Ministry of Foreign Affairs Danida

Final Working Paper

Desk Study on the Danish Association for International Cooperation (MS)

August 2002

IDP

INTERNATIONAL DEVELOPMENT PARTNERS

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1   Introduction

1.1   Introduction

This report is the result of a desk study of MS (in English: The Danish Association for International Cooperation) commissioned by Danida and carried out as a preliminary study preceding an evaluation of MS. The desk study has been undertaken by Frans Mikael Jansen (team leader), Mikkel Balslev, and Helene Ellemann-Jensen, all from International Development Partners (IDP), from June through August 2002.

The objective of the desk study has been to make recommendations on the scope of work of the upcoming evaluation, the analytical methodology to be pursued, the profile of the evaluation team, and the evaluation process. Three main tasks have been included in the TOR for the desk study (please refer to Annex A):

1.   To provide an **overview of MS** – i.e. of the nature of all MS activities; of the Danida supported activities; and of the organisational changes within MS during the past 15 years;
2.   To provide an **overview of studies** undertaken of and by MS; of the methodologies applied in these studies; and of the main findings and recommendations of the studies including to what extent the studies point to similar conclusions; and
3.   To make **recommendations for the evaluation** on the basis of the points mentioned above.

A fourth and minor task mentioned in the TOR has been to consider the context of the evaluation with a view to related MS initiatives as well as to take particularly sensitive areas into account when recommending on focus areas and countries to be included in the study. These aspects have been considered for the recommendations in chapter 4.

The desk study has thus been aimed at *presenting* 1) MS as an organisation and 2) the studies of MS undertaken previously. Therefore, this report does not include an analysis of the activities undertaken by MS or of the relevance or validity of previous findings and conclusions. It has also been beyond the scope of work of the desk study to examine to what extent MS has followed up on previous recommendations.

1.2   Methodology

The study has primarily been based upon perusal of available documentation from MS. Apart from this, there has been an ongoing dialogue between MS staff members and the Team throughout the study process. Various meetings, including a workshop about organisational changes in MS over the years have been held. As part of the process of getting an overview of the studies previously undertaken, the Team has held a full-day workshop with selected key informants (external consultants to MS). The Team has also

met with representatives of Danida. Before the finalisation of the preliminary draft working paper, a meeting was held to discuss preliminary findings with the reference group consisting of representatives of Danida and MS.

The Team wishes to thank all the persons involved for their co-operation and kind support during the desk study process. The report contains the views of the Team, which are not necessarily shared by Danida, MS, or any other party concerned. All recommendations are subject to approval by Danida.

2   Overview of MS

2.1   Introduction

This chapter relates to the first task mentioned in the TOR for the desk study and is thus aimed at providing a descriptive overview of MS, i.e. to give an introduction to the nature of all MS activities including Danida supported activities; and to outline the organisational changes within MS during the past 15 years. It also covers connected aspects such as the organisation's governance system.

MS is an abbreviation of 'Mellemfolkeligt Samvirke', two words that are rarely used in contemporary Danish where 'Internationalt Samarbejde' would be a more obvious choice of wording, and a direct translation of these words is in fact contained in MS' English name, i.e. the Danish Association for International Cooperation. MS' mission is to promote international understanding and solidarity, and to contribute to a sustainable global development and a just distribution of the riches of the earth.

The denotation of 'mellemfolkelig' is, thus, 'international' but connotations include associations to 'interpersonal' and 'intercultural'. Relations between peoples are captured but so are relations between people, between individuals from different backgrounds. Correspondingly, 'samvirke' does not simply mean cooperation but has an air of intimacy in working together: joining hands, joining forces, sharing, and of tangible expressions of solidarity.

Over the years MS has grown into becoming an institution in Danish society. MS enjoys a special relationship with the Danish Ministry of Foreign affairs and has traditionally been responsible for a number of *public service* functions closely related to the official Danish development cooperation. When Danish Parliament forty years ago decided to establish a volunteer programme as part of the official Danish assistance to the developing countries, the legislation was heavily influenced by MS, and the administration of this programme was subsequently delegated to MS. Linked to the actual development work was general development education, a field where MS already had a series of activities and a large experience and which was now further expanded. Since then, new activities have been delegated to MS, including a small programme in the Balkans to promote peace and stability as well as renovation and shipment of equipment to be used in development work and as part of humanitarian assistance. Finally, cooperation between MS and Danida on particular projects in the South entails delegation of responsibility to MS.

It is important to note, however, that MS is not simply administering a series of activities on behalf of the Danish Government. Programmes are shaped and developed by MS and its various partners and, irrespective of the funding, the ownership of such programmes and activities remains with MS and its partners. A 'Collaboration Committee' with participation of the MS chairman and the chairman of the Danida Board meets biannually to discuss the fields of activities which MS carries out with

Danida funding. Traditionally the Chairperson of MS has also been represented at the Danida Board. The ongoing dialogue and close contacts between MS and Danida illustrate the special relationship where there is also room for critical dialogue on overall Danish development politics. In addition, a good part of MS' work is completely independent from Danida. Since 1963 MS has received a block grant for administration of its (public service) activities. The appropriation is directly listed in the annual State Budget, and this situation is quite unique as other organisations receive administration grants closely linked to particular activities, e.g. development projects.

MS also has a special role as an institution in the Danish *civil society*. Because of its functioning as an umbrella organisation for more than 100 civic organisations, including most other Danish development NGOs, its special mandate on behalf of the Danish government, its history and multifaceted programmes and its comparative resourcefulness (personnel and non-earmarked funds), MS often plays a coordinating and facilitating role in broader civil society initiatives within the fields of international development, environment and minority issues.

MS' membership base includes more than 100 collective members and approximately 3,500 individual members. Individual members have dropped by 30% since 1999. According to a membership survey in 2001, the 'typical' individual member is a 35-50 year old female with a relatively long education and a job in the public sector. MS' development work in the South and the cultural exchange aspect are stated as the main reasons for membership but it is worth noting that young members tend to associate MS with global issues and minority work while older generations mainly regard MS as a development organisation.

2.1.1   Brief history

MS was conceived during World War II (January 1944) by a group of pacifists and Quakers, and emerged in 1945 as an organisation under the name 'Aid Work of the Friends of Peace'. Groups of young Danish men and women were sent to Norway, Finland, Yugoslavia and Germany (among others) to assist with reconstruction of houses and basic infrastructure and to promote reconciliation. This activity formed the basis for the Youth Exchange Programme of MS, a name that the organisation adopted in 1949. 'Magleås Folk High School' was founded by MS in 1950 and became a Danish centre for cultural exchange.

MS' general information work was initiated as early as in 1948 where the magazine 'Kontakt' was first published, and a focus on 'Danish aid to underdeveloped countries' had emerged by 1952. An information extension service was introduced in 1959.

Around the same time, MS experimented with the posting of what would later be called volunteers and development workers to the South. The Danish Volunteer Service was founded in 1963 as part of the official Danish development assistance but operated by MS. Following a relatively scattered choice of countries - including Algeria, Morocco, Ghana, Nigeria, Thailand and Peru – efforts were concentrated around East Africa and India. The programme grew considerably during the seventies and was extended to Southern Africa and later to Nepal and Central America. In 1993, the process of

transforming the Danish Volunteer Service into MS in the South (MSiS) began. The transformation entailed a focus on partnerships between MS and mainly civil organisations in the programme countries, and thereby a move away from a supply driven programme to a demand driven one.

In the meantime, MS' information and development education work in Denmark had also grown considerably. A library was established in 1968, an additional magazine – targeting teenagers in general and school children and young students in particular – was published from 1975. Development work and development education were gradually being knitted more closely together, and new activities influenced the overall profile of the information work. MS has since 1990 had a framework agreement with Danida on development education.

MS' involvement in cultural exchange *within* the Danish borders dates back to the sixties and the influx of immigrant workers. A Documentation Centre for Ethnic Minorities was established in 1979 as part of the MS library. In step with developments in the political climate on refugees and other people of non-Danish origin and their descendants, MS has particularly in the nineties and since then upgraded its work on ethnic minority groups in Denmark.

Until 1975 MS was strictly an umbrella organisation with collective members only. Individual membership became possible in 1975, and the number of members peaked at approximately 6,000 in 1994.

2.2 Nature of activities undertaken by MS

2.2.1 MS in the South (MSiS)

MSiS was introduced in 1993 as the successor to the Danish Volunteer Service (DVS), and the strategic foundation for the programme has been revised a few times since then. The current strategy was adopted in 2001 and builds on two main themes: poverty eradication and intercultural cooperation. The partnership approach is an important feature of the programme and entails that two or more organisations in mutual trust share responsibility for joining resources to achieve goals for their mutual benefit and empowerment. Partnerships are formalised and guided by partnership agreements.

Partners are primarily civil society organisations but there is a great diversity in terms of organisational nature, coverage and size. Selection of partners is first of all based on the mutuality of objectives.

The immediate objective of a partnership is typically to develop an organisational capacity that will enable the partner organisation to pursue and achieve its objectives to the benefit of poor people and vulnerable groups. Other approaches include lobby and advocacy, the promotion of organisational networks in the South, and alliances between organisations in the South and in the North.

Currently MSiS comprises seven country programmes and two regional programmes. Country programmes include Uganda, Tanzania, Kenya, Zimbabwe, Zambia, Mozambique, and Nepal. One regional programme covers Nicaragua, El Salvador, Honduras and Guatemala while another regional programmes covers Southern Africa. Within each programme MS operates a country office (CO) or a regional office (RO). The CO/RO is partly a management and administration unit and partly a sparring partner to the local MS partners. Each programme is in addition to the overall MS strategy guided by a 5-year country programme policy developed in dialogue with Policy Advisory Boards (PABs) and through Annual Meetings (AMs), and based on country programme reviews undertaken by external consultants.

Crosscutting issues in all country programme policies include two main principles: 1) democratisation and right to development and 2) sustainable development.

Personnel assistance is a key element in MS' contributions to the partnerships. Development workers (DWs) are assigned to the majority of partners, which, however, can also be supported in other ways.

Distribution of partners and development workers per year 2001 is presented below.

	Partners	Development workers
Kenya	20	18
Mozambique	33	23
Nepal	32	22
Tanzania	39	22
Uganda	33	21
Zambia	24	14
Zimbabwe	27	17
Central Amercia	31	16
Lesotho/ Southern Africa	19	13
UNV		7
Total	**258**	**173**

The gradual shift from a supply driven to a demand driven programme has led to a significant reduction in the number of development workers. During the period of review the number has been almost halved, as demands on professional qualifications have grown and other modes of operation have been introduced.

In addition a limited number of short-term development workers are sent out every year. A short-term DW typically has experience from a previous posting within the programme and usually has a delimited task requiring specialised skills.

To a limited extent, the programme also makes use of so-called 'rainbow volunteers', who are newly graduated young people with a relevant education but without working experience. It has recently been decided to downgrade this aspect of the programme.

Finally, in the middle of the 90ies, MS operated a small 'reversed' Development Workers programme where people from the South are assigned to civil organisations in

Denmark. However, this programme could not be sustained due to limited financial resources.

As a particular element in relation to the programme, MS and Danida are jointly involved in a small number of projects. Such projects are identified and monitored jointly, but MS has a key responsibility in the implementation whereas Danida is responsible for funding. Previous projects include the Taita-Taveta Youth Polytechnic Programme in Kenya and Vocational Training and Community Development Centres in Nepal. MS and Danida have recently agreed on a joint human rights programme in Kenya. This is what is termed "rekvireret samarbejde" (requested collaboration) in the new Danida strategy 'Partnerskab 2000'.

Related to the MSiS programme, selection and preparation of volunteers for the United Nations Volunteer Programme has been delegated to MS by the Ministry of Foreign Affairs.

2.2.2   Humanitarian assistance

Through participation in two Danish NGO consortia MS is to a limited extent involved in humanitarian assistance.

Danish Committee for Assistance to Afghan Refugees (DACAAR) is a consortium, which comprises ASF-Danish People's Aid, the Danish Refugee Council, and MS and operates a relatively large programme on Afghan Refugees in Pakistan/Afghanistan, where MS development workers are mainly engaged with the issue of connectedness in general and women's rights, human resource development, lobbying and information in particular.

Danish Assistance to the Self-reliance Strategy (DASS) is a consortium of the Danish Refugee Council, ADRA Denmark and MS. Assistance is provided to Sudanese refugees in Northern Uganda, notably in the fields of basic vocational training and income generating activities.

2.2.3   Renovation and shipment of used equipment

MS is engaged in 3 different renovation and shipment programmes, fully funded by Danida:

Firstly, since March 1990 MS has administered Danida's Programme for renovation and shipment of used equipment. By collecting, renovating and shipping equipment to organisations in the South the objective of this programme is to support poor people in the South, enhance grassroots cooperation and provide a platform for development education in Denmark, especially among people, who are not usually involved in solidarity work.

Secondly, Danida's programme for renovation of equipment to be used in humanitarian assistance was delegated to MS in 1996.

Thirdly, in May 2002 it was decided by Danida to ask MS to administer a programme for support for transport and conferences in Central and Eastern Europe.

In addition to this, MS operates a reconditioning workshop in cooperation with the Municipality of Copenhagen. This programme has a dual purpose: to provide useful equipment for development initiatives in the South and to provide meaningful work to unemployed people in Denmark.

2.2.4 International exchange (MS travels)

MS provides young people with possibilities for participating in exchange activities in Denmark, in other countries in the North as well as in the South. The participants join work camps or study tours and MS arranges preparatory training and follow-up activities. The exchange with European countries was initiated in 1945 and youth exchange with countries in the South was added in 1972.

MS has made an attempt to integrate the South exchange with the MS in the South Programme, This intention, however, still remains a challenge. The activities are not externally funded and the international exchange programme must function on commercial conditions. However, MS Travels still experiences difficulties to ensure the economic sustainability and find enough participants for the programmes.

In response to the effects of the armed conflicts in the Balkans, MS initiated in 1999 a particular programme in the Balkans. This programme is, in contrast to MS Travels in general, funded through FRESTA, the special fund in the Ministry of Foreign Affairs for peace and stability. At the centre of the programme is the so-called SEYN-network comprising 11 youth organisations in Albania and the former Yugoslavia. Key elements in the programme include exchange visits, training, and participation in work camps.

The overall 2001 activity level can be illustrated as follows:

*   15 work camps in Denmark with 245 participants
*   3 work camps in Greenland with 26 participants
*   108 participants in work camps in the South
*   320 participants in work camps in Europe
*   24 Danish volunteers for social work in the UK
*   12 Danish volunteers in the Balkan programme
*   16 regional volunteers in the Balkan programme

2.2.5 Ethnic Minorities

Initiatives to promote understanding and co-existence between all people living in Denmark irrespective of their ethnic and cultural background have increasingly come to the centre of MS' work.

A survey of the problems related to the influx of foreign workers was carried out in 1970 leading to a number of MS activities: A periodical magazine for these groups was

published during the seventies, and a conference was organised by MS in 1973 on the Danish policy towards immigrant workers.

The establishment of a Documentation Centre for Ethnic Minorities in 1979 as part of the MS library was a significant milestone. Here the largest collection of documentation on refugees and immigrants in Denmark is available to the public. A newsletter on ethnic minorities published 10 times a year provides inter alia information on pertinent publications, proposed legislation etc. Books on particular issues affecting ethnic minorities are published by MS every year.

MS offers advice and training to newly established groups of immigrants and to municipalities about the introduction of integration councils. Current information is provided to students, teachers, journalists and librarians etc. who wish to know more about minority issues in Denmark.

Another main field of activities includes lobbying and campaigning where MS attempts to influence the legislation and public opinion in order to promote a successful integration. MS also seeks to promote the participation of ethnic minorities in Danish cultural life and administers an activity fund in support of events, which aim to enhance contacts between Danes and people belonging to ethnic minorities.

2.2.6   Public information and development education

Since 1948 MS has carried out a comprehensive programme of development education and information using many different types of media, including the spoken word and targeting various groups. In recent years MS has increasingly prioritised development education directed towards primary and secondary schools, and the organisation produces and distributes a quarterly 'Global Education' package.

MS publishes 2 magazines. *Kontakt* is the magazine dealing with developing countries and development issues in depth while *ZAPP* is a magazine targeting youngsters, where themes are quite often closely linked to current campaigns. *MS-revy* is the periodical for members which contains general information on MS activities.

The MS media centre and library with more than 40,000 books and articles on economics, politics, social and cultural aspects in the Third World, and on global issues is a cornerstone in MS' development education work. Furthermore, MS is a publisher of books on global issues. MS also runs a shop specialised in literature on development and on ethnic minorities, which also includes a selection of approximately 4000 world music titles.

Public meetings on different global themes (WTO, development assistance, globalisation etc.) are arranged every year, and more than 8000 people are reached annually through public lectures where returned development workers, participants from MS Travels and others take part.

In addition MS offers advice and modest financial support to development education events undertaken by other organisations.

2.2.7   The political agenda

An important part of MS' engagement is advocacy and lobbying at local, national and global level. This work is, whenever possible, integral to the activities presented above. In addition, however, MS is involved in particular campaigns, conferences and other events dealing with global issues: development, environment, trade, technologies, etc. Present important campaigns are the cooperation with other Danish organisations concerning the PRSP process initiated by the World Bank, and the preparations for the World Summit for Sustainable Development in Johannesburg, September 2002.

A particular feature in this area of work is the 'Global Action' theme, which is adopted by the MS General Assembly every other year, based on a process of 'Global Brainstorm' in the MS system South and North. The idea is, over a two year period, to address a theme which reflects MS activities at the global level. The 2002-03 theme is 'Peace, Conflict resolution and Reconciliation'.

MS has taken the initiative to establish a network of 33 Danish NGOs with the objective of preventing violence in connection with the EU Summit during Denmark's EU presidency in the second half of year 2002. Major network activities include: a joint information service, the alternative NGO-Forum in December 2002 and coordination of one or more demonstrations.

2.2.8   Synergies

The activities listed and briefly presented above may be placed in a comprehensive framework comprising four elements:

- Politics on developing countries and development cooperation
- Cultural exchange and cooperation
- Minority work
- Information, communication and development education.

It may be argued that a single activity does not unambiguously belong in one box or the other, and it may also be argued that all activities in one way or the other are interrelated. In this sense, a variety of combinations could be made and a multifaceted organisational profile would emerge, one with even more facets than provided by the sum of the individual activities. This thinking is strongly rooted in MS' own understanding, emphasising the complexity of the issues MS is addressing and the synergies created by addressing them all in an integrated manner.

2.3   Danida funding

Five programmes are fully funded by Danida. This is the case for 1) MS in the South Programme; 2) Projects undertaken jointly by MS and Danida (the last one was closed down in 2000); 3) Renovation and shipment of equipment for development work; 4) MS' involvement in humanitarian assistance in the two consortia DACAAR and DASS;

and 5) A particular youth programme in the Balkans promoting peace and stability fully funded by FRESTA, a special fund operated by Danida for peace and stability activities.

MS' comprehensive work in the fields of information and development education is partly funded by Danida and this is also the case for the small additional renovation project undertaken in cooperation with the Municipality of Copenhagen. In addition, Danida has over the years contributed funding to special campaigns and arrangements, e.g. Solidarity 2000 on globalisation and Rio+10 on the environment.

"MS Travels", the youth exchange programme, exceptionally received a small Danida grant in the year 2000 due to very particular circumstances, but is otherwise supposed to be financially self-sustainable.

A review of MS' annual accounts for the period 1991 to 2001 inclusive shows that Danida funding on average amounts to 87% of MS' total turnover. Variations range from a low 84,1% in 1995 to a high 88,5% in 1999. With the recent cut in Danida funding for year 2002 the expected funding level vis-à-vis the budget amounts to 83,4% for the current year. Total turnover and Danida funding in figures and as a percentage for the period 1991 to 2002 is listed in Annex C.

A breakdown of Danida funding 1991-2001 plus budget figures for 2002 are provided in Annex D.

2.3.1 MS in the South

Total expenditure, and thus Danida funding, of the MSiS programme amounted to approximately 150 million DKK in year 2001. This amount is approximately 20% higher than 11 years earlier. A review of expenditures of the period 1991 – 2001 reveals stagnation measured in current prices for the first half of the 90'ies and an increase hardly in excess of the average price index for the second half of the period under review. There was, however, a relatively drastic increase of 14% from 1996 to 1997, but this followed a period of 6 years with decreasing costs measured in fixed prices. It must be noted that the number of development workers dispatched per year differed significantly during the period, notably with a decrease as the MSiS programme in 1993 replaced the Danish Volunteer Service Programme.

An overview of total costs 1991 to 2001 plus the 2002 budget figures are listed below (in thousand DKK):

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
123.931	122.878	118.485	122.331	121.446	121.754	139.924	141.680	145.073	146.049	149.246	138.000	1.590.797

Please note that these figures do not include administration costs due to the block grant mechanism for administration as mentioned above and as further explained below.

2.3.2   Projects

A limited number of projects jointly identified by MS and Danida but administered by MS have been implemented during the period under review. Currently there are no such projects and the expense (Danida funding) for year 2001 was nil. Cooperation between MS and Danida in Kenya in the field of human rights is likely to result in Danida funding under this budget line from the current year and onwards.

