été produits 50 guides produits pour les 12 écoles de Kala et de Mwange	Pour l'heure, seuls les trois thèmes « eau source de vie, assainissement de l'environnement et consommation rationnelle du bois » ont fait chacun l'objet de livrets aussi bien pour le maître que pour l'élève. Ces livrets ont été rédigés par un consultant burundais à Nairobi, sur la base des idées exprimées par les enseignants réfugiés congolais. Ils ont été pré-testés mais nécessitent encore des améliorations. Par exemple, dans le livret relatif à « eau source de vie » à la page 16, il n'y a pas d'adéquation entre l'identifiant et le contenu. Par ailleurs, en ce qui concerne les chansons figurant dans les livrets, le texte ne suit pas la portée musicale. Il en résulte une sérieuse difficulté de lecture des chants qui pratiquement sont inexploitable. S'agissant des 4 autres livrets leur élaboration est aujourd'hui incertaine en raison des difficultés financières avec lesquelles le HCR serait confronté. Les camps de Kala et de Mwange qui comptent au total 12 établissements scolaires n'ont seulement reçu qu'une cinquantaine de guides du maître sur les trois thèmes édités. Ce qui est dérisoire

⁵ UNESCO-PEER a refusé de donner les informations⁶ Idem

<p>- livrets mis à la disposition des Eco-club⁶</p>	<p>1500 livrets distribués à Kala 650 livrets distribués à Mwange</p>	<p>par rapport aux besoins et au nombre des enseignants concernés, notamment ceux qui assurent l'encadrement des Eco-club. Par exemple, ils sont dix à l'école de Mwange A. L'insuffisance des livrets serait liée à des carences dans la distribution. Selon UNESCO-PEER, le HCR qui était chargé de cette opération a procédé à une mauvaise répartition des livrets entre les camps de Kala et Mwange en donnant plus qu'il en faut selon de type de matériels didactiques à tel ou tel site. Cette version est contestée par le HCR qui dit n'avoir distribué que ce qu'on lui a donné.</p> <p>Les 7 Eco-clubs de Kala et les 5 de Mwanga ont reçu respectivement 1 500 et 650 livrets de l'élève. Ceux-ci ne sont remis aux membres qu'au moment des activités relatives à l'éducation environnementale. Les autres élèves en sont privés bien que l'éducation environnementale ait été introduite comme discipline.</p>
<p>3. Sélection des Formateurs - 10 formateurs de formateurs sélectionnés</p>	<p>10 formateurs formés</p>	<p>Ces formateurs, membres du task force, ont été sélectionnés sur la base de leur sérieux et de leur compétence par leur collègues. Ils ont formés en retour les autres enseignants, en l'occurrence ceux de Kala et de Mange.</p>
<p>4. Formation des enseignants - 122 enseignants à former à Kala - 112 enseignants à former à Mwange</p>	<p>23 enseignants formés à Kala 36 enseignants formés à Mwange</p>	<p>D'importants efforts doivent être déployés pour former la totalité des enseignants, notamment du primaire qui eux tous enseignent désormais l'éducation environnementale qui est considérée comme une discipline au même titre que les autres. Mais à l'heure actuelle, seulement 18% des enseignants de Kala et près du tiers (32%) de ceux de Mwange sont formés.</p>