The highest figure was in 1993 where Danida funding amounted to almost DKK 5 million. For the whole period expenses amounted to approx. DKK 18 million. A breakdown (in thousand DKK) is presented below:

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
0	3.893	4.859	2.051	3.258	1.326	205	1.127	317	717	0	0	17.753

2.3.3   Renovation and shipment

For the whole period under review total expenses – fully funded by Danida – amounted to some DKK 85 million. Annual expenses differed somewhat in the first half of the 1990ies, from DKK 3.7 to 7.7 million while figures for the second half of the 90'ies show a more stable pattern from DKK 6.3 to 7.6 million annually. This was followed by a significant increase of 20% from 1999 to 2000. Danida funding for 2001 amounted to DKK 8.7 million. See the table below (in thousand DKK):

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
3.721	7.505	7.728	5.349	5.877	6.347	6.976	7.588	7.461	9.001	8.724	9.000	85.277

The separate renovation programme undertaken in cooperation with the Municipality of Copenhagen as an unemployment project is partially funded by Danida. The amount is relatively small and totals only DKK 2.5 million for the whole period under review. See the table below (in thousand DKK):

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
242	265	230	197	141	258	209	132	213	173	184	255	2.499

2.3.4   Humanitarian Assistance

As mentioned, MS' involvement in humanitarian assistance is limited to participation in the two consortia DACAAR and DASS (the appropriations for these have not been included in the figures below). Danida funding for renovation of equipment for humanitarian work amounts to some DKK 6.5 million from 1996 until now and show a relatively steady development. Annual figures (in thousand DKK) are shown below:

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
0	0	0	0	0	784	602	783	994	1.171	790	1.500	6.624

2.3.5   Information and Development Education

MS is the only Danish NGO, which has a so-called framework agreement with Danida on information and development education. This entails three-year agreements where the grant is based on MS' strategies, comparative advantages, prioritisations within information–education–communication, approach, target group analyses and evaluation. The first framework agreement was entered into in 1990 and the current agreement covers 2000-2002. MS' share of Danida's total appropriation for development education has over the period under review amounted to 19 - 22,5%.

Annual Danida funding has followed a relative stable pattern since 1992 and the latest figure, i.e. for 2001, was DKK 5.7 million. Annual figures (in thousand DKK) are included in the table below:

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
2.840	4.434	4.101	4.455	4.885	4.845	4.912	5.532	5.492	5.865	5.735	5.335	58.431

Danida funding has since 1998 amounted to 59% of the total expenses with a variation from a low 55,0% in 2000 to a high 63,9% in 2001. The balance between Danida funding and total expenses is covered by fundraising, sales and income from services so that MS' overall IEC activities in principle are cost neutral.

2.3.6   The Balkan Programme

Danida contributions to MS' Balkan activities derive from the special fund on peace and stability (FRESTA). Year 2000 funding amounted to DKK 3.8 million, funding was DKK 4.3 million in 2001 and the budget figure for 2002 is DKK 3.2 million.

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
0	0	0	0	0	0	0	0	0	3.807	4.367	3.200	11.374

2.3.7   MS Travels

The youth exchange programme is in principle financially self-sustainable and normally receives no Danida funding. Due to special circumstances, however, MS received a small grant of DKK 100,000 in year 2000.

2.3.8   Campaigns

Grants are provided strictly tied to particular events and are thus of an ad hoc nature. For technical reasons Danida funding appears in the accounts on the MS Association, and exact figures during the period under review are difficult to trace. It appears, however, that Danida funding amounting to approximately DKK 3 million was provided in year 2000 while the 2001 figure amounts to some DKK 4 million.

2.3.9   Administration

As explained in section 2.1 MS receives an institutional block grant (core funding) for administration of public services including MSiS, recruitment of UN volunteers,

renovation and shipment, and development education. Funding has in general followed the increase in the price index with the exception of 1996 where the amount was exceptionally high due to procurement of a new computer system.

1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total
22.789	22.566	24.031	25.415	25.380	30.123	26.442	26.094	26.971	26.993	28.101	25.500	310.405

Administration costs related to the programme country offices are not included in the above figures and it is difficult to distinguish unambiguously between administration costs and costs related to other CO functions. Based on one model of calculating the administration costs at the country offices, provided by MS, the Danish Audit Office estimated in 1996 that administration amounted to approximately 14% of the overall MSiS annual costs.

MS has, however, on several occasions pointed out that the block grant for administration in reality covers a number of non-administrative (public service) functions, e.g. the library and editorial work.

2.4   Organisational changes

Over the past 15 years, MS has undergone rather dramatic organisational changes. The major changes relate to the introduction of the new strategy for MS's development cooperation: 'MS in the South'. The former 'volunteer programme' developed during the eighties from a 'gap-filler' programme where young volunteers were posted in predefined jobs – often within the government system (teachers, nurses, etc.) to a programme, which focuses more on a totality of needs identified by local long-term partner organisations working with development issues. In the mid eighties, MS introduced for a brief period 'development projects' as a means to support grassroots structures and in 1987 the concept 'development by people' became the overall strategy for MS's work in the South. The introduction of 'MS in the South' in 1993 was a turning point in the sense that it introduced 'partnership' (primarily with civil society organisations) as a major strategy to work for poverty eradication and development by people. The introduction of partnerships put more emphasis on organisational development and 'power sharing' between organisations with a reduced role and emphasis of the volunteers (now Development Workers).

MS has maintained the funding level for its activities in the South since 1990, but the content of the activities has changed significantly. The number of Development Workers has been reduced to half (365 in 1988 to 173 in 2001), and direct partner support has increased significantly. The profile of the DWs has changed from mid-level technicians (teachers, farmers, nurses) to academics often seeing the work for MS as part of a career within the field of development assistance. The recruitment of DWs for the program has changed in correspondence with the strategic changes. Previously people with an interest to become volunteers could apply to MS and MS would hereafter try to match the qualified candidates with potential volunteer positions in the programme countries. Today the specific DW jobs are advertised and the most qualified person recruited. MS' training centre in Tanzania (TCDC) has developed from

concentrating on the training of Danish Volunteers to becoming also a training centre for representatives of civil society organisations in Eastern and Southern Africa.

At the strategy development level representatives from the countries of cooperation have obtained a more prominent role. The former 'Cooperation Committees' where Danish volunteers, in collaboration with country office staff, were responsible for formulating MS' strategies at country level have been replaced by 'Policy Advisory Boards' (PABs) with partner representatives and local resource persons as well as 3 Development Workers, and the PAB chair persons have since 1995 been involved in an Annual Policy Meeting in Copenhagen. The MS in the South strategy has been revised both in 1996 and in 2001 and all Country Strategies (Policy Papers) are revised at regular intervals.

Whereas the strategies 'Development by People' and 'MS in the South' were conceived by a relatively small group within the leadership of MS, many of the organisational changes since 1993 have been aimed at improving MS' ability to implement and refine the new strategies. Another aim has been to develop better coherence between the different MS programme activities. The last decade can thus be characterised as a continuous organisational change process which has been informed by a large number of studies (as described in chapter 3) and involved strategic and structural changes and development of new systems for handling the programmes.

A comprehensive **strategic framework** has been developed and revised over the last decade. This strategic framework includes:

- Solidarity through Partnership, Policy for MS in the South, 2001
- Policy papers for partner countries
- Half and Half, Guidelines for Development Co-operation with Women, 1994
- MS Policy on Indigenous Peoples, 1996
- Poverty Focus in MS, 1998
- Democratization and Civil Society, 1999
- Globalisation by People: Solidarity, Diversity and Co-operation in the 21st Century, 2000
- The environment and development, 2000
- MS TCDC Policy Paper, 2001
- HIV/AIDS in Development, 2002
- Integration, 2000
- Communication strategy, 2000
- A global dimension in education, 2001

Major changes have been introduced in the **secretarial structure** in 1989, 1993, 1995 and 2000. The number of staff has increased from 73 in 1988 to 92 in 2001. In 2002 six staff members were laid off as a consequence of the 10% budget cuts introduced by Danida. A moderate change in the staff profile can be observed. This has gone in direction of more academic staff. In compliance with an external evaluation recommendation MS established in 1989 a personnel rotation system where key staff members were to rotate between the secretariat and the country offices. From 1997 this

system has been phased out for the coordinators. There are still 5 administrators rotating.
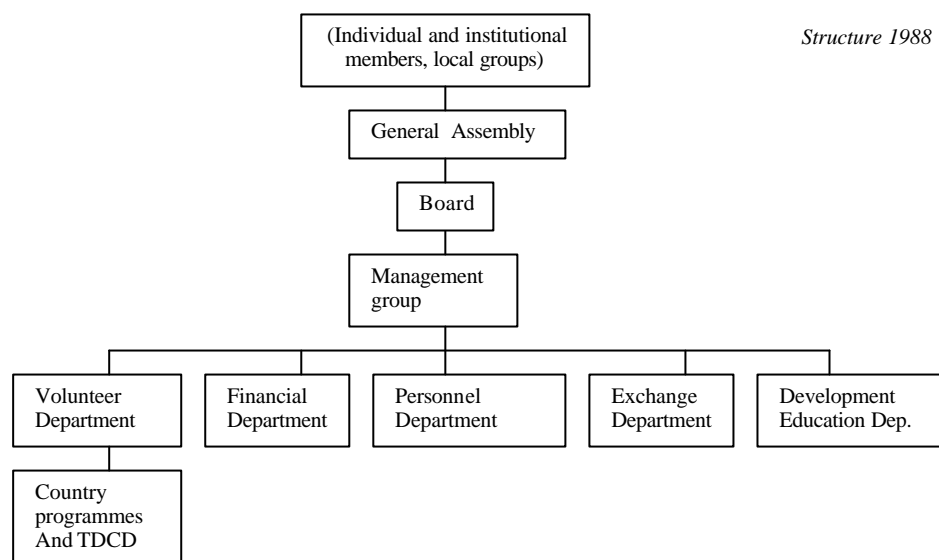
In 1989 a major restructuring took place as a result of the study carried out by the Ministry of Finance. A General Secretariat was established in order to strengthen the overall management of and coordination between MS' many different activity areas. An Information Department was established to incorporate all MS' information work including the information work of former volunteers and the information activities targeting MS' own constituency. A special education department was established in order coordinate recruitment for all MS activities and enhance the 'strategic thinking' within the field of education. The youth exchange department was closed down and activities integrated in the International Department and Education Department respectively.

In 1993 the Department of Education was shut down again, as MS wanted to concentrate MSiS related activities in the International Department and cultural exchange programmes in the Århus Secretariat. Finally, the Balkan activities were accommodated in the General Secretariat.

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                                                                    Structure 1995
        ┌─────────────────────────────┐
        │  (Individual and institutional │
        │    members, local groups)     │
        └─────────────────────────────┘
                      │
              ┌───────────────┐
              │ General Assembly │
              └───────────────┘
                      │
                  ┌───────┐
                  │ Board │
                  └───────┘
                      │
              ┌───────────────┐
              │   General     │
              │   Secretary   │
              └───────────────┘
                      │
        ┌───────────────┐   ┌───────────────┐
        │  Financial    │   │  Personnel    │
        │  Department   │   │  Department   │
        └───────────────┘   └───────────────┘
              │                     │
   ┌──────────────┐  ┌──────────────┐  ┌──────────────┐
   │  General     │  │ Development  │  │ International │
   │  Secretariat │  │  Education   │  │  Department   │
   └──────────────┘  └──────────────┘  └──────────────┘
              │                              │
        ┌──────────────────────┐
        │ Ethnic Minorities Dep. │
        │ Ålborg                 │
        │ Haderslev              │
        │ Odense                 │
        │ Copenhagen             │
        └──────────────────────┘
                                    ┌──────────────┐
                                    │ Country      │
                                    │ programmes   │
                                    │ and TCDC     │
                                    └──────────────┘
        ┌──────────────┐
        │ Århus        │
        │ Secretariat  │
        └──────────────┘
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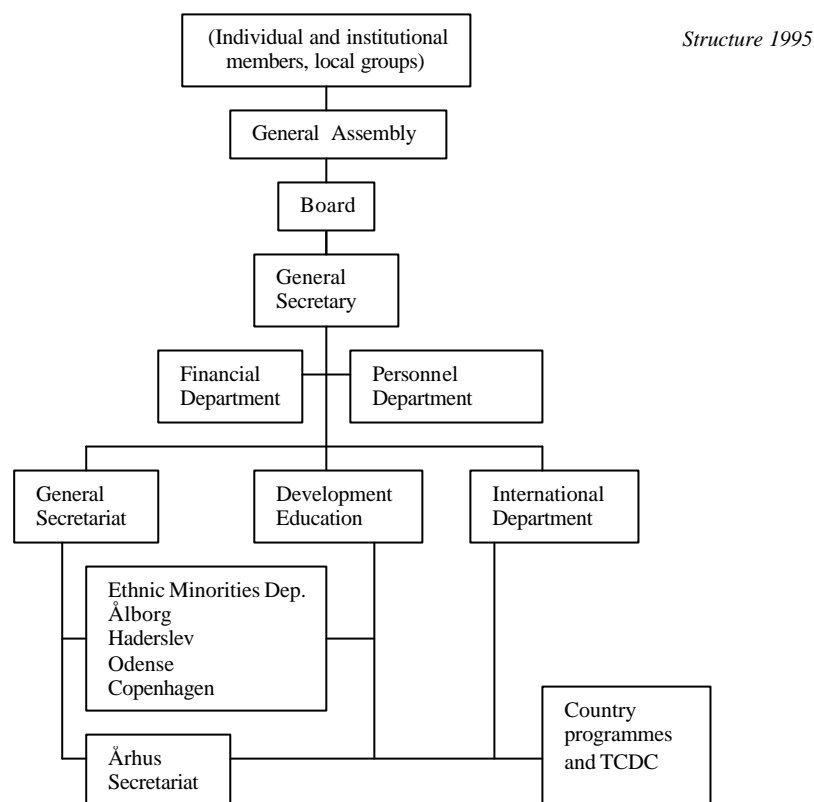
With the aim to 'decentralise' MS' administration to provincial towns and to strengthen the activities of the local chapters of MS, the Århus secretariat was de facto upgraded to a Department in 1989 and in 1993 six regional 'membership consultants' were attached to the chapters in Århus, Southern Jutland, Odense, Ringsted and Copenhagen. The department in Århus has had changing administrative functions since 1989. In the beginning certain functions within the areas of membership activities, development education, recruitment and reception of returning volunteers was transferred. The administration of MS programmes in Central America was transferred to Århus in 1993 and back to Copenhagen in 2000. The administration of the European Youth Exchange Programme was transferred to Århus in 1993 and in 2000 the South Youth Exchange followed. In 2000 the membership consultant was phased out in Ringsted and the five other consultants were phased out in 2002.

Before 1999, MS had one strategy for information and one for development education. Late in 1999 a communication strategy covering all information and communication of MS was adopted. In line with strategic intentions to integrate information and communication better with the development programme work of MS, a cross departmental working group of 'communication consultants' was formed with the responsibility for all communication (development education, press, policy and membership).

With the aim of curtailing administrative costs and based on a discussion on goals and priorities for the coming years, it was in 1999 decided that the secretariat from the beginning of 2000 should be reorganised. As a result of the increased emphasis on

ethnic minorities a separate department was established. The structure today contains a General Secretariat and six departments:

- *The Department of Information* with web, press, politics, members and consultants
- *The Publications Department* with printing press, graphic design, marketing, library and MS' shops.
- *The International Department* with the MS in the South programme and renovation workshop.
- *The Ethnic Minorities Department* became a new independent department with responsibility for MS' work with immigrants and refugees in Denmark.
- *The Department of International Exchange* situated in Århus with the Youth Exchange program, the Balkan program and the Reconditioning and Dispatching
- *The Administration Department* with finance, personnel, IT, reception, canteen, and storeroom.

Structure 2002
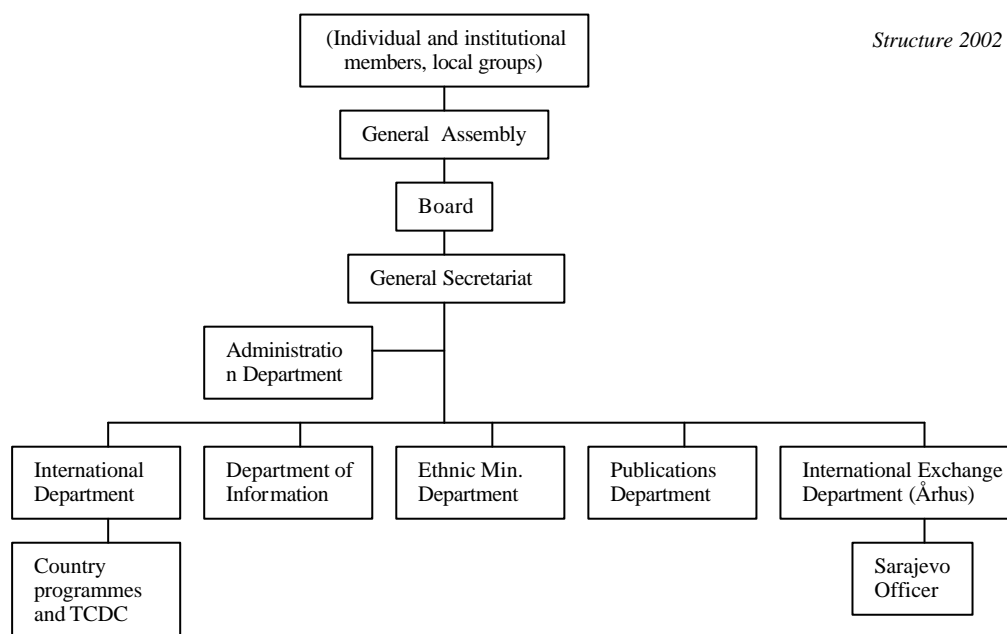
Over the last decade MS has developed and revised a large number of **systems** and manuals to guide the implementation of its strategies. The programme management systems include:

- MSiS Manual, Rainbow Volunteer on Medium-Term Assignment, 1996
- A Guide to Partnership in Development. MSiS Part one & two, 1996
- Partnership in Development Toolkit, A guide to partnership planning monitoring and evaluation, 1997
- MSiS Manual, Adviser on Short-Term Assignment, 1997
- Country Office Manual, 1999
- MSiS Manual 6-1999, Development Worker, Long-term Assignment, 1999
- The DW Report System, Guidelines and outlines for report writing, 2001

- MSC in Country programmes, a step-by-step guide for monitoring at partner- and country-level using the method of Most Significant Changes, 2001
- Indicators for Monitoring Effects – At Country/Regional Level, 2002
- Revised format for Partnership Agreement, 2002
- Revised format for DW job-description, 2002

2.5 MS' governance system

MS' highest authority is a General Assembly of representatives from various membership groups. The General Assembly facilitates contact between MS members and the Board/Secretariat. Important association policy initiatives are put before the General Assembly, and it is the setting for exchange of ideas in connection with the activities of the Secretariat and the members.

The General Assembly elects a Board, which constitutes itself and sets its own rules of procedure. It can constitute permanent and temporary committees, which with the Board's endorsement can engage people from outside the Board in their work.

The committee structure has been changed in accordance with the changes in the secretarial structure. A committee is established to govern the work areas related to each of the departments in the secretariat. Thus, today there are 7 committees: The Executive Committee, the Association Committee, the Minorities' Committee, the Communication Committee, the Exchange Committee and the MSiS Committee.

The Board is actively involved in the dialogue with partner organisations through representation at the annual meetings in each of the countries of collaboration and at the 'Annual Policy Meeting' in Denmark. The Board is also actively involved in representing the organisation in negotiations with Danida and in presenting MS' views to the general public.

3   Overview of recent studies

3.1   Introduction

As mentioned in chapter 1, the Team was requested to provide an overview of the studies previously undertaken in relation to MS and to map, categorise and summarize the main findings and recommendations of these studies in order to help focusing the upcoming evaluation. This approach has had a dual purpose: On the one hand to present an outline of what issues and themes have been subject to analysis in the past (and what have not); on the other to provide an overview of the various topics dealt with in the different reports for easy reference. Thus, this chapter should be seen as a 'catalogue' of findings and recommendations rather than as an accurate reflection of MS as an organisation.

Obviously, basing recommendations for an evaluation approach on an examination of previous studies might entail a risk of overlooking certain aspects, but it does on the other hand ensure that a wide range of issues are examined. A comprehensive list of the examined reports can be found in Annex B.

In order to systematise the large amount of documentation from the past 15 years, the Team has chosen to group the findings and recommendations according to the elements of the Integrated Organisational Model (see below).

The Integrated Organisational Model

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This approach means that findings and recommendations are (as far as possible) categorised in relation to the theme they refer to – i.e. **input, strategy, structure**, etc. However, with regard to output it has been found relevant to distinguish between **performance** on the one hand and **outcome & impact** on the other in order to make a distinction between assessments of MS' *immediate* performance and assessments of the *long-term effect* of MS' activities.

Synthesising findings and recommendations of numerous reports implies shortening statements and taking them out of the context in which they have been written. Although the Team has attempted to do as much justice as possible to the original phrasing and meaning of the different statements, it cannot be avoided that some issues might appear differently than originally intended when they are detached from their context. Therefore, readers are kindly requested to refer to the full reports for a more comprehensive understanding of the findings and recommendations mentioned.