<p>Efficacité Le projet n'a pas pu réaliser les objectifs fixés au départ aussi bien sur le plan physique avec la non réalisation des 7 livrets autour des thèmes identifiés dès le début mais également au niveau financier du fait du manque de collaboration de HCR/Lusaka. Selon UNESCO-PEER ce dernier n'a jamais tenu ses engagements.</p>	<p>Efficienc Le projet a particulièrement souffert du rejet dont il a fait l'objet dès le départ de la part du bureau de HCR en Zambie. Celui-ci a eu du mal à accepter que UNESCO-PEER continue à traiter dans le cadre dudit projet, avec HCR/Genève. La meilleure illustration est son attitude quant à la mise à disposition des fonds concernant ledit projet. En 2001, année où devait démarrer l'opération, le bureau du HCR en Zambie aurait déclaré à UNESCO-PEER qu'il avait oublié d'inscrire dans sa programmation annuelle le budget concernant le projet. En 2002, la réponse a été de dire qu'il n'y avait pas de l'argent et en 2003 que les 80 000 US \$ qui avaient été mobilisés pour le projet auraient été utilisés à d'autres fins. Ce manque de bonne volonté du bureau du HCR en Zambie serait à l'origine des 7 mois de retard relevé dans le calendrier d'exécution du projet. En effet, celui-ci n'a pu démarrer qu'en juillet au lieu de janvier 2001 comme initialement prévu. Finalement, les 80 000 US \$ destinés au financement du projet ont dû être prélevés sur le budget alloué par HCR/Genève au programme d'éducation environnementale pour les réfugiés dans les pays de la Corne de l'Afrique.</p>	<p>Impact L'impact du projet est encore très limité. En dehors de la formation des enseignants qui doit être d'ailleurs poursuivie, les autres réalisations du projet portent sur i) l'élaboration de matériels didactiques, ii) l'aménagement d'une bananeraie à Mwangé dont l'exploitation pose problème en raison des pillages perpétrés par les populations et iii) une campagne de reboisement des camps de Kala et de Mwangé régulièrement perturbée par une pénurie chronique d'eau.</p>
<p>Pertinence Les objectifs du projet sont cohérents avec la stratégie de développement de l'éducation à l'environnement initié par UNESCO-PEER dans la région</p>	<p>Durabilité L'office de l'Environnement, organisme créé par les réfugiés du camp de Mwangé est en train de mener une expérimentation fort intéressante. A travers les Mazingira (environnement en swahili) club qui regroupent des jeunes descolarisés ou non scolarisés de 11 à 21 ans, il assure des cours sur l'éducation environnementale qui s'appuient principalement sur des activités pratiques. Les jeunes qui aujourd'hui sont au nombre de 115 sont encadrés par des femmes préalablement formées dont le choix s'explique par le rôle déterminant qu'elles peuvent jouer dans la sauvegarde de la nature. En outre, l'Office entretient une collaboration rapprochée avec les écoles qu'il encadre et prête du matériel. Il importe de souligner que c'est à son</p>	<p>Observations finales L'avenir du projet est sérieusement menacé par le conflit latent qui oppose UNESCO-PEER et le bureau de HCR en Zambie. Ce dernier se plaint de n'avoir aucune information sur le déroulement du projet et surtout sur la gestion des fonds alloués par HCR/Genève. Cette situation pourrait au bout du compte compromettre la réalisation du projet et du coup porter préjudice aux efforts déployés jusqu'ici pour la sauvegarde de l'environnement dans les camps de Kala et de Mwangé.</p>

	<p>actif qu'on compte un nombre important de foyer amélioré dans le camp. Plus d'un tiers des familles utilisent cette technique dans le souci d'économiser du bois de chauffe.</p> <p>Par ailleurs, dans la perspective d'une meilleure vulgarisation du message sur l'environnement, UNESCO-PEER envisage dès l'année prochaine la distribution de jeux de société dans les Eco-clubs tels que le monopoly et le jeu de l'oie.</p> <p>Enfin, le HCR vient de recruter une consultante spécialiste de l'environnement qui sera chargée du suivi des projets concernant le sous-secteur.</p>	
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PROJET D'EDUCATION D'URGENCE (Teacher Emergency Package)

Intitulé : <i>Programme d'Education d'urgence TEP</i>	Budget : Sources : <i>Norvège</i>	Localisation: CONGO
Activités, Résultats et Indicateurs de performance	Niveau de réalisation	Commentaires
<p>1. Production de livres pour le Programme d'urgence</p> <ul style="list-style-type: none"> - 2000 exemplaires d'un guide du maître intégrant les 5 disciplines principales (français, mathématique, étude du milieu, éducation civique et morale, éducation à la santé et à l'environnement) - 2000 exemplaires du manuel du bon enseignant - 1000 exemplaires des deux manuels sur l'éducation à la Paix - 2000 exemplaires du manuel sur l'éducation à l'environnement 	<ul style="list-style-type: none"> - 2000 exemplaires d'un guide du maître produits - 2000 exemplaires du manuel du bon enseignant produits - 1000 exemplaires des deux manuels sur l'éducation à la Paix produits - 2000 exemplaires du manuel sur l'éducation à l'environnement produits 	<p>Dans l'ensemble, les manuels produits dans le cadre de l'Education d'urgence ont été bien appréciés par les responsables et les utilisateurs bien que la plupart de ceux-ci se plaignent de ne pas avoir été associés à leur rédaction. Par ailleurs, il importe de souligner, que des coquilles demeurent encore dans certains manuels tels que celui du guide du maître où on trouve encore le mot « Somalie » ou « Allah » Enfin, en raison de la rupture de stock constatée depuis plus d'un an beaucoup d'enseignants se plaignent de ne pas avoir de supports pédagogiques. Le manuel sur l'éducation à l'environnement est jugé trop général et trop théorique. Il ne reflète pas les réalités du milieu congolais.</p>
<p>2. Formation à l'utilisation des manuels TEP</p> <ul style="list-style-type: none"> - 35 formateurs de formateurs dont 15 de Goma et 20 de Bukavu formés <p>354 enseignants dont 184 de Goma et 170 de Bukavu formés</p>	100%	<p>Les enseignants jugent que la formation d'une durée de 4 semaines est très courte. Ils estiment nécessaire d'introduire un cours sur le Swahili compte tenu de son rayonnement au niveau de la région des Grands Lacs.</p>
<p>3. Mise en œuvre du Programme TEP</p> <ul style="list-style-type: none"> - 124 classes ouvertes - 3 790 enfants déplacés accueillis - 2 840 intégrés dans le système éducatif - 7000 enfants à accueillir - 50 classes à construire 	<p>124 classes ouvertes à Goma</p> <p>3790 enfants déplacés accueillis à Goma</p> <p>2 840 élèves intégrés dans le système éducatif à Goma</p> <p>0 enfant accueilli dans les écoles du Bukavu</p> <p>0 classe ouverte à Bukavu</p>	<p>A Goma, grâce au CNPR, un grand nombre de classes ont été construites ou réhabilitées par ses soins afin de permettre la scolarisation des enfants en situation difficile. Cependant, il est regrettable de noter que beaucoup d'enseignants ou d'élèves recrutés et formés par le CNPR abandonnent. Les enseignants sont les plus touchés à peine 10% sont intégrés après leur formation dans les écoles publiques.</p>

<p>Efficacité Même si le projet a contribué au renforcement de l'accès et à l'amélioration de la qualité, il convient de souligner que tous les objectifs arrêtés au départ n'ont pas été atteints. En effet à Bukavu, le Programme TEP s'est limité seulement à la formation des formateurs et des enseignants ainsi qu'à la distribution de manuels qui pour l'heure ne sont pas utilisés faute de moyens pour scolariser les enfants concernés.</p>	<p>Efficience L'exécution du projet accuse du retard dans la ville de Bukavu et ses environs. La formation des différents acteurs a été opérée depuis 2001 et il n'y a pas eu de suite.</p>	<p>Impact Le projet a permis la formation de formateurs et d'enseignants ainsi que la distribution de matériels didactiques indispensables dans le cadre d'un programme d'urgence. Il a également contribué à la scolarisation de milliers d'enfants déplacés ou réfugiés.</p>
<p>Pertinence Les objectifs du Programme sont pertinents et correspondent aux besoins en matière d'Education d'urgence.</p>	<p>Durabilité Le programme 2004 du CNPR prévoit pour l'année prochaine, la formation de 240 enseignants et autant de classes construites ou réhabilitées pour l'accueil de 7 200 enfants. Par ailleurs, dans son programme 2003/2005, l'UNICEF a un important volet consacré aux enfants en situation difficile.</p>	<p>Observations finales Des efforts devraient être déployés par UNESCO-PEER pour intéresser davantage le CNPR au sort des enfants déplacés dans la ville de Bukavu et ses environs. Dans la zone, d'intervention des écoles SEDMIR (ville de Bukavu), on a recensé près de 7 000 enfants déplacés ou orphelins abandonnés à eux mêmes. La mission a obtenu du Bureau de l'UNICEF son accord pour accompagner le Programme TEP. Une saisine officielle devra être faite dans ce sens par l'UNESCO sans délai.</p>