As also discussed in chapter 1, it has been beyond the scope of work of this study to assess the relevance or validity of previous findings and conclusions or to investigate to what extent MS has followed up on the recommendations made. This task is left for the evaluation team. It should be mentioned, however, that it may be worthwhile to

consider findings and recommendations from relatively recent studies more relevant than old ones, since they may be of more current interest.

3.2   Overview of studies undertaken

3.2.1   Categorisation of studies

A large number of studies, reviews and evaluations with regard to MS have been undertaken over the past 15 years. The majority of studies relate to MSiS (before 1993 to the Danish Volunteer Service) and have been carried out on MS' own request – often by external consultants, in some cases by staff members. Some studies have been commissioned or undertaken by the Ministry of Foreign Affairs (Danida), the Ministry of Finance, or the National Audit Office. The different approaches and methodologies applied in the various studies will be addressed in section 3.3.

Most of the studies are *reviews* (general reviews, country reviews, and thematic reviews) that focus on programme progress and performance with a view to adjusting the interventions and refining structures and approaches. Very few studies can be characterised as *evaluations* placing its emphasis on the results and sustainability of the interventions, i.e. on programme outcome and impact.

The following provides a categorisation of the different types of studies. At the overall level the studies have been classified in relation to their focus within MS:

1) Studies of MS as an organisation (organisational capacity and administration)
2) Studies of the MSiS programme (or elements hereof)
3) Studies of MS' public information and development education, and
4) Studies of the Programme for Renovation and Shipment of Used Equipment.

Since most of the studies focus on MS in the South, these have been further organised in the following groups:

a) Overall studies
b) Studies of specific programme elements
c) Studies focusing on concept and methodology development
d) Country programme reviews.

The documents regarded as most comprehensive or significant to the development of MS are indicated under each category as *key studies.* Each key report is followed by a reference number corresponding to its number on the overall list of documents (Annex B).

3.2.2   MS as an organisation

Two studies have focused explicitly on MS as an organisation:

- *Report on the organisation & administration of MS* (in Danish) (1989).

This study was undertaken by the Ministry of Finance and focused mainly on structures and systems for administration and management in the secretariat.

- *Review of the MS Capacity to Carry Out MS in the South* (1995).

This was a relatively comprehensive capacity assessment, which reviewed selected country programmes as well as the secretariat. Focus was on organisational capacity with reference to MSiS. The study was requested by MS and carried out by COWI.

> *Key studies:*
> - Review of the MS Capacity to Carry Out MS in the South (1995) *(71)*

3.2.3   MS in the South

As mentioned above, the greater part of the reports concerns MSiS (before 1993 the Volunteer Programme). It is evident from the list of documentation that MS' overall change of approach also resulted in an increase in the level of documentation – not least after the introduction of regular Country Programme reviews from 1993.

3.2.3.1   Overall studies

The following overall studies have been undertaken:
- *Evaluation of the Danish Volunteer Service* (1988).

This was the first evaluation of the volunteer programme. It was requested by Danida and carried out by a British team headed by Peter Kuenstler (therefore also known as 'the Kuenstler evaluation').

- *Report to the Public Accounts Committee about the MS volunteer programme* (in Danish) (1997).

This study was undertaken by the National Audit Office and focused mainly on the relationship between MS and the Danish Ministry of Foreign Affairs and on the Ministry's mechanisms for monitoring the MS administration.

- *The Danish NGO Impact Study: A Review of Danish NGO Activities in Developing Countries. Nicaragua Country Study* (1999).

This is the only existing evaluation of programme impact relating to MSiS. It was undertaken as a comprehensive, joint exercise between Danish NGOs and Danida to examine the impact of NGO programme support. It covered 39 projects in 3 countries including MS support to three NGOs in Nicaragua.

- *Review of the "MS in the South" programme* (2001).

The MSiS strategy adopted in 1993 was revised in 1996, and on that occasion it was decided to carry out a more thorough policy revision in 2001. This major programme review was undertaken on MS' request in order to support the policy revision process.

3.2.3.2   Studies of specific programme elements

The documentation on MSiS also includes the following studies of specific programme elements:

- *Evaluation of MS 'Spot' Placements* (1992)
- *Study of MS' preparation and training of Volunteers* (in Danish) (1993)
- *MS appraisal on continued support to selected Botswana partners after 1996* (1996)
- *MS TCDC Review* (1999)
- *The Role of The MS Development Worker* (2000)
- *A Study on International Youth Exchange as an Element of MSIS* (2000)

3.2.3.3   Studies focusing on concept and methodology development

Over the years, MS has undertaken a number of thematic studies aimed specifically at developing concepts and methodology. Some of these have been part of the process, which resulted in the major strategy change in 1993, while others have formed part of the subsequent process of refining strategies and clarifying concepts for MSiS. Some are comprehensive thematic studies including field research, while others are brief discussion papers and workshop reports. The studies focusing on concept and methodology development include:

- *MS Project Consultancy Report* (1988)

This report analysed the potential for changing MS' strategy from being volunteer-based to being project-based.

- *An Evaluation of the Volunteer Programme as an Instrument to Promote Development by People* (1989)

This study analysed the potential of the volunteer programme to support Development by People (MS' concept of popular participation) – a concept, which had just been adopted by MS.

- *Hello - is Gender There? A Study on Gender Awareness in the MS Programme in Zimbabwe* (1991)
- *Power Sharing* (1993) (Discussion paper)
- *European NGOs. Experiences on partnership and power sharing* (1993) (Research paper)
- *Towards practice* (1994) (Workshop report)
- *Gender in Partnership* (1994) (Workshop report)
- *Human Resource Development* (1996)
- *MS in the South, Gender Paper* (2000)
- *Mainstreaming gender in MSiS 1-2* (2001)
- *Advocacy in MSiS, Summary* (2001)
- *Impact Monitoring Without Indicators – MSC Pilot Study in Mozambique* (2001)
- *Impact Monitoring Without Indicators – MSC Pilot Study in Zambia* (2001)

3.2.3.4 Country programme reviews

Since 1993, MS has carried out reviews of the country programmes at regular intervals. The reviews have usually been undertaken by an external team in close collaboration with MS staff as resource persons. Till now, MS Country Programme reviews have been carried out in the following countries:

- Uganda (1993)
- Zambia (1994)
- Central America (1994)
- Zimbabwe (1995)
- Lesotho (1996)
- Tanzania (1998)
- Nepal (1998)
- Kenya (1999)
- Mozambique (1999)
- Uganda (2000)
- Zambia (2000)
- Central America (2002)

In addition to this, a regional review has been carried out, i.e. *MS Southern Africa Regional Country Programme Review* (undated).

Key studies:
- Evaluation of the Danish Volunteer Service (1988) *(64)*
- Review of the MS in the South programme (2001) *(84)*
- An Evaluation of the Volunteer Programme as an Instrument to Promote Development by People (1989) *(67)*
- Human Resource Development (1996) *(73)*
- Country Programme reviews from 1998 onwards *(54, 55, 56, 57, 59, 60, 61)*

3.2.4 Public Information & Development Education

Relatively few studies of MS' public information and membership work have been undertaken. The following reports are available:

- *Review of membership issues* (in Danish) (1994)
- *Evaluation: Danida's Information Appropriation – Continuity and Innovation in Danish Development Education* (in Danish) (1998)
- *Evaluation: 'The Youth & Democracy Project'* (in Danish) (2000)
- *Report: Membership Study* (in Danish) (2001)
- *A Study of the Global Dimensions in the Youth Education (in Denmark)* (in Danish) (2001)

The 1998 study, which was commissioned by Danida and carried out by COWI analysed the information activities of several Danish NGOs receiving support from Danida's information appropriation. One section of the report, however, focused

specifically on MS and the organisation's framework agreement with Danida. The rest are internal MS studies.

Key studies:
- Evaluation: Danida's Information Appropriation – Continuity and Innovation in Danish Development Education (in Danish) (1998) *(102)*

3.2.5   The Programme for Renovation and Shipment of Used Equipment

The Programme for Renovation and Shipment of Used Equipment has undergone three studies:

- *The Appropriation for Shipment of Used Equipment – The Appropriation for Renovation – a review of the appropriations* (1989).
- *Evaluation Report: Programme for Renovation and Shipment of Used Equipment* (1995).
- *Mid-term Review of Danida's Programme for Renovation and Shipment and of Used Equipment* (1999).

The 1989 review was done by the Technical Advisory Service in the Danish Ministry of Foreign Affairs, while the others were commissioned by Danida but carried out by external consultants. Only the 1995 evaluation included field studies in the recipient countries.

Key studies:
- Evaluation Report: Programme for Renovation and Shipment of Used Equipment (1995) *(101)*

3.3   Methodologies applied

Few reports contain detailed information on the methodologies applied and the suggested approaches in the Terms of Reference are usually kept in very general terms. Special guidelines[1] were originally developed to guide the country programme reviews, but they were found too comprehensive and only used during the first few reviews. The guidelines outlined a number of issues to be covered in programme reviews and focused less on methodological aspects. In 1995, the MS Board decided that the format should be trimmed and made less comprehensive to allow for in-depth reviews of particular MS principles in combination with thematic review.

Country programme reviews have, with one exception, been undertaken by an external consultancy team consisting of a few national consultants led by one Danish consultant. MS staff usually participate as resource persons.

Generally, soft methods have been applied in preference to goal oriented and systems oriented methods and the use of impressionistic inquiry is significant. Data are collected

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[1] Guidelines for Review of MS Country Programmes, August 1992

through review of documents, individual interviews, group interviews and workshops and through observations made during visits to partners and other places of work having DWs assigned. Interviews have generally been unstructured or semi-structured, and structured questionnaires have only been used in a few cases.

Most reports give the impression that participation has been broad. Self-assessments in advance of the studies have constituted an important tool to enhance the quality of participation and thereby the quality of information and assessments. Regrettably this tool has not been systematically used, but it appears that a particular approach to participatory evaluation, the Most Significant Changes method, which has recently been introduced and tested within MSiS, may be an appropriate alternative to enhance participation. At the same time this approach will entail increased focus on outcome and impact.

A few reports have been based on a case study approach.

Related to capacity assessments an organisational model for organisational assessments has been used in one case while a "partnership cycle" approach was used in another.

As many studies are concerned with coherence and inconsistencies between overall strategies, policy papers and actual activities and performance, perusal of enormous amounts of written documentation is central in most cases.

The NGO Impact Study (127) developed a methodological framework for assessing impact. The framework included a contextual analysis, a documentary analysis, a beneficiary analysis and a self-assessment exercise.

Due to the different nature of the studies, and due to the relatively small amount of information available on the methodologies applied a classification of approaches makes little sense. It may be concluded, however, that tools such as self-assessments and pre-assessments based on the MSC approach are likely to enhance participation and the validity of findings. It can be further concluded that goal oriented methods will facilitate evaluation of outcome and impact provided baseline data and indicators are available.

3.4   Main findings & recommendations

The following provides a summary of the main findings and recommendations of the studies described in section 3.2. As mentioned, the majority of the reports concern MSiS, while relatively few studies deal with the information work and the programmes for renovation and shipment of used equipment. The three areas of work are addressed separately in the following. As discussed above, the studies have been undertaken by different people working with different Terms of Reference and using different methodologies. Summarising the findings, therefore, will entail a certain amount of interpretation. For the full analysis and context of each finding, please refer to the report with the indicated number.

3.4.1   MS in the South

3.4.1.1   Capacity

Very few findings relate to *input* to the MSiS programme. The 1995 Zimbabwe Review (52) found that the funding level of MSiS in Zimbabwe had created a distorted image of MS as a donor among its partners, but no other studies comment on this.

With regard to *strategy*, the 1988 DVS Evaluation (64) found that provision of volunteers was cost-effective in providing needed assistance and informing public opinion in Denmark. 13 years later, the 2001 MSiS Review (84) found that the use of DWs as a central strategy element had proved to be a challenge, but that the DWs should be retained due to the outcomes that they contributed to and due to the cultural exchange aspect.

A common finding shared by many studies is a lack of clear and operational concepts and guidelines. The 1995 Capacity Assessment (71) found that key MSiS concepts were not clearly understood by MS-members, staff and partners and recommended that operational guidelines specifying new approaches and how they differed from MS' previous mode of operation be developed. The 1996 HRD review (73) was particularly concerned with the concept of partnership in this respect and pointed to a need to define it in operational terms. It stated that MS' international dept. should accept its responsibility for providing clear guidelines as well as pertinent systems for programme implementation.

Also the 2001 MSiS Review (84) found the language in key policy papers complex and confusing. It emphasised that organisational capacity building should continue to be a central strategy, but that it should build on clarified partnership concepts and adequate approaches to capacity building. It called for a clear policy paper on the nature and role of OD in the MSiS. Moreover, it found that the actual political and economic MSiS contexts were not duly recognised in the policies.

Several country reviews have similar findings like ambiguity in the use and meaning of different concepts (52), lack of clarity in policy and strategy concepts – particularly with regard to partnership and organisational development (54), and a need for further operationalisation of the Human Rights and Democracy theme in MSiS Kenya (56). The 1998 Nepal Review (55) recommended developing a strategy for capacity building. The 2002 Central America Review (61) found that MS' understanding of indigenous peoples was lagging far behind the current discourse and international conventions and recommended that the concept be updated. Two country reviews have pointed to a need for an information policy or strategy, namely the 1995 Zimbabwe Review and the 1998 Nepal Review.

The aspect of cultural exchange has mainly been addressed in the 2001 MSiS Review. It said that the area of cultural exchange was undeveloped in the MSiS strategy, particularly within country programmes, that cultural exchange tends to be one way and not reciprocal, and that poverty reduction was not systematically linked with cultural exchange or the crosscutting principles of MSiS.

With regard to the *structure* of MS, the 1995 Capacity Assessment (71) pointed to an ad hoc and inadequate coordination between departments. It said that there was no technical justification for the Central America programme to be administered by the Århus secretariat and recommended that the task be transferred back to Copenhagen. Also all selection of DWs should be handled by the Copenhagen secretariat. The MSiS Review in 2001 (84) addressed the decentralisation of the programme and found that it was not based on considerations on how best to achieve MSiS objectives. It had resulted in administrative compartmentalisation of responsibilities and inadequate communication between North and South in key areas. Due to the lack of clear operational guidelines, the decentralisation had become an institutional weakness.

The introduction of Policy Advisory Boards (PAB) was seen in the 1995 Capacity Assessment (71) as a potential important addition to the MSiS capacity. The 2001 MSiS Review (84), found that the South – i.e. the PAB, Partner Organisations and COs – should be given greater responsibilities, and that the PABs should have a greater responsibility for Annual Reports, Country Policy Papers and monitoring of partnerships. The 1999 Kenya Review (56) believed that the PAB had played an important role in the internal democratisation process of MS Kenya, but also pointed to a need for the PAB to strengthen its performance. The 1998 Nepal Review (55) found that the turnover of the PAB was high and the potential of the PAB not being utilised. Finally, in the 2002 Central America Review (61), it was noted that the PAB had found an adequate modus operandi and identity and played an important role in the regional programme.

A number of the findings and recommendations of the studies relate to the *systems* for implementing MSiS, particularly with regard to planning, monitoring, and evaluation. The systems for policy formulation and country reviews were seen as powerful tools to adjust country programmes by the 1995 Capacity Assessment (71), and the 1995 Zimbabwe Review (52) found the partnership agreement to be an important tool. However, the 1999 Kenya Review (56) suggested that the format for partnership agreements should be flexible in order to suit the need of partners of different magnitude and capacity. Systems for evaluation have generally been found missing, first in the 1989 Development by People report (67), which recommended that evaluations be used in the general programme development. This was repeated in the 1995 Capacity Assessment (71), which found no evaluation system on activities, partnerships, and country programmes and recommended that a simple and participatory evaluation system be developed. In 1997, also the National Audit Office report (74) recommended the introduction of a baseline and indicator based monitoring & evaluation system. Finally, the 2001 MSiS Review (84) stated that systems for monitoring and evaluation should be better utilised and new means established where necessary.

The country reviews seem to reflect a diversity in the development of systems at country level. According to the 1995 Review (52), the MS Country Office in Zimbabwe had developed tools of high quality for planning and monitoring. Also MS Kenya was praised in the 1999 Review (56) for having developed and indicator based monitoring

and evaluation system. The 1998 Tanzania Review (54), however, recommended that a consistent planning framework be developed and followed.

The 2001 MSiS Review (84) found that the high turnover of actors in MSiS emphasised the need to strengthen the institutional memory through adequate systems. Moreover, it said that conceptual papers were not systematically circulated through the MSiS system.

Systems for <u>financial management</u> have only been addressed to a limited extent. The 1997 National Audit Office report (74) found that MS had established a system, which with certain additions would enable satisfactory financial management of the MSiS activities. In the 1998 Tanzania review (54), it was found that the financial management systems were focused on the needs of MS but did not encourage accountability and transparency within partnerships.

General *management* issues were addressed in the 2001 MSiS Review (84), which found a tendency for bureaucratic procedures to dominate the management of MSiS. It also pointed to poor communication between MS Denmark and the Country Programmes on policies and stakeholders' responsibilities.

Relatively few but notable findings concern the ***people*** in MS. At the <u>Copenhagen secretariat</u> level, the 1995 Capacity Assessment (71) found that few staff members in MS' International Department had the required academic qualifications and professional experience. It was recommended to introduce a capacity development programme which would include skills upgrading as well as changes in staff composition. Also the 1996 HRD Review (73) pointed to the need of ensuring adequate qualifications in the use of objectives oriented planning methods, both at Country Office and secretariat levels. No later studies have addressed the issue concerning qualifications of the secretariat staff.

At <u>Country Office</u> level, the 1988 DVS Evaluation (64) found that the management and staff were not sufficiently qualified to comply with the job requirements, particularly with regard to planning and management. The 1989 Development by People report (67) recommended employing more programme officers in order to cope with the increased workload at the Country Offices. Also in the 1995 Zimbabwe Review (52), it was recommended to employ an additional programme officer instead of counterbalancing the increased workload at the Country Office by increased use of consultants. The 1998 Nepal Review (55) found skills for organisational assessment and organisational development limited within MS Nepal. In the 2001 MSiS Review (84), it was stated that the capacity in the Country Programmes to implement the MSiS policy on poverty reduction was far from satisfactory.

Only two recommendations from the late 1980ies concern <u>staff policy</u>. The 1988 DVS Evaluation proposed to localise more senior posts at the Country Offices and DVTC, and the 1989 Ministry of Finance report (66) recommended that a personnel rotation system be established.

3.4.1.2 Performance

Quite a few studies, particularly the country reviews, deal with the performance of MS with regard to MSiS. Some of the findings relate to underline selection of partners. The Development by People report (67) from 1989 – i.e. before the partnership concept was introduced – recommended that MS (at that time DVS) should intensify co-operation with local NGOs sharing DVS' objectives. The 1998 Nepal Review (55) found that very few partnerships were based upon organisational assessment and the need for organisational development, and that more focused criteria for selection of partners should be developed by MS Nepal. Partner selection should be proactive, and the role of MS in partnerships should be clarified. Also the 1999 Kenya Review (56) stated that partner selection was not systematic and based on analysis.

The partner portfolios are also addressed quite extensively in the country programme reviews. The 1995 Zimbabwe Review found that all MSiS partners in Zimbabwe were able to reach the poor, but that the most destitute were seldom reached. According to the 1996 Lesotho Review (53), some partners in Lesotho were guided by development *for* people rather than Development by People, leading to increased dependency on urban-based service NGOs. It also mentioned that environmental priorities were included in the Lesotho policy paper, but only beginning to be reflected in the partner selection.

The 1998 Nepal Review (55) said that interesting partnerships had been developed with relevant and dedicated partners in Nepal, but also that MS' involvement in two Nepalese Govt./Danida projects was not in line with overall MS Nepal policy and the partnership strategy. In the 1999 Kenya Review (56) the partnership profile in Kenya was seen as diverse and interesting, yielding a prominent place to the theme of human rights in the partnerships. However, strategic partners concerned with poverty reduction were found to be lacking in MSiS Kenya.

In the 2000 Zambia Review (60) it was noted that the partners differed widely and that some were CBOs created by MS before the adoption of the MSiS programme – now heavily dependent on input of financial resources and technical advice from MS. Co-operation with such partners was in the process of being phased out of the MS programme, and consequently most of the partners working directly with beneficiaries would soon be phased out. The Zambia Review saw this as a fundamental problem to the MSiS policy. The 2000 Uganda Review (59) recommended that more priority be given to selection of CBOs and local NGOs as partners in preference to national NGOs.

The studies mention a few examples of dependency and lack of sustainability in the partnerships. The 1995 Zimbabwe Review (52) found that MS Zimbabwe had induced an increased activity level on their partners without duly considering financial sustainability. Moreover, MS payment of counterparts in Zimbabwe was found to be in conflict with the principle of sustainability. The 1999 Kenya Review (56) found a large part of the activities (of the partners?) not to be sustainable without external support. Financial sustainability was also seen by the 1996 Lesotho Review (52) to be a problem in many cases, where MS was providing core funding to their partners. Similarly, the 1998 Tanzania Review (54) stated that core funding in some cases had contributed to unfortunate donor dependency.