FICHE DE PROJET EDUCATION NON FORMELLE

Intitulé : PROJET 91-112 111 PRA : Education non formelle	Budget : USD 220,000 Source de financement : Royaume Uni	Localisation: BURUNDI
Activités, Résultats et Indicateurs de performance	Niveau de réalisation	Commentaires
1. Aphaséisation et post- alphabétisation - 15 000 livrets pour apprenants - 2 000 livrets pour alphabétiseurs - 24 images en 2000 exemplaires - 204 alphabétiseurs formés dont 2/3 sont des femmes	- 15 000 livrets pour apprenant produits - 2 000 livrets pour alphabétiseurs produits - 24 images en 2000 exemplaires produits - 204 alphabétiseurs formés dont 2/3 sont des femmes	A l'heure actuelle, les livrets élaborés par le projet sont les seuls utilisés par l'ensemble des institutions qui interviennent dans le domaine de l'alphabétisation.
2. Appui aux comités des femmes pour la Paix et le Développement - 150 femmes ont participé à 3 journées de réflexion sur l'importance du travail en groupement - 15 micro-projets financés	15 micro-projets financés	La plupart des micro-projets ont été fortement fragilisés par la crise que connaît le pays depuis quelques années. Par ailleurs, les rares micro-projets qui fonctionnent ne se soumettent pas au remboursement des fonds au Ministère faute de suivi et de sanction de la part de ce dernier
3. Fourniture d'équipements aux Centres de Formation et de Perfectionnement Professionnels - 3 Centres équipés et dotés d'outillage	3 Centres d'outillage équipés	Avant même son exécution, le projet a connu des modifications avec l'insertion entre autres, de la composante 3. En effet, suite aux pressions du gouvernement le projet qui initialement ne concernait que l'alphabétisation s'est étendu à d'autres activités telles que l'appui à des établissements, la formation d'enseignants et la création de micro-projets.
4. Formation de 320 enseignants non qualifiés des collèges communaux	Projet non réalisé	Cette composante qui ne figurait pas dans le programme n'a jamais été exécuté bien qu'il ait été budgétisé. Le budget y afférent a été utilisé à d'autres activités qui n'étaient pas prévus dans le projet.
4. Formation des formateurs et conseillers pédagogiques de l'enseignement technique - 120 formateurs formés - 33 conseillers formés	- 120 formateurs formés - 33 conseillers formés	

<p>Efficacité Les objectifs qui étaient définis au moment de la préparation du projet n'ont pas été atteints en raison des modifications opérées dans le contenu même dudit projet. Ces modifications qui portaient sur l'introduction de composantes totalement différentes des orientations du projet initial ont entraîné une diminution du budget qui au départ était alloué aux activités liées au développement de l'alphabétisation.</p>	<p>Efficience Les coûts initialement programmés n'ont pas été respectés ainsi que le calendrier d'exécution. Le projet a connu six mois de retard compte tenu des pressions et des tergiversations créées par le gouvernement et a contrario du manque d'autorité d'UNESCO-PEER qui a laissé faire.</p>	<p>Impact Le Projet a contribué au développement de l'alphabétisation avec la production de livrets spécialisés et la formation d'alphabétiseurs. L'impact économique et social pourrait être très déterminant si l'on en juge par la pertinence du contenu de la formation qui porte sur la gestion, l'élevage, l'agriculture, le planning familial, l'hygiène, la santé et l'éducation à la paix.</p>
<p>Pertinence Le but du projet était de réduire l'analphabétisme au Burundi. Les objectifs spécifiques portaient sur la mise à disposition de matériels didactiques appropriés aux Centres d'alphabétisation, l'intensification de la formation des formateurs et l'appui d'un programme d'éducation non formelle au profit des femmes. Ces objectifs sont en phase avec la stratégie du gouvernement en matière d'alphabétisation ainsi qu'avec la stratégie d'assistance de l'UNESCO au niveau du sous-secteur.</p>	<p>Durabilité En plus des actions réalisées par UNESCO-PEER dans le domaine de l'alphabétisation, il existe d'autres programmes dont les plus importants sont exécutés par l'ONG Action Aid sur financement de la Grande Bretagne et ceux pris en charge par les églises catholiques et protestantes. Cependant, l'absence d'un programme de formation continue des formateurs et le statut de bénévolat de ceux-ci pourraient avoir des effets négatifs sur le développement de l'alphabétisation au Burundi. Par ailleurs, l'UNESCO-PEER envisage l'évaluation des différents livrets produits dans le cadre du projet afin de les améliorer davantage bien qu'ils aient été déjà bien accueillis par les principaux partenaires. Leur traduction en français et en anglais est prévue puisqu'ils ont été rédigés en kirundi.</p>	<p>Observations finales Le projet aurait pu être mieux conduit et son impact plus déterminant si les objectifs et le contenu définis au départ avaient été respectés. Les modifications qui ont été opérées ont diluée la portée des résultats du projet dans le domaine de l'alphabétisation avec la réduction des fonds alloués au début au sous-secteur.</p>

FICHE DE PROJET FOURNITURES DE KITS SCOLAIRES ET REPRODUCTION DE LIVRES DU MAITRE

Intitulé : PROJET 431 BDI 10-11-12 : Kits scolaires pour écoliers sinistrés et livres du Maître pour les collèges communaux	Budget : 129,000 \$US Source de financement : <i>Commission allemande pour l'UNESCO</i>	Localisation: BURUNDI
Activités, Résultats et Indicateurs de performance	Niveau de réalisation	Commentaires
1. Fournitures de kits scolaires aux élèves sinistrés - 3 000 élèves de la province de Cibitoke reçoivent des kits scolaires - 2 000 élèves de Bubanza et de Bujumbura rurale reçoivent des kits scolaires	3 000 kits distribués à Cibitoke 2 000 kits distribués à Bubanza et à Bujumbura	La distribution des kits s'est effectuée par personne interposée et non directement par UNESCO-PEER. Des pertes non justifiées ont été enregistrées.
2. Reproduction et distribution de livres du maître dans les collèges communaux - 2 400 exemplaires des livres de la 7 ^{ème} année reproduits - 2 400 exemplaires des livres de la 8 ^{ème} année reproduits - 2 800 exemplaires des livres de la 9 ^{ème} année reproduits - 1 400 exemplaires des livres de la 10 ^{ème} année reproduits - 2 800 exemplaires complémentaires de livres reproduits	2 400 exemplaires des livres de la 7 ^{ème} année reproduits 2 400 exemplaires des livres de la 8 ^{ème} année reproduits 2 800 exemplaires des livres de la 9 ^{ème} année reproduits 1 400 exemplaires des livres de la 10 ^{ème} année reproduits 2 800 exemplaires complémentaires de livres	La panne des deux copy-printers qui servaient à la reproduction des livres a occasionné des blocages fréquents qui ont eu des répercussions sur le délai.