To some extent, the findings and recommendations concerning <u>participation and ownership</u> in the partnerships point in different directions. The 1995 Zimbabwe Review (52) mentioned that MS partners should be involved in drawing up partnership agreements and proposed that a participatory policy formulation process in MSiS Zimbabwe be developed. The 1998 Nepal Review (55) found that the concept of partnership still had to be developed and improved with a number of partners. The 1998 Tanzania Review (54) noted that partnership review workshops were systematically undertaken in Tanzania. In the 1999 Kenya Review (56), it was said that development activities were identified and implemented jointly by MS Kenya and the partners.

Only few studies comment on <u>gender</u> issues in the partnership. The 1995 Zimbabwe Review (52) noted that MS Zimbabwe had been consistent in promoting female representation in its partner relations. However, in the 2000 Zambia Review (60), it was found that the gender issue was not always well understood by MS partners, and in the 2002 Central America Review (61) the gender approach was found invisible.

There are various findings concerning the functioning of '<u>partnership in practice</u>'. The 1995 Capacity Assessment (71) said that support functions of the Country Office (the administrator) vis-à-vis the partners needed to be defined, and the 2001 MSiS Review (84) found that programme administration was given preference to the facilitation of achieving policy objectives. It further said that MS was focusing more on establishing partnerships than on developing them, and that the different stakeholders found it difficult to understand their roles in MSiS. Several country reviews also comment on the partnerships. The 2002 Central America Review (61) found a contradiction between the stress laid upon flexibility and the process of accompaniment, on the one hand, and the rigidity in the management of funds, on the other. The 1998 Tanzania Review (54) noted that potentials for advocacy and lobby activities were not recognised and utilised by the Country Office and the DWs, and further that monitoring systems should be tallied to the capacity of the partner organisation. The 1999 Kenya Review (56) proposed that lessons learned and best practice in partner collaboration in MSiS Kenya should be documented. In the 1998 Nepal Review (55) it was noted that the capacity building activities in MSiS Nepal could be improved. Finally, the 2000 Zambia Review (60) commented on the partners' perception of key concepts in MSiS, e.g. Human Rights remained a vague concept for most partners, and that most partners defined organisational development narrowly as human resource development.

The <u>qualifications and role of the Development Workers</u> is addressed in several studies. The 1988 DVS Evaluation (64) found that many volunteers lacked experience and skills in community development and women's activities. It also stated that the accountability of the volunteers should be towards local managers rather than towards the MS Country Office. The 1989 Development by People report (67) said that volunteers were often having management functions, but not the required qualifications. The 1995 Capacity Assessment (71) found the DW training programme inadequate and the role of the DWs in MSiS unclear. The 1996 HRD Review (73) emphasised that DWs engaged in organisational development activities should be adequately equipped for the task. Finally, the 2001 MSiS Review (84) believed that the three DW roles ('operational', 'MS political', and 'information') should be emphasised much more.

Also some of the country reviews comment on the DWs' role and qualifications. In the 1998 Nepal Review (55) it was found that the DWs in Nepal generally had insufficient skills in the Nepali language, and the 2000 Zambia Review noted that many DWs felt marginalized and lacked support and guidance from the COs. The 1999 Kenya Review (56), on the other hand, found that the DWs functioned well as facilitators rather than managers, but that a more flexible approach to the placement of DWs should be discussed. The 1995 Zimbabwe Review (52) found that most DW placements had been properly prepared, whereas the 1996 Lesotho Review (53) said that the partners in Lesotho not in all cases were well-prepared for the posting of DWs. The 2002 Central America Review (61) mentioned that partner organisations did not always value the political goal of intercultural co-operation, and at times it was difficult to find partner organisations capable of taking in and making use of a DW. However, the programme had good experiences with the use of short-term DWs and recommended to consider applying this system to other regions.

Only two findings relate to DW contract issues, namely the 1988 DVS Evaluation (64), which found the basic two-year posting period too short, and the 1997 Danish Audit Office report (74), which found the salary level of the DWs reasonable.

The country programmes have generally been found relevant and coherent with MSiS policy, e.g. the Zimbabwe programme (52), the Tanzania programme (54), the Nepal programme (55), the Zambia programme (60), and the Central America programme (61). Also the Kenya programme (56) is found to respond well to challenges and opportunities in Kenya. However, a few weaknesses have also been found. The 1995 Zimbabwe Review (52) noted that the principle of sustainable environment was not fully developed as a crosscutting sectorial approach. The 1998 Nepal Review (55) made the observation that support to savings and credit schemes was not in accordance with the articulated poverty focus of MSiS. Likewise in Nepal, little progress had been made by MS Nepal to facilitate South-South co-operation. This finding was repeated in the 2001 MSiS Review (84), which recommended that the promotion of South-South linkages should be immediately intensified. The 2002 Central America Review (61), however, proposed that the positive experiences of the South-South exchanges in Central America should be documented.

3.4.1.3   Outcome and impact

In view of the large number of studies carried out, the documentation on outcome and impact of the MS interventions is relatively limited and does not give a very uniform picture of the effectiveness of the MS interventions.

Most findings come from the country review reports, which among other issues address the capacity of MS partners. The 1995 Zimbabwe Review (52) noted that the implementation of Development by People had had a positive effect on the partners' ability to define their own development agenda. The 1999 Kenya Review (56) found that informal groupings and CBOs had become viable organisations, that MS partners had increased their awareness on lobby work, human rights, gender, and corruption, and that the partners' increased ability to resist violations by the Kenyan state in many CBOs and NGOs could be attributed to capacity building activities. However, the same

study found that more attention should be paid to the partner-beneficiary relations in MS Kenya. The 1999 Mozambique Review (57) found that MS capacity building efforts had resulted in better services to the beneficiaries, but also that the results were long in coming.

The 1999 Impact Study (127) found cases, where the MS intervention had had an impact on strategy, development of human resources and external relations of the partner in Nicaragua. Notably, it had enhanced the partner's capacity to attract more external funds from government institutions and international donors, i.e. the partnership had increased the access of the poor to resources. Some services had been provided to the population as a result of the partnership. The 2001 MSiS Review (84) also noted that the partner organisations' capacities to work for poverty reduction had been enhanced.

The 2000 Zambia Review (60) said that MS Zambia had contributed to impressive results in Natural Resource Management through creating Village Action Groups, which had successfully addressed poverty issues in terms of people's access to basic services and influence on their own living conditions. The same study found that food security and nutrition had been improved, but also that ambitious measures to boost the agricultural production had failed. The 1999 Kenya Review (56) found that income generating activities and Community Based Health Care had improved the situation of the direct beneficiaries. The 1998 Tanzania Review (54), however, noted that organisational development interventions in many cases had had little impact on the ultimate beneficiaries. It further concluded that the overall impact in Tanzania was less than anticipated and desired by MS and the partners.

With regard to gender, it was found in the 1995 Zimbabwe Review (52) that although MS had succeeded in increasing gender awareness among its partners, this had not had an impact on female representation in decision-making structures. The 1999 Kenya Review (56) included examples of a reduction in domestic violence and increased female representation at different levels.

The Kenya Review (56) also found the MS Kenya strategy of linking big and small CBOs and NGOs generally successful.

Finally, a finding related to MS' information work is from the 1995 Zimbabwe Review (52), which noted that MS Zimbabwe provided information of a high quality as a contribution to MS' development education work.

3.4.2 Development education and membership

The studies relating to MS' public information work and membership issues are relatively few and all in Danish, and they focus on very different aspects.

The first study, "Review of membership issues" (104), was undertaken in 1994. The purpose of this study was to assess the membership related work of MS and make recommendations for the future. It concluded that the membership work was characterised by

- lack of transparency resulting in a lack of clear prioritisation and coherence with the other activities of the organisation
- unclear and illogical structure of the member association, which contributes to the lack of transparency
- lack of long-term strategies and prioritisations in the work of the membership consultants
- difficulty in recruiting new members, partly due to the lack of coherence with the organisation's other activities, and
- poor utilisation of the knowledge potential of the membership.

The report recommended a number of corresponding adjustments with regard to the structure of the member association, recruitment of members, communication and information to individual members, co-operation with collective members, the secretariat structure, etc.

The sections on MS in the 1998 'Evaluation of Danida's Information Appropriation' (102) focused mainly on the advantages and disadvantages of MS' framework agreement with the Danida. It stated that the agreement had given MS more flexibility and more effective utilisation of resources, but had also created certain inertia in the allocation of funds between the five budget frames. Thus, it had contributed to reinforcing an organisational structure and an activity field, which did not reflect a sufficiently fast adaptation to new challenges related to development communication (particularly the internet). The framework agreement had not resulted in more coordination between the efforts funded through the Information Appropriation, Danida's own development education, and the project related development education undertaken by the NGOs, and more coordination (or at least interrelated thinking about these efforts) was recommended. One of the advantages of the large and stable grants of the agreement was that it had allowed MS to build stability, professional competence and administrative capacity within development education. The development education work was also found to have become more coherent after entering into the framework agreement.

In 2000, an evaluation was undertaken of a 'Youth and Democracy Project' (105) implemented jointly by The Danish Co-operative Retail and Wholesale Society, The Danish Youth Council, and MS. The project consisted of three elements: A *website* to discuss democracy, a meeting and *role play* between 35 young people from all over the world, and a *tour* to Danish youth educational establishments by the 35 young people. The project had resulted in extensive dialogue between the participants and Danish youth and was assessed very positively. All participants had gained considerable knowledge on democracy and on general social development.

Two studies were carried out in 2001. The 'Membership Survey' (103) aimed at investigating whether there was a need for differentiated communication between MS and the member. It concluded that there was no basis or need for initiating such a costly dialogue programme. The other report, 'A Study of the Global Dimensions in the Youth Education' (114) investigated the potential for integrating global issues in the youth educations in Denmark and concluded that there was a huge potential. Many of the

subjects taught at the youth educations, particularly at the htx, have a global angle, and students generally have an international outlook.

As it can be seen, the studies focus on very different issues of the information and membership work and therefore provide no basis for drawing any general conclusions.

3.4.3   Renovation and shipment of used equipment

As mentioned in section 1.3.3, there are in reality three programmes for renovation and shipment of second-hand equipment. Only the original 'Danida's Renovation and Shipment Appropriation' programme has been reviewed.

The first review (107) took place in 1989, and it was major recommendation that the programme be delegated MS. This recommendation was adhered to.

In 1995, a desk review (101) of the programme was conducted. This study included both the Danish participants and the Southern partners and assessed the delegation of the programme to MS. MS' capacity to undertake the programme was found to be appropriate. However, a need for specifying the programme objective was raised and employment of a full-time administrator was recommended.

The 1999 Review (108) also found MS' performance to be very satisfactory, but recommended a revision of the guidelines and elaboration of detailed manuals for the operation of more advanced equipment.

Even though the outcome of the programme in all three reviews has only been assessed to a limited degree, it is concluded that the programme has contributed positively to the partner organisations in the South. The equipment has generally been found to be of a high quality and respond to relevant needs in the partner countries without creating unfair competition with local industry.

The 1999 review pointed out that the demand on Danish organisations making use of the programme to include it in their development education had had a positive influence on the level of development education undertaken by small NGOs.

3.5 Conclusion

The vast majority of the studies carried out concern MSiS and focus primarily on MS' capacity and performance. The purpose of undertaking the studies has first and foremost been to inform MS in its organisational learning and development process, i.e. to contribute to developing MSiS concepts, strategies, and methodologies. The objective has been to operationalise the overall strategies and create a common understanding of concepts and general strategic issues in the organisation. Many of the reports are relatively critical towards MS' way of handling MSiS. This is perhaps not surprising, as their aim has been to adjust and refine the programme approaches. Operationalising MSiS has been a major task and a long and difficult process, and the organisation has been challenged many times during its search for new approaches and modes of operation.

As previously mentioned, this study has not included a systematic analysis of to what extent the various recommendations have been followed and the learning integrated into the organisation. Such an analysis would include assessment of strategies, manuals, people (staff/volunteers), etc. of the organisation. Particularly at country programme level, however, there are indications that a number of recommendations have been adhered to. As addressed in chapter 4, the Team finds it relevant to include this issue in the evaluation.

A few of the external studies do include some observations on outcome and impact. Emphasis is generally placed on the relation between MS and the partner (organisational development) rather than between the partner organisation and the 'ultimate' beneficiaries. Except for the Impact Study initiated by Danida, all studies are focusing on the programme level with a view to improving MS strategies and performance. Less attention is devoted to in-depth analysis of the outcome and impact of MS interventions.

The studies undertaken on MS activities in Denmark have focused primarily on MS' organisational capacity and membership work. MS' lobby and advocacy work has not been evaluated and the specific development education and information activities of MS have only been evaluated as part of a crosscutting study commissioned by Danida.

The stated coherence and synergies between the different MS programmes have only to a very limited extent been addressed in the studies. All in all, a general evaluation – addressing the total relevance and 'value' of MS' very comprehensive areas of activity – has never been undertaken.

4   Recommendations for Evaluation

4.1   Focus areas

On the basis of the analysis in chapter 3, this chapter provides the desk study team's recommendations on focus areas for the evaluation of MS; methodologies to be used; team profile(s) required; criteria for selection of countries for field studies, and the sequencing of tasks within the overall evaluation.

The following six proposed focus areas, of which the first three are directly connected to MSiS, will be addressed in detail below:

- A.   Capacity/performance of MS (MSiS)
- B.   Performance of the DWs in relation to the strategy
- C.   Outcome and impact of MSiS at partner level and beneficiary level
- D.   Performance and outcome of MS development education in schools
- E.   Coherence and synergy
- F.   The special role of MS – MS as an institution

A. Capacity/performance of MS with regard to MSiS

As pointed out in chapter 3, the capacity and performance of MS with regard to MSiS has been addressed in various studies. The vast majority of reports concern the coherence between MS' overall policies/strategies on the one hand and the actual programme implementation on the other hand – i.e. the 'operationalisation' of the strategic framework for MSiS. Findings up to 2001 suggest that there is still room for improvement as regards the internal communication (or dissemination of information) in MS, the transformation of strategies into operational guidelines, and the MS staff's understanding of and ability to use key concepts and approaches. This desk study has not assessed to what extent MS has subsequently followed up on the recommendations made, and an assessment of **MS' follow-up initiatives** and the quality of these, therefore, would be one potential aspect of the evaluation.

It is recommended that this focus include a <u>review of the existing systems</u> (guidelines, formats, manuals, etc. and their use) and <u>interviews with MS staff</u> in Denmark as well as in the partner countries (both CO staff and DWs). Members of the evaluation team would need general experience and knowledge within the field of international development assistance and specific competence within organisational assessment and development.

B. Performance of the DWs in relation to the strategy

The DW's is a central element in the MSiS strategy. This element and the performance of the DWs has however not been subject to any comprehensive analysis or study. It is

mentioned in the strategic framework of MS[2] that "*Long-term DWs have a great opportunity to engage in processes of gradual change with respect to both poverty eradication and intercultural co-operation*" and stated as an explicit objective that "*DWs should contribute to collective efforts in support of poverty eradication*". Findings from the studies, however, suggest that the role of the DW is sometimes difficult to define and that the qualifications of the DWs do not always match the most pertinent needs of the MS partner organisations. It would therefore be relevant to look particularly into the **performance of the DWs** and the relevance of their inputs in relation to the needs of partner organisations and beneficiaries as well as the overall objectives of MS (i.e to what extent do the DWs play the role outlined in the MSiS strategy). The evaluation should study issues like: To what extent can and do the DWs contribute to achieving MS's overall objectives (i.e. how relevant is personnel assistance as a strategy); what exactly is the role of the DWs; what (types of) qualifications are the most required; to what extent does the placement of DWs match the most pertinent needs; do the DWs possess the relevant qualifications; what is the exact contribution of the DWs to the partners, in what ways does the 'catalyst' role of the DWs manifest itself, etc. Emphasis should be placed on analysing the performance of the DWs in relation to MS' strategy rather than on MS' capacity to recruit, train, and support the DWs. However, these aspects are in many ways interlinked, and in the case of identified performance gaps of the DWs, the causes for these could necessitate a closer examination of such capacity issues.

In this case, a multi-faceted approach is proposed: First and foremost to <u>interview stakeholders</u> in touch with DWs – i.e. representatives of partner organisations, local authorities and community leaders in the locations where DWs are posted, target group members, and others who are somehow affected (positively or negatively) by the presence of the DWs. The aim would be to explore how people react to the presence of DWs, how is the DWs' image in the locations where they are posted, what is the outcome of their presence, etc. Other approaches would include to <u>observe</u> the performance of DWs in their daily work and to match job descriptions of DWs with their CVs. The assessment of DW performance would, apart from general experience and knowledge within the field of international development assistance, require specific competence within organisational development and possibly human resource management as well as good understanding of social development processes.

C. Outcome and impact of MSiS at partner level and beneficiary level

With the exception of the 1999 Impact Study focusing (inter alia) on MS partners in Nicaragua, the previous studies have only to a limited extent addressed the outcome and impact of MS interventions. This applies to the partner level (organisational support) as well as to the 'ultimate' beneficiary level – i.e. the impact on the lives of the people who are intended to be the end beneficiaries of MS' assistance to partner organisations. Poverty eradication is one of the two main goals of MS ("*MS wants to challenge the causes of poverty and to increase poor people's ability to control their own lives and to make use of political and economic opportunities*"[3]), thus there is an obvious need to measure the results of the MS interventions within this field. Hence, it would seem

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[2] Solidarity through Partnership, 2001
[3] 'Solidarity through Partnership', 2001

relevant to make further investigations into **relevance, outcome and impact** of MS support at both partner and 'ultimate' beneficiary level.

This could be done through participatory in-depth studies carried out partly by national consultants in 3-5 selected countries, partly by the evaluation team. The specific methodology to be applied should be developed by the evaluation team and might well be based on the evaluation methodology, which MS has recently been testing and adapting for their own use (the Most Significant Changes (MSC) approach). The methodology should provide a framework for preliminary studies to be undertaken by national consultants and subsequently followed up by the evaluation team.

The field studies should be carried out with a view to ensuring that a sufficiently thorough analysis can be undertaken. The selected programme countries should be suitable for assessing to what extent MS is capable of implementing their partnership strategy. It would therefore be relevant to select countries, where partnerships are relatively well developed and thus pursue a 'best practice' approach. At the same time, however, the countries should to some extent also be representative in relation to criteria such as geography, stage of civil society development, or other. In response to the preliminary draft working paper, MS has presented certain criteria and on this basis proposed that Nepal, Kenya, and Zambia (and possibly Uganda) are chosen. The Team finds no reason to question this view.

The required competences of the evaluation team include a theoretical background comprising social research methodologies as well as thorough knowledge and experience within the fields of social development processes and organisational development.

D. Performance and outcome of MS development education in schools

Very few external assessments of MS' information work have been carried out. Since this constitutes a major part of the total MS activities – and a very visible part in Denmark – it would be an obvious field to address in the evaluation. A specific focus area would be on the **performance and outcome of the development education carried out in schools**. The school 'package' would be especially suited for evaluation since it is one of MS' main interventions, it has a long history in MS, and it comprises a number of different media including campaigns, textbooks, lectures, websites, and magazines. The evaluation should primarily address the **reaction** and **learning** of the target groups (both the teachers as communicators and the students as recipients) in order to trace outcome in relation to (changed) knowledge and attitudes.

A proposed methodology would consist of a review of materials (and comparison with corresponding material); interviews with target group representatives (primarily students and teachers); development and use of a questionnaire; interviews with key informants (possibly focus group interviews); and workshops bringing together various actors with long experience within the field of development education to discuss the MS initiatives. Inspiration for designing the study could be found in the report "Review of

the project related information work of the NGOs" (in Danish[4]) elaborated by Danicom for Danida in October 1996. The required competences of the evaluation team would include a background within the field of development communication as well as and experience with evaluation of education and information activities.

E. Coherence and synergy

It is a prevalent conception in MS that MS in its totality is 'more than the sum of its different programmes' – i.e. that the portfolios and activities are interlinked, interrelated and synergetic – thus each contributing to enhancing the value of the other. This stated coherence and synergy between the different MS programmes, however, has only been addressed in the studies to a very limited extent. It is therefore proposed to focus on the **relationship between various elements of the MS programme** and **synergies** that may come about as a result of the interrelationship between programmes, i.e. between 1) MSiS, 2) development education, and 3) lobby and advocacy activities in the North. Attention should be paid to the role of the Information DWs in linking the activities together. Issues to be analysed would include the coherence between the activities that MS has engaged in over the years, what activities contribute more to creating synergy, how does the synergy manifest itself, etc.

A proposed methodology would entail a mapping of the links and connections between programmes (in order to get an overview of the nature of interrelatedness between different activities); case studies of selected connections and relations (e.g. Operation Dagsværk or Global Action Campaigns); and tracing of relevant sources of information aimed at exploring the information flows, links, ownerships and relations between the different programmes. Required competences of the evaluation team include a general knowledge on international development cooperation, global policy issues with relation to developing countries and experience within evaluation of communication, advocacy and social development.