<p>Efficacité Le projet a contribué à l'amélioration des conditions de travail en permettant à des élèves totalement démunis de disposer des fournitures nécessaires pour poursuivre normalement leurs études. Par ailleurs, il a également aidé au renforcement de la qualité de l'enseignement en mettant à la disposition des maîtres des collèges communaux des guides pour assurer un bon enseignement. Cet appui est d'autant plus pertinent que la plupart des maîtres n'ont pas la qualification requise pour enseigner dans les collèges communaux.</p>	<p>Efficiéce Si les coûts afférents au projet ont été judicieusement gérés comme en témoignent les économies dégagées, il n'en demeure pas moins qu'un léger retard (3 mois) a été enregistré dans le calendrier d'exécution du projet. Ce retard est imputable à la défaillance des deux coy-printers et au laxisme de certains prestataires de service tels que l'ONG Equilibre qui a attendu 3 mois pour distribuer les kits qu'elle avait en charge. Elle aurait fait perdre dans l'opération 22 kits et aucune explication n'a encore été fournie à ce sujet.</p>	<p>Impact Le projet a permis le maintien d'écopiers potentiellement destinés à l'exclusion faute de moyens, dans le système éducatif. Ainsi, ce dernier a connu un développement conséquent au cours des années qui ont suivi la mise en œuvre du projet. En ce qui concerne les enseignants, il convient de souligner qu'ils sont de plus en plus motivés par le fait que grâce au projet, Ils disposent d'excellents instruments de travail que constituent les guides.</p>
<p>Pertinence La guerre a contribué davantage à l'appauvrissement des populations dont les plus touchés sont les enfants qui vivaient seuls et sans ressources après la disparition de leurs parents. Les objectifs du projet sont par conséquent conformes aux préoccupations de l'UNESCO et du gouvernement qui se soucient d'accompagner les élèves sinistrés dans leur scolarité.</p>	<p>Durabilité Grâce au choix des prestataires de service les moins disants des économies ont pu être réalisées. Elles ont permis de poursuivre la distribution de fournitures scolaires au profit de 5 709 élèves sinistrés à l'occasion de l'ouverture des classes en 1998. Le reliquat a été également utilisé pour l'achat de 600 pupitres destinés aux écoles primaires de Bujumbura rurale et de Kayanza saccagées par les bandes armées.</p>	<p>Observations finales D'une manière générale, le projet a été bien réalisé. Cependant, il est souhaitable que UNESCO-PEER s'implique à toutes les étapes de la mise des projets qu'elle initie. Dans ce cas de figure, elle aurait dû être représentée aux cérémonies de distribution des fournitures pour s'assurer que celles-ci sont effectivement parvenues aux bénéficiaires.</p>

ANNEX F PEER Publications and Reports

Textbooks and Teacher Guides for Somalia

Reprints of the Old Somali books and Teacher Guides for Primary (1-7), 7 titles including Health Education, with minor modification including change in the format (from A4 to A5) from 1993 to 2000 distributed periodically.

Grade 1 to 4 textbooks and teacher guides (UNICEF and UNESCO)
Somali language, Maths, Science, Social Studies, Arabic language and Islamic Studies (published in 2000-02) in two versions (Somalia and Somaliland). A total of 850,000 copies were printed and distributed.

Grade 5: Textbooks in print (6 titles) 1997 and 2003 editions
Somali language, Arabic language, Science, Maths and Islamic Studies and Social Studies

Grade 5: Teacher guides ready to print (5 titles)
Somali language, Arabic language, Science, Maths and Islamic Studies

Grade 6 textbooks (2003-04)
Ready to print- 6 titles (Somali language, Arabic language, Science, Maths and Islamic Studies

English language
Books 1 and 2

3 Readers (shortstories in Somali) for primary schools 1995

6 Readers in Somali for Primary schools 2003

Teacher Emergency Package

Teacher Emergency Package (TEP). Available in Somali, Afar, Kinyarwanda, Portuguese, English, Kirundi and French

Peace Education

Peace Education Package for Somalia (PEPS in Somali with songs, stories, activities, games etc.) English, French and Arabic versions available.

Adult Literacy Materials

Somali

Seven booklets and two teacher guides

Kirundi

Kwiga Ni Uguhozako (Teacher Guide)

Kiwga Ni Uguhozako (Pupil book)

Non formal education Posters in Kirundi (24)

Teacher Education

1. SOMOLU (Somali Open Learning Unit) in-service teacher training, Units A,B,C & D (Each unit consists of ten lessons/assignments)
2. Be a Better Teacher (BABT) in-service teacher training. Four Books A,B,C & D (a total of 40 Units). The English original and Somali translation of this work are available.

Other Material for Somali

1. Mine Awareness kit
2. Mine Awareness low-cost video
3. Peace campaign low cost video
4. Festhorn Video

Health Education Series in Somali

Booklets

Cholera Awareness
A World Without Polio
HIV/AIDS and Other Sexually Transmitted Diseases

Charts

Sexually Transmitted Diseases
Acute Respiratory Infections
Diarrhoea

Civic Education

Haama-dhawr monthly magazine in Somali

Reports

1. A Reports of the Learner Assessment and Certification (LAC) Workshop, Mombasa
2. Assessment and Certification People in Difficult Circumstances (the position paper)
3. A baseline survey conducted on the existing Technical and Vocational Training Centres in Somalia
4. Quarterly report of RREEP (I)
5. Quarterly report of RREEP (II)
6. Ethiopia formal EE project final report
7. Quarterly report of RREEP (III)
8. Annual report of RREEP
9. Tanzania formal and non-formal EE project final report
10. Kenya formal EE (phase II) final report

11. Mid-Term Evaluation of the Education Rehabilitation Project, Nugal Region, Somalia, By Grace Syong'oh, UNESCO-PEER 2000
12. Report on Assessment of Facilities in NW/Somaliland and NE/Puntland to Print Textbooks for Primary Schools in Somalia, By David Aradi, UNESCO PEER November, 2000
13. Quarterly Reports, Civic Education Project
14. Evaluation Report, Civic Education Project
15. Human Right Manual for Somalia (being edited)
16. Civic Education Quarterly Reports 2000
17. FestHorn Final Report
18. Report on the Training Workshop for Somalia, Transitional National Assembly (in Somali), Djibouti, August 2000.
19. Report on Mission to Eastern DRC, December 2000
20. Quarterly and Annual Reports from PEER Sub Office Djibouti
21. Report of the Workshop on Sudan in the New Millennium, Nairobi, December 2000
22. A National Survey on Non Formal Education (2003)
23. Report on Grade 8 Certificate Annual Exams- (2000, 2001, 20003 and 2003)
24. Report on the Printing capacity in North West and North East Somalia (2000)
25. Surveys of TVE in Somalia (2000, 2002)
26. Adult Education Initiatives for and with Refugees, IDPs and conflict-affected populations (Draft)

GLR Books and Reports

Published books

1. Guide du maître (Livre)
2. Le Guide Pédagogique
3. Le Bon Enseignant
4. Manuel De L'enseignant et activites
5. Le Reve de Didi Histoires et Chansons
6. Education A L'environnement

Reports

1. Final report Guide du Maitre evaluation (Semivumbi) - Aug03
2. Rapport atelier de validation - tep1 – Jul. 03
3. Rapport final de l'atelier de validation des 3 guides du maitre pour l'éducation d'urgence
4. le rapport de l'atelier sur l'elaboration des tests de fin d'études primaires tenu a bukavu en republique democratique du congo (du 1-7 octobre 2003)
5. Rapport interimaire pour le sous-projet Lancement des activités du sous-projet Education non Formelle au Burundi
6. Rapport interimaire pour lesous-projet evaluation du programme d'education d'urgence (tep) du premier degre de l'enseignement primaire et son extension en republique democratique du congo
7. Rapport interimaire mai – juillet 2003 au ministere des affaires etrangeres du royaume de norvege

8. Rapport interimaire pour le *sous-projet* evaluation du programme d'education d'urgence (tep) du premier degre de l'enseignement primaire et son extension en republique democratique du congo, aout 2003
9. Rapport sur l'atelier des etats des lieux de l'enseignement professionnel par les acteurs de l'enseignement technique et l'enseignement professionnel tenu a goma du 23 au 24 juillet 2003
10. Rapport des ateliers sur l'elaboration des tests de fin d'etudes primaires tenu dans le sud et le nord kivu et dans la province orientale en republique democratique du congo

UNESCO-PEER ENVIRONMENTAL EDUCATION PUBLICATIONS 1999-2003

Ethiopia Environmental Education; Standard 1: Teacher Guide (1999)

Ethiopia Environmental Education; Standard 1: Pupil Booklet (1999)

Ethiopia Environmental Education; Standard 2: Teacher Guide (1999)

Ethiopia Environmental Education; Standard 2: Pupil Booklet (1999)

Ethiopia Environmental Education; Standard 3: Teacher Guide (1999)

Ethiopia Environmental Education; Standard 3: Pupil Booklet (1999)

Ethiopia Environmental Education; Standard 4: Teacher Guide (1999)