F. The special role of MS – MS as an institution

The special role of MS in the Danish 'international development community' and how the organisation has developed into becoming an institution has been addressed in chapter 2. Also several of the studies mentioned in chapter 3 make a reference to MS' special position. The 'public service' functions of MS seem to have been the primary reason for the special relationship with Danida. The role and position of MS in Danish civil society and the public service functions of MS have, however, not been subject to any recent external studies, and no comprehensive documentation to substantiate MS' special role exists. It is thus recommended that the evaluation should **document and assess the role of MS** and investigate its legitimacy, comparative advantages and added value and how it has changed over time. This would include questions like what is the historical background of MS' special role; what conditions and mechanisms contribute to maintaining and developing it; are MS' special arrangements with Danida still justified; etc.

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[4] Danish title: "Review af NGOernes projektrelaterede oplysning", Danicom, oktober 1996

The proposed methodology would include <u>interviews with key informants</u>, <u>workshops and interviews with different stakeholders</u> from the Danish 'international development community' (including other Danish NGOs and Danida), a <u>questionnaire</u> to MS' individual and institutional members, and possibly an <u>opinion poll</u> to the Danish public aimed at investigating the general perception of MS in Denmark. Required team competences for this focus area would include general knowledge on international development assistance, specific knowledge on civil society interactions and organisations in general and on the Danish context in particular (resource person), and experience within social research.

4.2 Team composition

As mentioned under each focus area, the evaluation team will have to posses various competences. A common feature would be a **theoretical background** within sociology, social anthropology, international development, or organisational development and a good command of methodologies for social research. Most of the themes would also require thorough **knowledge** on Northern NGO environments comparable to the Danish, intercultural processes, and political processes on global issues. Lastly, there will be a need for more specific **experience** within each focus area, e.g. civil society interactions, organisational assessment & development, human resource development, development communication, and evaluation of training and information activities.

4.3 Proposed sequencing of the study

The proposed focus on outcome and impact of programme activities (C) would make it relevant to carry out field studies relatively early in the evaluation process. The performance of MS is intended to be evaluated on the basis of follow-up on previous studies and recommendations and on the basis of MS' ability to achieve the intended outcomes and impact. Potential capacity gaps in MS must thus be identified as causes for shortcomings rather than through standardised organisational assessment tools. This is both the case with the MSiS evaluation component and with the development education in schools.

The case studies related to the assessment of synergies should ideally be carried out 'independently' of the country studies in order to ensure proper focusing and coherence in the data collection. Field studies may if deemed necessary be carried out in other countries than those selected for the MSiS evaluation (A & B).

Especially the study of the (historical and current) role of MS in the Danish civil society, its special relationship vis-à-vis Danida and its status as an institution in the Danish society must be foreseen to attract substantial public interest and attention. Such a debate would be an important input to the study itself, and it must thus be considered how a broader public debate on these issues can be facilitated before the production of the final report.

It is proposed to carry out the different elements of the evaluation in the following order:

1. Study of key overall strategies, e.g. 'Solidarity through Partnership'.
2. Development of a methodology paper for the evaluation of B) *DW performance* and C) *Outcome and impact in MSiS*. Discussion of the methodology paper in the reference group.
3. Field studies in 3-4 countries (and TCDC) (B & C) – including field interviews with regard to capacity/performance of MS in relation to MSiS (A).
4. Debriefing – presentation of findings in countries.
5. Similar process (concurrently) with development education in schools.
6. Case studies on *Coherence and Synergy* (E) (including field studies).
7. Assessment of *The special role of MS* (F).
8. Presentation of key findings with panel of Danish consultants & observers.
9. Public debate (on MS as an institution).
10. Finalisation.

Getting Real about Partnership: MS in Kenya

Final Report

by
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August 2003

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Executive summary

1. The Chr. Michelsen Institute was commissioned by the Danish aid agency, Danida, to evaluate the Danish Association for International Co-operation (MS). The evaluation is comprehensive and covers the full gamut of MS's activities in Denmark and abroad. As part of the larger assignment three country case studies have been undertaken: Kenya, Nepal, and Zambia. Their comparative findings are integrated into the synthesis report. This report covers the Kenya country case study only.

2. The evaluation team has drawn on a variety of data sources, some quantitative but most of them qualitative. Perusal of documents has been combined with the general method of inter-subjective validation by means of qualitative data collection, principally through semi-structured personal interviews with key informants: MS-Kenya country office staff; DWs; PAB members; partner organisations; beneficiaries at the community level, and so on. In addition, SWOT analysis and focus group interviews have been used. The presence of the evaluation team at the three-day AGM gave ample opportunity for informal discussion with participants and direct observation of their interaction. Field visits to seven of the 20 partner organisations were invaluable in generating information, both through interviews and from first-hand direct observation on the ground. A purposive sample covered a cross-section of different partners in terms of these criteria: (a) size (membership or turnover); (b) geographical distribution across the country; (c) faith-based and secular; (d) CBO, NGO and government department; and (e) type of activity (environment, poverty reduction and service delivery, advocacy).

3. An initial background presentation is made of Kenya in terms of political, economic and social developments since independence in 1963. The historical legacy of the decades of authoritarian rule has left serious challenges of governance and poverty reduction. The new political dispensation following the change of government after the 2002 general elections sets the stage for greater involvement of the NGO community in meeting those challenges. The point is made that a vigilant civil society will always be needed as a watchdog on the government, no matter how accommodating the latter's posture.

4.   The 1990s saw a phenomenal growth in the number of registered NGOs in Kenya, with welfare, relief, education and food security forming the four most important sectors. From a low start in the early 1990s the volume of money handled by NGOs peaked at more than K.shs. 70 billion in 1998 and 1999, only to drop dramatically to less than K.shs. 20 billion in 2001 and just over K.shs. 10 billion in 2002. Since an era of acrimonious relations, which lasted until the opening of democratic space in 1992, the relationship between the government and the NGOs has improved and is expected to improve further in the new political dispensation. The NGO community is still heavily dependent on external donor funding, however, which puts its sustainability in question.

5.   MS-Kenya pursues two objectives which purport to be mutually reinforcing: poverty reduction and inter-cultural co-operation. The current strategy paper 2002–2006 conceptualises poverty in the Kenyan context and defines how the organisation intends to meet the challenge. MS-Kenya has adopted a three-pronged approach to poverty reduction: (a) development at the grassroots, comprising income generation and service delivery; (b) awareness-raising; and (c) advocacy. In the course of the period under review (1997–2002) there has been a gradual shift towards advocacy to address the root causes of poverty as the expression of an extremely unequal power relationship.

6.   There is no doubt that MS-Kenya and its partners have something to show for themselves in terms of poverty reduction through income generation and service delivery. In some cases the output has been impressive, given adverse circumstances. The partnership arrangements have contributed to these achievements. Given the lack of systematic baseline studies, however, the evaluation team has had no basis for measuring the results in quantitative terms.

7.   Similarly, activities towards raising the awareness of poor people of the social significance of poverty in their community and beyond have produced results. But measuring heightened consciousness as a subjective phenomenon is far more difficult than income generation and service delivery. This factor notwithstanding, the self-confidence and assertiveness of beneficiaries and office-bearers of partner organisations attest to positive change. It is particularly noteworthy how women have acquired new confidence to speak their minds.

8.   MS-Kenya has not kept a high profile in advocacy work at the national level, but worked indirectly through support to NGO coalitions on, for example, constitutional issues and through its partnership with

ANPPCAN on child abuse and neglect. At the local level, on the other hand, advocacy occurs through the partners. For example, the success of Osienala in countering a harmful project funded by the World Bank must definitely be counted as a victory in the advocacy field. The training of paralegals in partnership with the Archdiocese of Kisumu also carries tremendous potential for advocacy in local communities.

9. MS's second objective of inter-cultural co-operation is difficult to handle, conceptually and operationally. Its 'fuzzy' nature suggests that its underlying conceptual thinking has been weak or is incomplete. The notion seems to be that diverse cultural angles to a problem operate and enrich each other so as to extract – through some unexplained mechanism – the best aspects of the cultures involved. As such, inter-cultural co-operation becomes essentially an instrumental concept. There is a naïve streak to this line of thought. We are justified in asking, therefore, whether all cultural elements bring something positive into the partnership. The evaluation team finds the issue more complex.

10. The partner organisations, the DWs, the country office and the PAB are in disarray over the inter-cultural co-operation objective. Partners tend to consider it a side effect or a spin-off of the partnership. Across the board, partners take the view that inter-cultural co-operation is a means to an end, not an end in itself. In effect, they consider the sole overriding goal of MS-Kenya to be poverty reduction – pure and simple.

11. The impression of the evaluation team is that inter-cultural co-operation as one of two overarching objectives relates more closely to the situation in Denmark than to that in Kenya. DWs and youth exchangees are sometimes conceived of as 'cultural ambassadors' who enter the business of understanding and forbearance upon returning to their home countries. The concept of inter-cultural co-operation is too 'woolly' at present. For it to be integrated meaningfully into MS-Kenya's country programme it is in dire need of re-examination, operationalisation and clarification.

12. MS has a dual objective: poverty reduction and inter-cultural co-operation and insists that the two elements are mutually reinforcing. This is hardly a statement of fact, but rather a normative aspiration. Although plausible arguments are advanced that synergies exist, there is no unequivocal evidence to that effect. The anecdotal 'evidence' is grossly inadequate.

13. The partnership concept forms the core of MS-Kenya's programme. In assessing the existing partnerships a distinction must be made between

the ideal and the real, but it is not easy to determine what 'reality' is. Perceptions must be treated as 'reality' – even if they are palpable misconceptions – because people think and act on them. Partnership is about working together to achieve common goals developed from a shared vision. A partnership need not entail complete equality. As a matter of principle, a partnership can *never* be equal as long as one partner provides and the other receives the funds. Nevertheless, through open and continuous communication, transparency and accountability a partnership *can* progressively move towards greater equity. This is undoubtedly what has happened over time in Kenya. Partner organisations have repeatedly stated that compared to other international NGOs MS-Kenya has exhibited genuine commitment to the partnership mode of operation, not only in rhetoric but in practice as well.

14. However, the partnerships continue to be marred by friction, predominantly related to the roles of DWs and transport issues, some of which is due to misunderstandings and palpable misconceptions. Even so, acknowledging their existence with a view to dispelling them is necessary lest the country programme suffer as a result. The ongoing dialogue in the generally good spirit of partnership that has evolved over the years is a sound basis for discussing disagreeable matters as well as day-to-day business.

15. The purpose of institutional development is to put the partners on a sustainability path. It is a tool for empowering partners to become effective agents of change in their respective communities. The extent to which the partners manage this transition to a self-reliant programme is the ultimate test of MS-Kenya's performance. The concept of institutional development comprises two complementary elements: staff development, and laying down rules and procedures for the running of an organisation, i.e. leadership and management, conflict resolution, planning, programming, community mobilisation, financial management, communication and team building, as well as monitoring and evaluation.

16. MS-Kenya has undoubtably paid considerable attention to institutional development. The most prominent feature has been training – both formal and informal. Much has thus been accomplished in raising the competence level of partner staff and in increasing the capacity of partner organisations to meet the challenges after completion of the partnership period with MS-Kenya. Recent efforts towards developing

procedures, rules and regulations have also been considerable. But this endeavour appears less conscious and more haphazard. Hence, the achievements have been difficult to gauge and substantiate.

17. The evaluation team is of the view that MS-Kenya ought to take a firmer and more systematic grip on the institutional development challenges facing the partners. A more uniform format for the partnership agreements would be a good starting point, establishing a baseline for these parameters in addition to the substantive ones, and setting targets.

18. The development workers occupy a central place in the Kenya country programme with respect to both of the overriding objectives. The DWs are expected to perform four inter-related roles. Firstly, the *operational role* as professionals within the partnership, which takes priority. Secondly, a *'political role'* that may involve lobbying and advocacy. Thirdly, an *informational role* geared primarily to the Danish public upon repatriation to Denmark. Fourthly, a *cultural role* related to MS's objective of inter-cultural co-operation. Even within the operational role, expectations vary from gap-filler to facilitator and catalyst to advisor. Diverging expectations on the part of the partner organisations and the DWs' own notions often lead to role conflict. It is for the partners to define clearly the roles of the DWs. It would also be in the interest of the DWs to arrive at clear-cut role definitions so as to avoid uncomfortable cross-pressures.

19. Generally, the partners expressed appreciation of the performance of the DWs. But the views varied widely from one partner to another, among DWs, and over time. The evaluation team heard assessments ranging from panegyric praise and general satisfaction to scathing criticism. The partners expect the DWs primarily to provide technical assistance and enhance inter-cultural co-operation. Relationships vary greatly and are largely predicated on inter-personal skills. According to the partners some DWs are able to integrate well with their communities and maintain positive relationships with other people as well. Others tend to keep a distance from their partner organisations and remain aloof.

20. The problems associated with the deployment of DWs in partner organisations have led the evaluation team to question the continued recruitment of DWs as practised to date. In the spirit of genuine partnership we feel the time has come to give the partners more options with regard to inputs by technical assistance personnel. The evaluation team suggests three options: (a) business as usual, i.e. continuation of current practice; (b) a flexible mix of technical assistance personnel, i.e. a

cautious departure from current practice to broaden the recruitment of technical assistants beyond Denmark so as to achieve a different mix; and (c) discontinuation of the recruitment of Danish DWs, i.e. a radical shift to dispense with the DWs altogether and use the cost savings for other purposes.

21. The overall conclusion of the evaluation team is that MS-Kenya has performed very well in difficult circumstances. It is particularly commendable that MS-Kenya in conjunction with its partner organisations have made much progress in developing genuine partnerships through dialogue and mutual respect. The country programme has been flexible, dynamic and process orientated, with constant self-reflection and self-assessment. Many partners have said that MS-Kenya is working *with* them, not against them. This has occurred in defiance of the in-built asymmetry between MS-Kenya as a donor and the partners as recipients.

22. The title of this report has a dual meaning, which is intentional. It could be construed as an instruction to leave behind the empty rhetoric and to get real about partnership. Alternatively, it could be read as a description of the reality of the Kenya country programme: MS-Kenya and its partners *are* getting real about their partnerships. It is the latter label the evaluation team would like to pin on the programme.

23. That is not to say that everything is rosy. We have pointed to a number of problems – big and small – that can be resolved within the confines of the country programme the way it operates at present. The toughest problems are structural, however, and are associated with the recruitment and deployment of development workers. These problems extend beyond the context of Kenya to the entire mode of operation of MS worldwide and need to be raised in that broader context.

1. Introduction

The Chr. Michelsen Institute has been commissioned by the Danish aid agency, Danida, to evaluate the Danish Association for International Co-operation (MS). The evaluation is comprehensive and covers the full gamut of MS's activities in Denmark and abroad. As part of the larger assignment three country case studies will be undertaken: Kenya, Nepal, and Zambia. Their comparative findings will be integrated into the synthesis report.

The Kenya case study takes its point of departure from an overview of civil society in the country and seeks to place MS-Kenya and its partner organisations within that context. The bulk of the country case study is devoted to the activities comprised by the partnership arrangements between MS-Kenya and its partner organisations, with an emphasis on the 1997–2002 period. The evaluation includes the following aspects:

- The partnerships into which MS-Kenya has entered with a number of local partners, and how they have functioned;
- The institutional development and capacity-building endeavours of MS-Kenya in relation to its partner organisations;
- The poverty-reduction activities of MS-Kenya and its partners;
- The performance of the development workers (DWs) with respect to the dual objectives of MS-Kenya: poverty reduction and inter-cultural co-operation;
- The synergy inherent in MS-Kenya's dual objective.

An evaluation is a stock-taking exercise, looking at both positive and negative aspects of the activity profile and outputs. The very term evaluation suggests a judgemental approach and to some extent it cannot be otherwise. It would be intellectually dishonest to sweep criticisms under the carpet. On the other hand, we cannot overstate that an evaluation is primarily a learning tool pointing towards the future rather than dwelling on the past. It is meant to be constructive and inspirational rather than provoking blockages and defensive reactions. That said, the fact cannot be avoided that some will find it hard to face criticism, but auto-critique could prove more beneficial than denial.

The process has been very positive and interactive in nature. We have seen and held discussions with a multitude of generous individuals in diverse positions.

In so doing the exercise has been a learning experience for the evaluation team as well. In addition, our experiences from evaluations of NGOs in Kenya and elsewhere have been brought to bear on our analyses. All team members have long-standing experience with the NGO sector and general developments in Kenya.

At the outset we would like to make it clear that we have endeavoured to give voice to all the stakeholders across the board. The viewpoints have not always been commensurate, being based on fact or perception as the case may be. As a result the overall picture may seem chequered. However, the evaluation team has endeavoured to provide a bird's eye perspective as a basis for its conclusions. We hope this report will serve as an institutional memory for learning purposes within MS-Kenya and its partner organisations.

2. General country background: Kenya

Kenya is part of East Africa and borders on Uganda and Lake Victoria to the west; Tanzania to the south; Sudan and Ethiopia to the north; Somalia to the north-east; and the Indian Ocean to the south-east.

The country has a total land area of 569,259 sq. km, of which only one-fifth is arable. Agriculture is the mainstay of the economy and over 80 per cent of the population depends on it for their livelihood. The main cash crops are tea and coffee. Horticulture – flowers and vegetables – has also become a significant export-oriented agricultural activity.

Administratively, the country is divided into eight provinces: Nairobi, Coast, North-Eastern, Eastern, Central, Rift Valley, Western and Nyanza. The lower tiers are districts and divisions. The smallest administrative units are locations and sub-locations headed by chiefs and sub-chiefs respectively.

2.1 Political background

Kenya achieved independence from Britain in 1963. At that time the country had two main political parties: the Kenya African National Union (KANU) – the ruling party from then until December 2002 – and the Kenya African Democratic Union (KADU). In 1964 KADU dissolved itself and joined forces with KANU. However, in 1966, the then Vice President, Jaramogi Oginga Odinga, formed an opposition party – the Kenya People's Union (KPU). The government banned the party in 1969 following violent demonstrations in the wake of the assassination of Luo politician Tom Mboya and a standoff between Oginga Odinga and the first President Jomo Kenyatta. From then onwards, Kenya remained a *de facto* one-party state until 1982 when the government introduced an amendment to the constitution making Kenya a *de jure* one-party state.

Under domestic and international pressure the government reintroduced multi-party democracy in December 1991. Opposition parties formed and contested the 1992 and 1997 multi-party general elections. On both occasions, political rivalry and internal divisions along ethnic and personality lines destroyed their chances of winning. In both elections, the government secured KANU victory by massive spending of public resources and by encouraging divisions among

the opposition through financial and political inducement. Ethnic violence was also fuelled and spread rapidly in multi-ethnic areas. State-run media tipped the balance in favour of KANU through biased reporting. President Moi and KANU won both elections comfortably. In the 1992 elections President Moi garnered 36 per cent of the total votes cast. In 1997, Moi won again with about 41 per cent of the votes. The opposition vote, though large, was deeply split.

Pressure towards a united opposition

President Moi served his last term of office after the 1997 elections. This created a base for the politics of succession to Moi. After the 1997 election, political groups pressured the opposition political parties into unity and in 2001 the main opposition parties formed the National Alliance of Kenya (NAK) as the coalition through which they would field a single presidential candidate and common parliamentary and civic candidates. NAK comprised 13 opposition political parties and two political pressure groups.

After the 1997 elections, KANU sought co-operation with the National Development Party (NDP). Its leader, Raila Odinga, and several other members were appointed Cabinet ministers in 2001. In March 2002 these parties merged to form New KANU. In a carefully orchestrated party delegates' meeting, new officials were 'elected' to fill new party posts. Ethnic balancing guided the election. Leaders from the large ethnic groups filled the key positions. Some of them harboured ambitions to succeed Moi as the party's presidential candidate.

The demise of KANU

In July 2002, Moi announced that he preferred Uhuru Kenyatta as his successor and the party's presidential candidate. Other officials of the party protested and formed the 'Rainbow Alliance', a faction within KANU to mobilise protest against President Moi's choice. President Moi insisted on his choice and Rainbow Alliance members defected from KANU to form the Liberal Democratic Party (LDP).

In October 2002, NAK and the Rainbow Alliance, now turned LDP, merged to form the National Rainbow Coalition (NARC). They also agreed to field a

single presidential candidate, and common parliamentary and civic candidates. They agreed on Mwai Kibaki as their presidential candidate.

The general election was held on 27 December 2002. NARC's presidential candidate, Mwai Kibaki, won with 62 per cent of the votes while KANU's Uhuru Kenyatta mustered only 31 of the votes. NARC won 125 out of 210 seats in Parliament. KANU got 64 seats, Ford-People 14 seats and four minor parties the remaining seats. Immediately after KANU's defeat, President Moi stepped down, as required by the constitution, and gave way to Mwai Kibaki as his successor, who then formed a government comprising individuals from the parties that make up the coalition.

2.2 Economic performance

Kenya emerged from the 1990s much poorer than it had been in the previous three decades. Economic growth had been on a continuous decline. The growth rate in the 1970s was estimated at 5 per cent but declined to 4 per cent in the 1980s. It slumped to 2 per cent in the early 1990s. This decline was attributed to the freezing of quick-disbursing aid by donors, corruption in the civil service, and drought and famine in 1992/93. The modest upturn of about 2.4 per cent in 1997 declined to 1.4 per cent in 1999 and slid to a negative growth rate of -0.3 per cent in 2000. There was a slight improvement to 1.2 per cent in 2001 (Government of Kenya, various issues).

Agriculture, the backbone of the economy, contracted significantly between the 1990s and early 2000. Real agricultural output shrank by 3.7 per cent in 1992 and by 3.3 per cent in 1993 (Government of Kenya 2003). Drought in 2000 affected the sector adversely: it recorded negative growth at -2.1 per cent before picking up to 1.2 per cent in 2001. This contraction negatively affected other sectors and the economy as a whole. Generally, agriculture's share in GDP has been on the decline.

The economic downturn and the reduction of agriculture's share in GDP had consequences for per capita income: income per person fell by 0.8 per cent per year between 1992 and 2001. The decline in growth also affected public investment, which continued to decline. For instance, between 1982 and 1992, the total consumption to GDP ratio was 84.2 per cent. During that period, the economy grew at 4 per cent. Between 1992 and 1999, the consumption rate rose to 96.6 per cent while growth declined to 2.4 per cent. Increased

consumption during the period resulted in declining investment and reduced growth (Government of Kenya, various issues; Government of Kenya 2001).

Kenya is characterised by large income disparities, which have widened over the years. In 1994, the poorest 20 per cent of the rural population received only 3.5 per cent of rural income while in the urban areas the poorest 20 per cent received 5.4 per cent of total income. The richest 20 per cent of the population controlled 61 per cent of rural and 51 per cent of urban income. This situation had not improved by the end of the decade. In 2001, the bottom 20 per cent of the population was getting 2.5 per cent of the total national income while the top 20 per cent received more than 50 per cent (Economic Intelligence Unit 2002; United Nations Development Programme 2002).

2.3 Social development

Social development is reflected in demographics, poverty levels and the HIV/AIDS situation. These will be treated consecutively below.

Demographic trends

The 1999 census put Kenya's population at 28.7 million and calculated the average inter-census annual growth rate at 2.9 per cent. The current population is estimated at about 30 million. The annual growth rate is estimated to have fallen to 2.5 per cent at the end of the 1990s – a large fall from the 4 per cent of the 1980s. Several factors account for this drop; they include family planning, declining levels of fertility and increasing mortality. The fertility rate declined from 6.7 children per woman in the 1980s to 4.4 children per woman in the 1990–1993 period.

The country's population structure is skewed towards dependency. About 44 per cent are below 15 years of age, while those between 16 and 64 years of age account for 52 per cent. This structure implies a high demand for social services and a high demand for employment opportunities. Unfortunately, the capacity of the state to deliver services has been declining continuously. Non-state actors have emerged to fill the gaps but a combination of factors, including poor governance and poor economic performance, has remained a major constraint.

Life expectancy at birth has declined, from 60 years in 1989 to 54 in 1999. Although the literacy rate increased from 47 per cent in 1980 to 75 per cent in

1995, it decreased to 70 per cent in 1999. The new government has introduced 'free education' at the primary level. This is expected to lead to increased literacy rates in a few years' time.

Poverty

Poverty has deepened over the years despite interventions by the government and non-state actors. In 1997, the overall incidence of absolute poverty was estimated at 52 per cent and grew to 56 per cent in 2000. The number of poor people increased from 11.5 million in 1994 to about 15 million in 2001 – half the population. Three-quarters of the poor live in rural areas. The prevalence of poverty is higher in some regions than others. All provinces, except Central, have a poverty prevalence rate of over 50 per cent, with North-Eastern at 65 per cent.

Kisumu town has the highest urban prevalence rate of absolute poverty at 63 per cent, compared to Nairobi's 50 per cent. The urban poor live in peri-urban and slum settlements characterised by the absence of basic services. The urban poor have neither regular incomes nor decent shelter.

HIV/AIDS

The HIV/AIDS pandemic is a tough challenge for both the government and non-state actors. AIDS patients occupy about half of all hospital beds and about 700 people die of AIDS each day, or one-quarter of a million each year, most of them in the age bracket of 15–49 years. This is the most youthful and productive segment of the population. It is estimated that 14 per cent of the population is HIV positive – one in every seven Kenyans.

HIV/AIDS has put enormous pressure on the government, communities and families to provide support to those affected. The number of orphans and street children has increased because of the scourge. The impact on the economy at the household level and at the national level is enormous. Proper public education and the formulation of an appropriate policy framework to assist those affected directly and indirectly are needed.

2.4 Overall observations

Kenya's economic growth and development has declined continuously since the early 1980s. Poor governance has contributed to this phenomenal decline and has impacted on the government's capacity to deliver basic services. Poverty has deepened over the years to a point where close to half the population is below the poverty line.

Non-state actors such as the NGOs and private sector groups have evolved as important substitutes to fill the lacunae. MS's activities in Kenya must be understood in this context.

3. The NGO Sector in Kenya

Kenya's voluntary sector is rich and diverse, comprising traditional welfare groups such as self-help women's groups, as well as more formalised and structured non-governmental organizations (NGOs). The discussion below focuses mainly on the NGOs. These are distinguished from other civil society organisations on account of being committed to broad development problems, being registered as NGOs or voluntary development agencies, operating on a not-for-profit basis and enjoying legal status. Their sources of funding are generally international.

The discussion will also address the community-based organisations (CBOs) because of their growing relevance to MS's work in Kenya. In this context, CBOs refer to intimate community groups whose members are brought together by a need to address communal problems collectively. CBOs depend mainly on local resources.

3.1 The evolution and growth of NGOs

Both NGOs and CBOs draw their contemporary strength from the indigenous spirit of communalism in which people organise themselves, voluntarily, to accomplish certain tasks, as well as to assist needy members of the community. An important outcome of these initiatives is the *harambee* (literally, pulling and pooling together) self-help groups. Through *harambee* efforts communities mobilise resources to contribute to basic services such as schools, health clinics, water-wells, and so on.

Groups formed through *harambee* initiatives have become an important entry point for both international and national NGOs. This is true of MS's partnerships with local groups in rural Kenya as well. In some cases partnerships with local groups grew from linkages with communal self-help projects.

On the whole, Kenya has an extremely rich and varied associational life. Some estimates show that the country has close to 200,000 voluntary organisations and groups of all types (IDS 2003). The vast majority of these groups are CBOs, including women's groups, youth associations, welfare groups and other voluntary groups (Ng'ethe 1991).

The number of NGOs has grown steadily since the 1970s. By the late 1970s, there were about 120 NGOs in the country that were registered with the Kenya National Council of Social Services, the department then responsible for registration of voluntary development organisations. By 1988, the number had grown to about 288. Estimates for the early 1990s stood at about 400 (Fowler 1995; Kanyinga 1995).

In 1991, the government introduced the Non-Governmental Organisations Co-ordination Act, which required all NGOs to register under the NGOs Co-ordination Board. Records since the early 1990s show a tremendous growth rate. From 16 NGOs registered in 1992 the figure rose to 286 only one year later. By the end of 2002, there were about 2300 registered NGOs. Figure 1 below depicts this growth graphically.

Figure 1: Annual growth of NGOs from 1990s
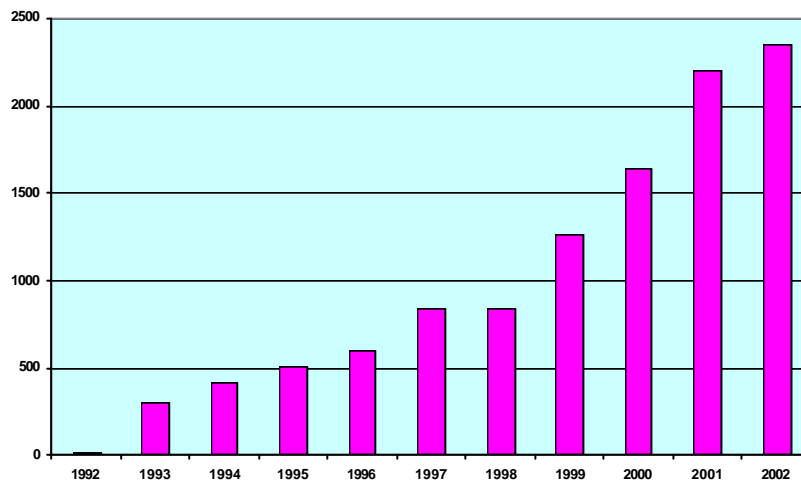
Source: NGOs Bureau registration records - various years

Two observations need to be made about these figures. Firstly, roughly one-quarter of the NGO community is indigenous, while the remainder is made up of international NGOs. Secondly, if the number of NGOs submitting financial returns is anything to go by, it suggests that there are few active NGOs. Only some 30 per cent have consistently submitted such returns.

NGOs are active in all sectors, as illustrated by the sector distribution in Figure 2. Welfare has the highest concentration – 739 NGOs. The second largest sector is relief (561) followed by education (514).

Figure 2: Concentration of NGOs by sector
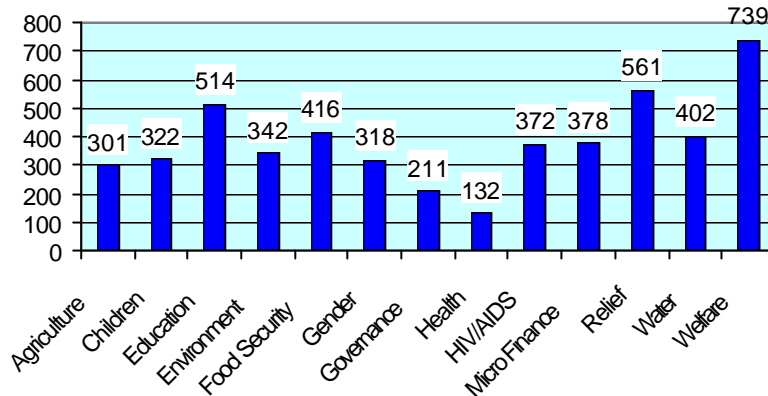
Source: NGOs Bureau registration records

The volume of NGOs' financial contributions/investment/turnover is estimated at about K.shs. 250 billion for the period 1990–2000, steadily increasing until about 2000, when it tapered off (see Figure 3 below). The bulk of this money has gone into poverty-reduction activities, as already indicated by the sector concentration of activity. Approximately 32,000 jobs have been created by NGOs. This figure represents about 1.9 per cent of total wage employment in the country (1,650,000 people in both private and public sectors, with the public sector contributing about 40 per cent or 660,000 employees).

Several factors account for the phenomenal growth of NGOs in Kenya. As noted above, voluntarism, and *harambee* in particular, has created viable entry points for NGOs to the grassroots. The collapse or near collapse of public sector services owing to poor economic growth and the subsequent withdrawal of the state from basic services, has also been a contributing factor to the growth of NGO activity. The emerging gaps in the delivery of basic services have been filled increasingly by NGOs, among other non-state actors.

Figure 3: Trends in NGOs' Resource Mobilisation
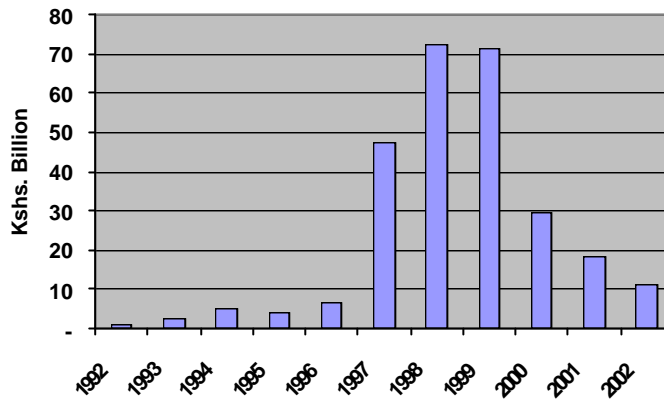
Source: Financial returns to the NGOs Bureau - various years

Donors have contributed to this growth as well. From the late 1980s donors began to demand tougher accountability from the recipient states. They were disillusioned with past government performance and preferred to shift their aid disbursement through NGOs for quick results. Many NGOs were formed on account of availability of donor funds (Kanyinga 1993; Oyugi 2002).

3.2 Relations among NGOs

One defining factor of relations between NGOs is access to donor resources. Local NGOs are dependent on receipt of funding from donors and international NGOs. International donors – multilaterals as well as bilaterals – also use international NGOs to channel funds to local NGOs. The funding is normally extended in the form of grants, which the local NGOs use to implement their own programmes or joint projects with international NGOs.

Relations between international and local NGOs have had their ups and downs, principally because of poor relations between the local NGOs and the government. In the 1991–1992 period of the pro-democracy movement, most international NGOs were loath to be involved in the frictions that developed between the government and the local advocacy human rights NGOs (see Ndegwa 1995; Fox et al. 2000).

Relations between NGOs and CBOs are cordial, although for different reasons. CBOs rely primarily on local resources and/or their membership.

They do not depend entirely on NGO support to carry out their activities. There is thus little rivalry or competition over funds. Moreover, the implementation of NGO programmes at the grassroots is often done through CBOs. In some cases, NGOs take on the responsibility for building the capacities of local CBOs so as to enhance the latter's effectiveness and consolidate them as organisations. This has been the trend over the years.

So far, there is nothing to suggest tension in the relations between local NGOs. Sometimes there are rivalries between personalities, but these do not normally spill over into inter-NGO relations. There is competition, of course, over funds. Such competition has sometimes resulted in sour relations between the competing NGOs, although without spreading to others.

Dependence on donor funding has other consequences for inter-NGO relations. It undermines the potential of NGOs to network among themselves and/or form alliances. Each organisation tends to safeguard its independence and approaches donors on its own. The smaller and newer groups of NGOs and CBOs find it difficult to penetrate the donors' world, which they argue is heavily 'shielded' by the 'well-established groups' and individuals. In their view, donor funds are not easy to come by for new groups because the very process of accessing donor funds is highly personalised: acquiring funds depends on who you are and who you know among the donors (Kanyinga and Owiti 2002).

One result of unstable funding has been a situation in which many NGOs are formed but remain inactive for a long while awaiting donor funds. Others live on a project-by-project basis; they are active only when they have a project to implement. Still others have scaled down their operations considerably. They have also cut down on their staff and/or reduced the staff remuneration package. Demotivated and demoralised staff have thus become an important feature of the NGO sector today.

3.3 NGO-government relations

Relations between the government and the NGOs in the first quarter of the 1990s was characterised by hostility, suspicion and mistrust. It was also during this period that the government introduced the NGOs Co-ordination Act of 1990. The Act, drafted without consulting the NGO community, had provisions which clearly aimed at seeking to control and restrict their activities

rather than to facilitate NGOs to carry out development work. The government placed NGOs under the Department of Internal Security in the Office of the President, thereby sending signals that all was not well in NGO relations with the government.

When the act was introduced the NGOs lobbied for the amendment of some of its restrictive and punitive provisions. The government accommodated some of the demands and removed in particular the provision requiring NGOs to re-register every 60 months. The government also increased the number of NGO representatives on the board, which was initially filled with government appointees. On the whole the resulting legislation was a compromise document. Neither the government nor the NGOs were entirely pleased with it. NGOs continued to lobby for more changes. In 1999, NGOs lobbied in favour of being placed under the Department of Culture and Social Services, which had been co-ordinating voluntary development efforts since the early 1960s.

Struggles for multi-party democracy in the early 1990s worsened relations between the government and advocacy human rights groups in the country. The government interpreted their advocacy of multi-party democracy to mean involvement in politics, fronting for opposition political parties. At that time, the government rejected many registration applications by advocacy groups. Many have remained unregistered to date.

Not all NGOs have poor relations with the government. There is a definite feeling that tensions have generally eased, and with the new administration a détente of sorts is taking place.

The government's relationship with some NGOs has been quite strong and supportive. Development NGOs – those carrying out community development activities and supplementing/complementing government development efforts – have enjoyed very good relations with the government. Some even undertake activities with staff seconded from government departments. Others carry out joint projects with the government. Collaboration and co-operation is indeed a common feature in the relations between the government and some development NGOs.

Generally, with the new political dispensation government hostility to all NGOs, including advocacy groups, appears to have ceased. The NGO Co-

ordination Bureau (a government department) and the National Council of NGOs have taken a joint initiative to produce a policy for the sector, which is likely to set the stage for a new era in the relations between NGOs and the government.

3.4 NGO-donor relations

The funding question has consistently defined and shaped NGO-donor relations in Kenya. In this relationship, donors have taken an instrumentalist view of NGOs. They see NGOs as agents assisting them in meeting aid targets and as channels of disbursement. Disillusionment with the Kenya government both as an agent of social change and as a disbursement channel for aid resources has reinforced this perception. In turn, it has resulted in beneficiary communities perceiving NGOs as 'alternatives' to the government. As noted above, this view has resulted in sour relations between the government and NGOs.

The fact that donors are often the single source of funds for NGO activities has led to some NGOs playing a subservient role in the relationship. They have become recipients of funds and programmes from donors and implement them with little input in terms of design and conceptualisation.

A common complaint is that NGOs 'move with the current' – they carry out activities that are in fashion among the donors. They exist only on the basis of donor funding and carry out whatever programmes the donors come up with. Some NGOs as well as donors do not pursue policies consistently over time; their policies change, depending on home circumstances and/or changes in the country office. NGOs are compelled to move along with this vacillation irrespective of whether the initial policies were likely to achieve the objectives or not. Thus many NGOs have become general instruments of the donors.

Generally, dependence on donor funds is an important constraint in the NGO-donor relationship: it undermines the NGOs' potential for mobilising local resources. It is the main avenue through which donors influence local development thinking. It has prevented NGOs from setting a development agenda of their own. Inability to buy into donor thinking would mean lack of funds for the survival of the NGOs. The above description does not suggest acrimonious tension between NGOs and donors. The NGOs appear to have

accepted their subservient position and act in line with the demands of the donors.

3.5 Poverty-reduction strategies of NGOs

The theme of poverty reduction informs the mission statements and visions of many NGOs in Kenya today. Poverty reduction is a priority objective for many of them. Furthermore, with increased emphasis by the government and donors on the same objective, many organisations have underlined poverty reduction as their core agenda.

NGOs in Kenya have engaged in poverty-reduction strategies in various ways for a long while. In the 1970s, when a majority shifted from relief and welfare activities to community development, the underlying rationale was poverty reduction. Many of the charitable groups clearly made the shift because relief and welfare work merely addressed the symptoms of poverty rather than tackling its root causes as a constraint on development. The focus of anti-poverty strategies at the time included providing support for basic needs and services. Many NGOs thus prioritised health care, water supply and sanitation as their core business and their means of poverty reduction.

From the early 1980s onwards, NGOs acknowledged the importance of community participation as a critical element of sustainable development. The basic needs approach of the 1970s had failed to register satisfactory improvement in people's living standards in the areas where they operated. From basic needs approaches and strategies most NGOs shifted their emphasis to participatory development planning and implementation. The assumption was that participatory development would provide people with opportunities to make decisions affecting their lives and build capacities to implement them. Participatory approaches became the basis for institution building in local communities by NGOs. They trained local communities on leadership issues, organisational development and how to integrate consultation as a regular feature in their community work, that is, training for social transformation.

By the 1990s, the participatory development approach had become a key concept in the NGO community. Accompanying this transformation in development strategies was a growing interest in developing partnerships with local communities. CBOs thus became important entry points to the grassroots for national and international NGOs. In these partnerships the

CBOs were not on equal terms with the NGOs; they were increasingly used to implement the NGOs' agenda. That agenda, on the other hand, often had a focus on poverty reduction. The partnerships that evolved tended, therefore, to instrumentalise the CBOs – turning them into institutions for NGOs' penetration at the grassroots and into instruments through which NGOs would meet their objectives.

Participatory development and institution-building approaches rapidly grew to become the prime characteristic of NGOs' development work. In some cases the approach involved NGOs assisting local communities to establish small community groups and committees. Such local committees would, in turn, liaise with the NGOs to consider development projects. The ensuing activity or development programme would then be linked to the communities' priorities in relation to strategies for poverty reduction.

Recent years have witnessed the evolution of a new approach to poverty reduction among NGOs: the 'rights-based approach'. 'Development as freedom' has become an organising concept for most NGOs. The significance of this approach is that NGOs are carrying out development using concepts from the advocacy and human rights field. They have recognised that holistic development is not achievable without addressing the question of rights. Some NGOs look at poverty reduction in a rights perspective; they not only provide basic services to the local communities but also create awareness that poor people have rights to services and a decent living. Denial of services constitutes a violation of those rights. Furthermore, organisations using advocacy in their development work are thus increasingly addressing development from a socio-economic and cultural rights perspective.

In recognition of the important role played by NGOs in poverty reduction, the government consulted NGOs when preparing the country's Poverty Reduction Strategy Paper (PRSP) from late 2000 onwards. Later, through the National Council of NGOs, civil society groups constituted a stakeholders' forum to monitor implementation of the process. Through pressure from this forum, the government established a civil society desk in the Ministry of Finance and Planning, which was responsible for drafting the PRSP. Through the civil society desk facility, information on the process trickled down to the NGOs and other actors. Thereafter, civil society organisations formed a Technical Working Group for the purpose of critiquing the draft and making

recommendations in line with the view of NGOs and other civil society groups.