Ethiopia Environmental Education; Standard 4: Pupil Booklet (1999)

Ethiopia Environmental Education; Standard 5: Teacher Guide (1999)

Ethiopia Environmental Education; Standard 5: Pupil Booklet (1999)

Ethiopia Environmental Education; Standard 6: Teacher Guide (1999)

Ethiopia Environmental Education; Standard 6: Pupil Booklet (1999)

Tunnels and ladders (environmental board game based on snakes and ladders) (2002) English and French Versions

Eco-Play (environmental board game based on junior monopoly) (2002) English and French Versions

Ethiopia Interdisciplinary Environmental Education Teacher Training: Teacher's Handbook (2002)

Ethiopia Interdisciplinary Environmental Education Teacher Training Trainers' Manual (2002)

Assainissement de l'Environnement: Eco-Club Guide de l'Enseignant (2003)

Assainissement de l'Environnement: Eco-Club Livret de l'Elève (2003)

Consommation Rationnelle du Bois: Eco-Club Guide de l'Enseignant (2003)

Consommation Rationnelle du Bois: Eco-Club Livret de l'Elève (2003)

L'Eau, Source de Vie: Eco-Club Guide de l'Enseignant (2003)

L'Eau, Source de Vie: Eco-Club Livret de l'Elève (2003)

Eco-Mag: Magazine Environnemental (2003)

TVE Syllabi Production by UNESCO PEER

Skill Level - Grade II	Quantity Produced	Year Produced	Total US \$
Trade area			
Carpentry and Joinery	700	2002	756.1
Electrical Installation	500	2002	695.5
Garment making	700	2002	818.0
Metal Fabrication	700	2002	972.6
Masonry	500	2002	767.3
Agriculture Certificate	400	2002	392.3
Sub-Total	3500		4,401.8
Skill level - Grade III	Quantity Produced	Year Produced	Total US \$
Trade area			
Carpentry and Joinery	700	2002	721.8
Electrical Installation	500	2002	527.5
Garment making	700	2002	752.7
Metal Fabrication	700	2002	671.2
Masonry	500	2002	671.2
Sub-Total	3100		3,344.4
Skill Level - Grade II	Quantity Produced	Year Produced	Total US \$
Trade area			
Secretarial studies	700	2003	936.4
Accountancy	700	2003	936.4
Computer studies	700	2003	936.4
Plumbing	400	2003	685.3
Hospitality Operations	400	2003	685.3
Sub-Total	2900	2003	4,179.8
Skill level - Grade III	Quantity Produced	Year Produced	Total US \$
Trade area			
Secretarial studies	700	2003	936.4
Accountancy	700	2003	936.4
Computer studies	700	2003	936.4
Plumbing	400	2003	685.3
Hospitality Operations	400	2003	685.3
Sub-Total	2900		4,179.8
Grand Total	12,400		16,105.8

Other TVE materials developed by UNESCO PEER

The following TVE Instructor's Guides are ready and are awaiting production:

- i) Garment making – Grade III
- ii) Metal fabrication – Grade III

- iii) Masonry – Grade III
- iv) Carpentry and joinery – Grade III
- v) Electrical installation – Grade III
- vi) Agriculture – Certificate course
- vii) Entrepreneurship – Grade III

2. The following TVE Assessment Criteria Guides are ready and are awaiting production:

- i) Garment making – Grade III
- ii) Metal fabrication – Grade III
- iii) Masonry – Grade III
- iv) Carpentry and joinery – Grade III
- v) Electrical installation – Grade III

3. The following TVE Syllabi for implementation in Democratic Republic of Congo are in the final stage of development:

- i) Cours de maçonnerie – Niveau d'aptitudes de categorie II
- ii) Cours de charpenterie & menuiserie - Niveau d'aptitudes de categorie II
- iii) Cours de couture - Niveau d'aptitudes de categorie II
- iv) Cours de maçonnerie – Niveau d'aptitudes de categorie III
- v) Cours de charpenterie & menuiserie - Niveau d'aptitudes de categorie III
- vi) Cours de couture - Niveau d'aptitudes de categorie III