3.6 Sustainability of NGOs

Excessive donor dependence is a great challenge for local NGOs. For a majority of them their very existence is predicated on the availability of donor funds. Moreover, donors do not support long-term projects. Donor-funded projects are normally to be completed within a fairly short time span, generally with minimal overheads. Such projects fail to yield institutionalising effects and are unlikely to be rooted in local development values. Owing to short-term donor funding, there is a tendency among NGOs to neglect sustainability concerns.

Donor dependency has also meant the absence of an indigenous development agenda for local NGOs, which have been reduced to mere instruments for implementing donor policies and programmes. This means that some NGOs may have taken initiatives that are poorly rooted in local cultures and values. They are not sustainable in the long run. Furthermore, dependency has also meant that most local NGOs live from hand to mouth on a project-to-project basis and remain dormant if donor funds are unavailable.

NGOs have failed to mobilise local resources (financial in particular) for a variety of reasons. They include public apathy in contributing to NGOs' budgets because of the widespread belief that NGOs have easy access to donor funds. Individuals with access to donors also set up NGOs and manage them as private organisations. Mobilising public support for personalised organisations, no matter the amount of voluntary activity carried out, is usually a difficult task.

CBOs, on the other hand, have a better potential for sustainability than most of the formalised NGOs, albeit at a modest level. CBOs draw their strength from their ability to mobilise locally, including their membership base. They have often evolved as a spontaneous response to local problems. This suggests that CBOs are anchored in the local context of development. Given their attachment to local realities CBOs are able to draw on public support for their activities. Indeed, the bulk of their resources comes from voluntary contributions from the community members.

Internally, some local NGOs are weak as organisations. They are characterised by poor institutional capacity and poor internal governance. Those founded by individuals lack a democratic culture; they have a founder-member mentality, which hinders them from evolving into viable organisations. They tend to be run according to the values of the founder members. Operational rules are relatively weak. Some have no policies on staffing and organisational development in general. Owing to the absence of such rules many of them have been embroiled in corrupt practices, leading to a poor accountability track record. Those who 'own' them handpick the members of the governing boards, which are thus unable to function as adequate mechanisms for checks and balances. The 'owners' usually take command over decision-making – whether they are inside the organisation or outside its structures.

3.7   Implications for the work of MS-Kenya

Kenya's voluntary organisations are heterogeneous in origin, character and values. NGOs and CBOs, for instance, could be carrying out similar development activities but face different challenges. As noted above, formalised NGOs face more challenges and difficulties as organisations than CBOs. It is significant that the majority of MS-Kenya's partners are CBOs at the local level, engaged in activities that are meaningful to the local communities. The majority of their activities arose out of the felt needs of the communities. For those reasons such activities stand a better chance of becoming sustainable and replicable elsewhere even after the partnership with MS-Kenya has been phased out – provided the external input has not been so high that a dependency relationship has developed. However, if the partnerships with MS-Kenya have pushed the activities to an artificially high level the CBOs in question would be vulnerable.

As from 1 January 2003 MS-Kenya has taken over certain components of the Human Rights Programme hitherto administered by the Danish embassy in Nairobi. This new development adds to the responsibilities of the country office. Whereas the previous portfolio was limited to capacity-building functions only, the new responsibilities also include management of support to civil society organisations in the human rights and governance field and support to the mass media. Given the challenges noted above for formalised NGOs, MS-Kenya would be well advised to study the new partners carefully before entering into partnership agreements. The challenges facing the new

partners are likely to be different from those of the CBOs with which MS-Kenya has accumulated experience.

We have noted that the rights-based framework is gaining ground in the NGO community. Linking basic needs to basic rights is emerging as an important strategy for connecting development activities to the rights agenda. MS-Kenya's track record in high-profile advocacy work – human rights and good governance work in particular – is fairly limited. MS-Kenya has started a process of creating awareness among its partners about the rights-based development strategy and of developing mechanisms for integrating the strategy into the partners' work. Through this process with its partners MS-Kenya is indirectly involved in advocacy work. Another indirect advocacy vehicle is material support to social movements and national NGOs, for example, on constitutional issues.

The new political dispensation in Kenya and the expansion of political space has important consequences for NGO work. It means working with fewer administrative and political constraints. It also means greater opportunities for MS-Kenya's partners to operate more freely at the local level. The new dispensation thus provides opportunities for MS-Kenya and its partners to be innovative in the development space.

4. MS in Kenya

The history of MS in Kenya dates back to the late 1960s when Danish volunteers were recruited for deployment in various Kenyan institutions: NGOs, CBOs, government departments and institutions such as village polytechnics. Over the years, however, the size and scope of the programme have changed, as well as its mode of operation, especially since 1993. MS support to partners spans all sectors and types of activity depending on what partners identify as their priority needs. Institution-building is also a central element in the new mode of operation. This includes support for training and skills development as well as institutional development. As this evaluation covers the period 1997–2002, attention will be directed to the way in which the partnership concept in all its facets has been operationalised and applied in the Kenyan context. This concept was introduced in the mid-1990s and continues to guide the operations of the organisation (Mellemfolkeligt Samvirke 2001). Indeed, it has virtually become the mantra of MS, informing activities at all levels (see section 6 for a detailed discussion on partnerships).

The MS-Kenya country programme was reviewed in 1999 (Danish Association for International Co-operation 1999). The review found that the country programme was functioning well with a dynamism that responded to the changing social and political realities in the country. The range of partnerships was wide at that time, from CBOs involved in development work aimed at reducing poverty at the grassroots through health care, food security and income-generating activities to civic education and advocacy at the national level. MS-Kenya also maintained partnerships with government institutions at district and divisional levels, although the nature of the regime was such that further opportunities in that direction were constrained. Hence, in the circumstances a policy choice was made to keep partnerships with government institutions at a low level. The partner portfolio is not dramatically different today, although very recently more national NGOs have been taken on board as a result of closer collaboration with the Danish embassy as discussed above.

On two occasions MS-Kenya has engaged itself in thorough policy formulation processes: in the mid-1990s and at the beginning of the new millennium. These processes resulted in two policy papers intended to guide the organisation over two five-year periods: 1997–2001 and 2002–2006 (MS-Kenya 1997 and 2002). A clear policy evolution is discernible from the former

to the latter. The 1997–2001 document represented a first effort at long-term strategising and planning and a tremendous improvement in organisational behaviour. However, it was somewhat blurred in its objectives and unclear as to the order of prioritised activities.

The 2002–2006 strategy paper lives up to its title far better. It departs from a description of the policy environment in which MS-Kenya operates and states the values on which the organisation rests before outlining the poverty situation in Kenya and cataloguing its underlying causes. It proceeds to enumerate the effects of poverty on the lives and outlook of Kenyans: a profound distrust in government; persistent and gross violations of human rights; and deteriorating environmental conditions. Based on the foregoing analysis of the economic, social and political situation in the country the strategy paper devotes much space to the role of MS-Kenya in addressing the problems and itemises the challenges: capacity-building; networking and information sharing; lobbying and advocacy; dissemination of information to Danish taxpayers in a spirit of accountability; and finally, inter-cultural co-operation. In conclusion, the 2002–2006 policy paper specifies three thematic foci as a basis for intervention and activities with partners:

- Human rights, good governance, and democratisation;
- Empowerment of communities to meet their basic needs;
- Environmental protection and conservation.

Each of these themes is further specified into objectives, sub-strategies and means, as well as indicators to monitor progress. A concluding section addresses the partner portfolio, partner selection, monitoring and procedures for phasing out partnerships.

Notwithstanding some scope for improvement, particularly in the poverty analysis and in the clarity of indicators of progress, the MS-Kenya 2002–2006 policy paper is an excellent, well-structured document to be emulated by other MS country offices. In view of the changing political environment, however, some sections may need revisiting and adjustment. Popular trust in the government may improve and human rights violations may subside. But poverty reduction is a long-term proposition that will require efforts on a broad front by all stakeholders, including civil society. Overall, therefore, in the judgement of the evaluation team the thrust of the document remains valid.

Future developments in the economic and political environment should be monitored closely as the new political dispensation takes hold. The role of civil society needs to be re-examined in light of the changing circumstances. Broad popular support for the new government and its new initiatives in the field of governance, human rights and poverty-reduction in no way obviates the need for a vibrant civil society as a watchdog on the performance of the government. Civil society should not consider as its own the incumbent government, no matter what its origin. By definition governments and civil society are poised to play different roles in any polity. While not necessarily taking adversarial positions, some tension will invariably exist between governments and civil society, but sometimes such tension can be constructive.

5. MS's objectives

MS has two main objectives: poverty reduction and inter-cultural co-operation. All activities aim at facilitating the achievement of these two objectives. The sections that follow discuss the various activities and processes associated with each of these objectives. An assessment is also made of the extent to which they have been achieved.

5.1 Poverty reduction

MS-Kenya's strategy paper for 2002–2006 contains a conceptualisation of poverty in the Kenyan context and defines how MS-Kenya intends to meet the challenge of poverty reduction. In broad terms, the evaluation team subscribes to the conceptualisation adopted, with some qualifications regarding the causal analysis. Furthermore, not all major causes listed are of the same order of magnitude or equally important. It is beyond the scope of this report, however, to discuss in depth the root causes of poverty in Kenya. It is warranted, however, to offer comments on a few elements that might impinge on the poverty-reduction strategy of MS-Kenya as it manifests itself through the partnerships.

At independence in 1963, Kenya was comparatively more advanced than most countries in Africa. At present, the country is one of the poorest. Corruption, bad governance and mismanagement of public resources are undoubtedly major reasons why Kenya remains very poor. The husbandry of public resources has left a lot to be desired for decades. Looting from the coffers of the state appears to have been the predominant motivation of Kenya's leadership (Kibwana et al. 1996). Expectations currently run high that Kenya will witness a new dawn in the governance realm and that new policies will be put in place to redress past malpractices. It remains to be seen, however, to what extent and how fast those expectations will be fulfilled.

It is true that many Kenyans have suffered the immediate consequences of the conditionalities associated with interventions by the International Monetary Fund (IMF) and the World Bank. Cost sharing and retrenchment of public employees are cases in point. On the other hand, it should be recalled that not all donor conditionalities are anti-poor. For example, pursuing a fiscal policy that keeps the inflation rate down is beneficial to the poor. Hence, an

assessment of the effects of external conditionalities on the poor must take into account both positive and negative aspects to determine the *net* effects. Moreover, it can be argued that bad governance and corruption are the original reasons why Kenya has run into economic problems and heavy debt. The indebted state of the Kenyan economy is largely the making of the Moi government, which was subsequently compelled to request assistance from the IMF and the Bank to bail it out of its predicament or to give it a respite. Such assistance never comes without conditions. They have accelerated an already existing process of impoverishment.

The unequal distribution of land as the principal productive asset of Kenya's predominantly rural population is clearly a root cause of contemporary poverty. However, the present situation is the result of a historical process involving alienation of land by colonial settlers, irregular acquisition of land after independence and land grabbing. Combined with high fertility rates, the principle of partible land inheritance as practised by most Kenyan communities has aggravated the problem further. As a result, the landless and smallholders with plots of less than an acre are unable to satisfy their basic needs. Probably more than any other policy issue, land reform or redistribution illustrates the fact that entrenched ownership interests are likely to resist policy reform which could alter the power relationship between the wealthy landowners and the great mass of smallholders and landless.

In this regard, the government faces two options: (a) tackling the land reform issue head on as an effective poverty-reducing measure; (b) creating a policy environment conducive to economic growth within agriculture as well as in the non-agricultural sectors to absorb the surplus labour squeezed out of the rural areas; or (c) a combination of the two options above. The first option is unlikely for political reasons. In addition, even with a more equitable distribution total arable land is finite and would not be able to accommodate the present Kenyan population, unless new technologies were introduced to raise productivity per land unit.

The second option is feasible but it would take time before producing results. The third option in one form or another might also work. This is not the place, however, to argue for particular land policy options. But the centrality of the land issue as part of a poverty-reducing strategy is so pronounced that MS-Kenya cannot avoid it if advocacy is to move higher up the agenda in

years to come. A deeper understanding of access to land as a means of poverty reduction is needed for better policy formulation.

Some of the *causes* of Kenyan poverty listed in the strategy document may also be seen as *manifestations* of the same. For instance, income disparities are both a cause and an effect of poverty. Dramatic income differentials disadvantage those at the lowest echelons in their efforts to escape poverty and can thus be considered a cause of their continued poverty status. At the same time, extremely low income is a defining criterion of poverty in a money-metric sense. Similarly, skewed access to the means of production – be it land or capital goods – generates and reproduces poverty while also being an expression of it.

Violence, crime and political instability likewise cause poverty if seen in isolation. But the root cause of these social ills is bad governance. Indeed, in some instances they may even have been instigated for political purposes, e.g. ethnic clashes. A government committed to combating crime would probably make a great difference in reducing the insecurity of the poor, even though large quantities of small firearms remain in circulation. In the longer run a stable economy on a growth path would make a significant contribution to durable stability. However, the ethnic thinking that permeates political life will take a long time to rout out. Ethnic arguments and overt reference to 'communities' as interested parties in the political sharing of positions and spoils at the very top of society do not augur well for progress in this regard. To succeed, a concerted effort is needed from the top down to the *wananchi* at the grassroots. Civil society, including MS-Kenya and its partners, has an important role to play towards that end.

The HIV/AIDS pandemic inflicts great suffering on Kenya's poor and non-poor alike. It can be seen as a factor aggravating existing poverty but hardly as a root cause. MS-Kenya and its partners have a large potential in raising awareness about the epidemiology of HIV/AIDS and in changing the attitudes of both sexes, but men in particular, to sexual relations. The great preventive challenge lies in changing the actual sexual *behaviour* of Kenyans. Many observers claim that Kenyans are aware of the risks involved in unprotected sexual liaison with multiple partners. Still, actual behaviour is slow in changing. In this situation perseverance is called for in advocacy for sticking to one sexual partner, popularly referred to as 'zero grazing', and/or protective

practices through the use of condoms. 'Condomise the nation' might be an appropriate slogan, even though certain quarters would object.

Although the poverty analysis of the 2002–2006 policy paper is basically sound, it stops short of emphasising explicitly the fact that poverty is the expression of an extremely unequal social relationship between the haves and the have-nots. Poverty reduction entails changing that relationship in fundamental ways. The notion of empowerment only partially addresses the problem if it fails to recognise that power is a relational concept. Empowering somebody means disempowering somebody else. The empowerment of the powerless challenges the entrenched power of the powerful. That is why empowerment is conflictual and so difficult to achieve. Still, MS-Kenya and its partners cannot shy away from this challenge if a dent is to be made in the poverty problem. But there are many ways to handle a conflictual situation; some may lead not to escalation but rather to reconciliation and settlement.

This is not to say that MS-Kenya and its partners do not recognise that poverty reduction is about changing power relations. The gradual shift towards awareness-raising and advocacy activities within the partnerships is a reflection of this realisation. But it is not forcefully and explicitly expressed in the latest policy paper. It should have been.

The activity profile and mode of operation of MS-Kenya and its partners have rested on three main pillars throughout the period under review:

1. Development at the grassroots, comprising income-generation and service delivery;
2. Awareness-raising;
3. Advocacy.

These pillars form complementary elements in a coherent strategy and are meant to be reinforcing and serve the same overriding objective: poverty reduction. Their relative weight may have shifted somewhat over the period, from the first component towards the second and third, but not decisively so.

Development work at the community level

The conventional approach to poverty reduction by NGOs and state agencies alike has been to engage in concrete projects to redress the plight of poor

people directly, above all through income generation and delivery of services in health care, education, water supply and sanitation. With external input in the form of money and technical expertise such projects have multiplied and met urgent needs in many communities. There is little doubt that these efforts have made a valuable contribution to poverty alleviation. MS-Kenya has been part of this thrust; it has formed partnerships with CBOs of such an orientation and continues to do so. The current portfolio of some 20 partnerships includes a number of CBOs of this nature, as well as two government entities. However, the emphasis is increasingly being put on empowerment and the creation of capabilities to become self-reliant rather than basic needs satisfaction *per se*. When making field visits to altogether seven partners – more than one-third of the total number – the evaluation team had occasion to observe the work done on the ground. Feedback from beneficiaries was overwhelmingly appreciative. In the face of difficult circumstances the results have in most cases been impressive, yet modest in relation to the magnitude of the task. MS-Kenya and its partners have every reason to be proud of this component of their contribution at this level.

Raising awareness

Apart from the tangible results of community projects in terms of poverty reduction, a notable spin-off was observed in making people aware of the conditions that produce and reproduce poverty. The empowerment approach to poverty reduction directs the limelight at power structures at all levels of society – within the household between generations and genders; in the community between the poor and the non-poor, and between the politically powerful and the powerless; at the local level between leaders and the ordinary citizens; at the national level between the politico-economic elite and the *wananchi* in general.

Through development work village people gain insight into the social relationships and structures that impede their progress out of poverty. In a number of cases they have had a measure of success in changing those relationships in favour of the poor and disadvantaged. In other cases they have failed. In certain instances, this awareness of such relationships on the part of the poor may have been enhanced, but they have not been able to change them appreciably because they were up against too powerful forces. This is not to say that the heightened awareness has been wasted because it has not

produced immediate results. Insights and awareness are the stuff that long-term strategies are made of.

A case in point is **the organisation and mobilisation** of fisherfolk into local associations on the shores of Lake Victoria by MS-Kenya's partner Osienala (Friends of Lake Victoria). The organisational capacity of the fishing communities we visited at Osieko and Numbo beaches, where Osienala is active, has clearly been developed through the activism of the village mobiliser, funded through the partnership with MS-Kenya. The meeting we attended bears witness to the increased self-confidence created. It is particularly noteworthy that the women in attendance were articulate in the discussion. It may be premature, however, to judge whether the organisational strength of the fisherfolk associations will translate into greater bargaining power vis-à-vis the traders who arrive regularly at the villages to buy the landed fish, and whether higher fish prices will result. But the potential is there.

At a higher level Osienala has managed to **challenge powerful national and international forces** that intervened to check the excessive growth of the water hyacinth in Lake Victoria. By means of its environmental and professional expertise Osienala's scientific staff succeeded in bringing in the World Bank's Inspection Panel to assess the merits and demerits of a major Bank-funded project attempting to combat the spread of the water hyacinth by mechanical shredding after the use of chemical means had been decided against. The Panel found that the shredding and sinking method did not solve the problem, because evidence suggested that the sunk plant seeds, given reasonable aeration and light conditions, might germinate and either float to the surface or, in very shallow waters, get rooted in the bottom mud and grow to the surface to propagate further. The Panel's report led to the discontinuation of the project.

Raising awareness and **creating corresponding self-confidence** have produced encouraging results for many other partner organisations as well. The relative success of the Yatta South Women Group in generating substantial income for poor women from basket weaving is an illustrative case. Production volume has gradually increased and the baskets have found marketing outlets abroad – e.g. in the UK, Denmark, and Australia. The **link to international markets** through exports has generated some insights into changing market preferences (colour, size and design) and the group has managed to adapt its production

Box 1: Empowerment of women and gender relations

In societies where women have long occupied positions subservient to the interests of men, many civil society organisations – reinforced by donor policies – have emphasised the empowerment of women in their activities. No doubt such a stance has been justified in view of the continuing oppression of women in patriarchal societies such as Kenya. On the other hand, in some situations, there are indications that the empowerment of women may have had the effect of marginalising the men, or at least creating a perception that this might be the case. When women, through their own industry – although assisted by external donors – in effect become the breadwinners of their households the role of the men as the traditional heads of household changes accordingly. Evidently, some men feel humiliated by such a development. The evaluation team heard testimony to this effect by members of women's groups in Ukambani. The success of women in generating considerable income from basket weaving and other activities apparently created serious intra-household friction between the spouses. Some women tried to disguise the exact income they earned and paid school fees and other expenses without the knowledge or consent of their husbands. Others failed to do so and faced demands for control over the money which the husbands considered theirs to dispose of. Estranged by the process, husbands increasingly adopted anti-social behaviour such as excessive drinking accompanied by domestic violence and irresponsible sexual behaviour, thus endangering the lives of their spouses through HIV infection. The bitterness with which statements were made attests to the seriousness of the matter. The men have refused to attend HIV/AIDS awareness workshops, and the local chief has failed to close the 'liquor den'.

While being open to the possibility that these problems may have preceded the activities of MS-Kenya's partner, these experiences nonetheless point to the need for a reconsideration of policy, away from a one-sided emphasis on women in development (WID) and women's empowerment towards gender and development (GAD). Whereas the former runs the risk of excessively emphasising the empowerment of one of the genders and the corresponding disempowerment of the other, the latter recognises both genders and focuses on the relationship between them. The GAD approach also promotes the empowerment of women but attaches equal importance to fostering a harmonious relationship between the genders based on equity.

To the extent that experiences in this regard in Yatta South deviate from those observed elsewhere in the Kenya programme where a GAD approach is in evidence, the time is overdue for bringing the activities of this partner into line with MS-Kenya's overall gender policy based on GAD considerations.

accordingly. Some bitter lessons have also been learned in dealing with wholesale traders. At one time, for instance, a client never turned up to collect the merchandise after having placed a large order. Meanwhile, the management had paid the women their due for the baskets on the presumption that the large client would collect them and pay. As a result, the group was stuck with a sizable number of unsold baskets in the store room. Some of the designs and colours had gone 'out of fashion'. Whereas the leadership and the members have responded well to the challenge of shifting market preferences, the vulnerability to unreliable traders remains a problem. So does the bargaining power in terms of the prices the women fetch for their products. The evaluation team feels that there is scope for strengthening the

bargaining power vis-à-vis the traders. As a precursor to action towards that end, the MS-Kenya country office and the Yatta South Women Groups might jointly want to consider commissioning a study of the business chain – from acquisition of raw materials and dyeing, through weaving to wholesale and retail marketing with a focus on the price relationships.

In Kikesa the local Dispensary Committee has succeeded, through its own committed voluntary work and its partnership with MS-Kenya, in **enlisting the support of the Ministry of Health** and another donor for a community health clinic which appears to be on a sustainable path. The first point to underscore in this context is the significance of the partnership with MS-Kenya in prompting the release of complementary funding from other sources, in this case a Kenyan ministry with a long-term obligation to service delivery. Secondly, it cannot be overstated that the Kikesa Dispensary Committee has succeeded in **mobilising the local elite** – teachers and other professionals – for a community effort with broad popular support. This reinforces the prospect for long-term sustainability.

In a very different sense MS-Kenya's partnership with the Archdiocese of Kisumu has concentrated its efforts almost exclusively on awareness-raising regarding **gender relations and human rights,** more generally by training paralegal workers – 178 so far. The focus group discussion at Ahero brought out very clearly that the training programme had imparted to the trainees a better understanding of power relationships, both in the household and in the local community, even within the church structure itself. They saw their role as "a light in the community" as one of them put it, engaged in an array of cases such as domestic violence and rape, child abuse, land disputes, succession and inheritance, accidents, police maltreatment and torture, corruption, corporal punishment of children by teachers, and mediation. When practising their acquired skills, however, the paralegals are up against the provincial administration, the police and traditional authorities, who view them with suspicion. Often traditions and taboos are respected more than the rule of law because most people are not conversant with the law while their knowledge of traditions and taboos has been instilled in them from childhood.

A major problem in the interface with the authorities is the equivocal status of paralegals. Although trained as paralegals (no uniform curriculum exists as yet) they have no formal recognition or certification to practice; they are 'barefoot' lawyers in a manner of speaking, on a voluntary basis. This fact

hampers their work. Hence, plans are afoot to form a national association of paralegals with a view to acquiring formal recognition and a place in the hierarchy of legal service providers. Once formal recognition is secured the paralegals could carry on with further awareness-raising activities in their respective communities, disseminating the knowledge they have acquired through training; they consider themselves agents of change. The potential of these activities is tremendous in terms of empowerment and the assertion of rights enshrined in the constitution of Kenya, as well as the international conventions to which Kenya has acceded.

In western Kenya the most striking **awareness change** in terms of cultural values/norms found at the Aterait project area was between the genders. Both men and women present at the meeting were agreed that as a result practices had changed in the household. Previously women were not allowed to leave the household for a meeting without their husbands' permission. It was unthinkable for men to prepare food and attend to the children. These gender roles have changed gradually to the effect that both genders perform similar duties, although some activities are very difficult for men to accept, e.g. sewing. Not all men have readily accepted these changes but the men have been integrated into the awareness efforts from the start and considerable progress has been made in creating more equality between the sexes.

Another notable development at Aterait is the recent formation of a CBO – Bahatika – which is registered with the Ministry of Culture and Social Services. The office-bearers attending the meeting and providing information to the team exhibited great commitment. This organisational expression of commitment and effort is encouraging for the sustainability of the wide variety of activities in which it is involved: agriculture; health care; micro credit with initial capital from the Western Region Christian Community Services (WRCCS); HIV/AIDS prevention; gender sensitisation; and income-generating activities. However, the area is extremely poor and sustainability is probably a long-term proposition. The assistance of the community development facilitator provided by the WRCCS is likely to be needed for a considerable time to come.

The ability of community members to identify development problems and prioritise solutions has been an important outcome of the partnership between MS-Kenya and the Ministry of Culture and Social Services. In the Marigat division of Baringo district a partnership was forged to support **capacity**-

building in local women's groups. The partnership also resulted in the improvement of the capacity of the government department to provide services. In conjunction with the department, local communities went through a Participatory Evaluation Programme (PEP) in 1993. The results were immediate. Most communities identified their critical development challenges and prioritised solutions to them. The community groups underlined the fact that the solutions would require the use of local resources – human, material and financial. They developed plans of action which to date include several types of development project. One community group in Sandai, for example, constructed a school in 1995 and a road to access areas adjacent to the community and completed a project to bring clean water to the area. The community has also completed the construction of a community dispensary. The group has several other projects in the pipeline.

It is notable that the Marigat group was able to identify critical development challenges and make a plan of action. The staff of the Ministry of Culture and Social Services were backstopping the entire programme. It is also noteworthy that MS-Kenya was able to enhance the capacity and efficiency of a government department in engaging with local communities. This is an important finding in view of the widespread perception of government departments as corrupt and inefficient.

A totally different kind of awareness-raising is exemplified by MS-Kenya's partnership with the Kenyan chapter of the African Network for the Prevention and Protection against Child Abuse and Neglect (ANPPCAN). This national NGO is well established with international links in Africa and beyond. Through research, information and communication work (magazines, posters, post cards, etc.) it **challenges cultural malpractices** related to the treatment of children. As a corollary, child participation is encouraged in family affairs. This posture is bound to generate conflict within households but the outcome depends on how the matter is handled so as to avoid acrimonious relations becoming a chronic feature of family life.

Advocacy

After awareness-raising, advocacy follows as the next logical step. With better awareness of the nature of social relationships the chances of changing them are improved. This applies regardless of the level at which these relationships are found.

As a matter of general policy, MS has, as an international NGO, gradually downplayed the prominence of concrete projects designed to alleviate poverty at the grassroots and moved towards advocacy that addresses the political and economic root causes of poverty. The idea has been to expand the scope of manoeuvre and the opportunities of the poor by broadening the arena in which they operate and by obliterating constraints on their efforts to escape the poverty trap. As a result, lobbying vis-à-vis political authorities grounded in human rights has taken on greater importance.

In accordance with general policy MS-Kenya has come to realise that poverty-reducing activities at the grassroots level and the heightened awareness springing from them should be complemented by advocacy work at local and national levels, based on human rights precepts. This gradual shift of emphasis stems from an appreciation of the importance of politics and structural factors in generating poverty in the country, or at least in thwarting effective remedial action. This is not to say that poverty reduction work and consciousness-raising at the grassroots level has been displaced or phased out. Rather, they continue to play a key role and must be seen as critical elements in a three-pronged approach. Practices and experiences in tangible service delivery and income generation at the grassroots level are used as inputs to a deliberate endeavour towards raising the consciousness of poor people at the community level of the overriding political processes. This conscientisation effort relates not only to macro processes at the national level but equally at local and community levels.

How strong is the advocacy element in MS-Kenya's current portfolio and how is it approached? In view of the political sensitivity of advocacy there are constraints, particularly at the national level, as to how far an external agent can go. This could represent a political and ethical dilemma for MS-Kenya, which by definition is an alien element in Kenyan society. It could easily escape from the country if its advocacy activities were perceived to be too aggressive, thus provoking hostile responses from the authorities, with the effect that the partners would be left in the lurch 'to face the music'.

Box 2: Linking the local and the international through advocacy – OSILIGI in Laikipia

OSILIGI (Organisation for the Survival of the Il-Laiipiak Maasai Indigenous Group Initiatives) is one organisation that MS-Kenya and several other NGOs have supported in advocacy work. OSILIGI (a *Maasai* word for hope) was founded in 1995 as a local youth initiative of the *Maasai* community in Laikipia district. Its purpose was to articulate concerns about the violation of human rights by both the government of Kenya and outside governments – those of the UK and the USA in particular.

The organisation began networking with the International Working Group for Indigenous Affairs (IWGIA), which facilitated contact with the United Nations network for indigenous peoples. OSILIGI's networking soon led to several other linkages. IWGIA introduced OSILIGI to MS-Kenya. Dialogue on their respective visions and activities evolved and eventually resulted in a partnership in 2000.

One important concern of OSILIGI's, which attracted the interest of MS-Kenya, was the long-standing injustices and human rights violations stemming from the exploitation of the natural environment by outside governments. The British government had been using Laikipia district as a military training ground. The training restricted access to land which the local population used for livestock and household purposes. The military did not clean up the training grounds upon leaving. They left behind unexploded munitions – bombs and mines – scattered all over the area where people lived and livestock grazed.

While grazing their livestock in this expansive land, some people came into contact with the unexploded devices. Some lost their lives while others were maimed when the munitions exploded. Livestock was also killed or lost limbs. Loss of lives and limbs and other injuries became a regular occurrence among these pastoralists wherever and whenever the military trained in their area, some in Dol Dol of Laikipia district in the Rift Valley province.

In early 2002, concerned about the neglect of those who had suffered, OSILIGI asked MS-Kenya, among other organisations, for support to host a national workshop. The aim was to enable the organisation and the victims to highlight the predicament of this community. They invited international and local media, including BBC television. They also invited diplomatic missions and representatives of the Kenya military.

The BBC covered the plight of the Laikipia *Maasai* extensively in a documentary that was televised several times. It had an immediate impact. The case received international attention and a human rights lawyer arrived from Britain to make an assessment on the ground with a view to suing the British government for damages. Satisfied that the case could win in any court of law, the lawyer sued the British Ministry of Defence on behalf of about 200 maimed people. From then on, the case continued to draw international attention. In the end, the British Ministry agreed to negotiate and settle out of court.

The case produced several important outcomes. First, the British Ministry of Defence compensated the victims amply. About Kshs. 540 million (or approx. 5.4 million pounds sterling) was paid out directly to individual victims. Secondly, the Ministry of Defence began a massive clean-up operation in the area.

This case teaches foreign governments and the Kenyan government a lesson about the obligation of governments to respect the rights of indigenous peoples. The Maasai community in question is characterised by a high illiteracy rate and lack of exposure to modernity: it is a traditional community. Although traditional, through networking with international human rights bodies and convening national fora with MS-Kenya, assistance facilitated their voice being heard at the global level. MS-Kenya support to OSIGILI became the vehicle through which injustices inflicted on an ordinary community were remedied.

Cognizant of this trap, MS-Kenya has responded in two ways. Firstly, the organisation kept a comparatively low profile on political and human rights issues in the lively national debate of the 1990s. Its visibility as an advocacy actor has been subdued, although material support has been given to NGO coalitions, e.g. on constitutional issues. Second, MS-Kenya has chosen to channel its advocacy work through its partners, mainly below the national level. Most partners have avoided confrontational activities and have gone about their work in an unobtrusive manner. This has probably been a wise policy.

It should be recalled, however, that the democratic space for advocacy and lobbying was expanded dramatically throughout the 1990s (see the introductory section above on the NGO sector in Kenya). In the early years of the decade the atmosphere was much more repressive than it was towards the latter part. The risk of keeping a high advocacy profile, on whatever issue, has not been so great during the period under review. At any rate, MS-Kenya has not raised its democratisation and human rights banner ever higher in tandem with the expansion of room for manoeuvre. Instead, the organisation and its partners have maintained their low-key advocacy profile. Arguably, it has been just as effective.

It should also be recognised that to the extent MS-Kenya has engaged in advocacy work it has in many instances enjoyed the protection of large partners with a solid support base in the population. The church partners are obvious cases in point. The Catholic and Anglican churches alike have undoubtably held their protective umbrellas over their partnerships with MS-Kenya. These church organisations have in their own right been courageous champions of democracy and human rights for decades and managed to withstand pressure from the repressive Moi regime to desist from such activity.

Beyond ANPPCAN's awareness campaigns this partner has been active in advocacy work at the national level. It took an active part in the mobilisation of support for the enactment in 2001 of the Children's Act. This comprehensive piece of legislation gives effect to the principles of the International Convention on the Rights of the Child, thus affording legal protection for Kenyan children in domestic law.

Reaching the poorest?

The poorest of the poor – the bottom five per cent of the income ladder – are extremely difficult to reach in any society. The fact that MS-Kenya relates to organisations through partnerships probably means that it does not address the plight of the poorest and socially excluded directly. However, some of the partner organisations might have been acting on behalf of the poorest strata in pure welfare terms, such as providing food and shelter for the homeless, the street children, beggars, drug addicts, and so on. MS-Kenya might thus be able to reach the poorest and the destitute indirectly through intermediaries. This intermediary vehicle has been used deliberately to reach very poor segments, but hardly the destitute and socially excluded, whose precarious situation make them exceedingly difficult to uplift from their wretched condition. MS-Kenya has opted for the very poor, including slum dwellers, with some minimal potential for escaping poverty. The really destitute and socially excluded, who have fallen through the network of social capital that most poor people can rely on, have been left to others to care for. None of MS-Kenya's partners is currently engaged in pure welfare work for these categories of poor. Whether this has been a deliberate policy choice or a historical accident is hard to tell. But if it were the former, it could be defended ethically on the grounds that other NGOs were better placed to carry that burden. The 2001–2006 policy paper does not give any clue in that respect, although discussions on how to reach the poorest of the poor have ostensibly been ebbing and flowing over the years. However, we have seen no written documentation drawing those discussions into a deliberate policy stance.

Effectiveness and impact

At present, MS-Kenya has a monitoring and evaluation (M&E) system in place. Above all, it is based on the close and regular interaction between the country office and the partners. The point of departure is the partnership agreement which sets out the shared vision, objectives, activities and expected results. Through visits by programme officers, the country office avails itself on a continuous basis of valuable information about the partners' activities and progress made, all duly recorded in written reports.

Similarly, the partners carry out annual reviews jointly with the country office to assess performance and identify problems. The reviews are discussed at workshops, typically attended by the partner management and/or board, staff

members (including DWs), country office staff and representatives of beneficiaries.

Beyond ongoing monitoring, mid-term reviews are undertaken halfway through the partnership period with external expertise involved. Likewise, an end-term evaluation is conducted to examine the overall impact of the partnership, also with external assistance to ensure independent assessment.

At the partner level the M&E system varies considerably from one organisation to the next, depending on their nature and strength. For some partners assistance is enlisted from the country office, whereas CBOs may employ community-based resource persons for the task.

It must be conceded that assessing the effectiveness and impact of the MS-Kenya partnerships in terms of poverty reduction by means of development work at the grassroots level, awareness-raising and advocacy is no easy matter. The evaluation team found that the established M&E system of MS-Kenya is inadequate. Country office staff conceded as much. Although the 2001–2006 strategy paper lists indicators by which to measure progress, many of them are fairly vague and qualitative in nature and some of them refer to activities rather than output or outcome. Still others do not distinguish between the effects of activity attributable to MS-Kenya and partners and those of others active in the area. The lack of good baselines further compounds the matter, even though some partners have made commendable efforts in that regard. Far more attention needs to be devoted to baselines. They should be included as a matter of routine in the partnership agreements and explicitly referred to in the mid-term and end-term evaluations.

With more time available it might have been feasible for the evaluation team to reconstruct baselines *ex post* by means of in-depth interviews with experienced informants who have been involved over a longer time period. However, the time constraints did not permit such an approach.

The evaluation team recognises that developing indicators that are specific and precise enough is a tall order. It is also the considered view of the team that much of the anticipated partnership impact is simply not measurable by quantitative indicators. The further MS-Kenya and its partners move towards awareness-raising and advocacy the tougher the challenge of tracking and documenting effectiveness and impact. Squeezing qualitative data into

quantitative formats would only obfuscate the issues, or at best give biased information and/or a false sense of exactness. Nonsensical quantification of qualitative information is not helpful. That said, however, MS-Kenya can go further towards better quantitative M&E systems without compromising the integrity of qualitative approaches. This goes to the core of the accountability question. MS-Kenya must be in a position to state with confidence and satisfactory precision whether its goals have been achieved. If indicators of progress cannot be developed at the ratio level of measurement, sound alternatives might be found at ordinal or interval levels. The best must not be allowed to become the enemy of the good.

The partnership concept invites a process approach to interaction between MS-Kenya and its partners. Time and again it was underlined that partnerships involve patience and time-consuming mutual learning processes; indeed, that the processes themselves are as important as the outcomes. The shifting activity emphasis towards awareness-raising and advocacy reinforces the prominence of the process rationale. Although there is merit to that argument, it would be carrying such reasoning too far if processes were allowed to substitute for results. Worthwhile processes – no matter what their beneficial spin-offs along the way – must lead to results, be they tangible or not. An M&E system incapable of capturing and measuring by quantitative or qualitative techniques the results of processes cannot be characterised as adequate.

Unfortunately, the new 'most-significant-change (MSC)' technique has not yet been tried out systematically in Kenya. It was introduced in some partnerships only recently and it is decidedly premature to judge the validity of the results to the extent that they are available. This technique holds promise and MS-Kenya, jointly with its partners, should carry on the work recently initiated to apply the method and refine it.

The team did try to use the MSC technique superficially during field visits by asking partners and beneficiaries randomly what they considered the most significant change in their existence resulting from their association with MS-Kenya. The responses varied. Some gave prompt and clear replies whereas others found it difficult to offer unequivocal answers. In general, this unsystematic procedure did not yield reliable results. The evaluation team had no choice but to settle for qualitative assessments as set out in the appended note on methodology.

Sustainability

Notwithstanding the observed outputs and outcomes to date, the question of sustainability remains a thorny issue. In our judgement the sustainability prospects vary considerably among partners and the challenges they face differ. At one extreme the CBOs in remote areas appear to be the most vulnerable partners because their resource base is fragile and the dependency on the sole partnership with MS-Kenya is so heavy. In some cases the resource base is so meagre that one wonders whether those communities will ever become sustainable without outside assistance for a period far exceeding the normal time span of MS-Kenya partnerships.

On the other hand, the sustainability chances are paradoxically better for such CBOs, precisely because they are rooted in the community. The qualification is, however, that the activities can probably be sustained only at a modest level. Their partnerships with MS-Kenya have injected additional resources into the community and led to a higher level of activity than the community would otherwise have managed to carry. To the extent that the capabilities built up as a result of the partnerships have created greater self-reliance and better mobilisation of local resources or alternative external sources, the sustainability prospects would have improved. That would be the ultimate criterion of a successful partnership. Conversely, if the partnership failed to produce new capabilities, the relevant CBO would be compelled to scale down its activities to the pre-partnership level and hobble along as best it could.

Church-affiliated partners find themselves at the other extreme of the sustainability spectrum. Stable church structures provide continuity and security against the volatility of politics, weather conditions and markets just as they have given protection against oppression in times of agitation for greater democratic space. Church-affiliated partners are already part and parcel of organisations that have demonstrated their sustainability for decades, even centuries. The input provided by MS-Kenya is but a small contribution to operating within a larger framework. They are unlikely to falter once the partnership is eventually phased out. If the partnership were moderately successful in generating local capabilities the dependency on a parent church organisation would be correspondingly reduced.

Well-established national NGOs find themselves in yet a different category in terms of sustainability. Those with a membership base or a benefactor are more likely to be sustainable, but they are few. Most national NGOs are highly dependent on donors (see section above on the NGO community). As long as donor money keeps flowing, these NGOs will maintain their activity levels. But they are extremely vulnerable to the vicissitudes of the donors, whose fads and fashions tend to shift with increasing frequency. Their vulnerability is exacerbated by the fairly good remuneration they offer their middle-class professional staff, who are reluctant to accept cuts in their emoluments. Although dependent on donor funding, many NGOs derive revenues from multiple donors and spread their dependence as some sort of sustainability strategy. This will ameliorate the problems to a certain extent but it is hardly a permanent solution.

The institutional capabilities developed through a partnership in terms of staff skills, insights, procedures, routines, and so on, are, of course, critical determinants of sustainability. As such they represent in themselves a reservoir of resources. Material inputs in kind, e.g. labour, and mobilisation of other resources contribute to expanding the pool. However, the institutional capabilities of the partners often need additional resources to come to fruition. A durable solution to the sustainability problem of NGOs is to build up endowment funds. An endowment is arguably the only means by which an NGO may become financially sustainable. If managed well, an endowment may yield dividends which could sustain the necessary basic support functions, and even provide seed money for the initiation of new activities without resorting to donor grants. It is also a buffer against contingencies which are bound to occur. However, an endowment would hardly be large enough to make an NGO entirely self-sustaining. The likely scenario would be continued solicitation of programme and project funding from donors, but without charging overheads on them.

Donors are reluctant to embrace the endowment concept for two main reasons. Firstly, they tend not to trust the NGOs' ability to manage an endowment fund. Admittedly, there are risks involved, but safeguards could be built into the by-laws of the endowment to minimise risk, to involve professional institutions experienced in financial management, and not least to divorce the management of the endowment fund from the daily management of the NGO it is intended to underpin.

Secondly, by supporting endowment funds donors would relinquish control. Recipient NGOs with an endowment to sustain their operations would be better placed to resist pressures from donors to engage in certain types of activity which do not conform to their own priorities. Autonomy to set one's own agenda would be greatly enhanced by an endowment to back it up.

However, if donors are serious about promoting the sustainability of recipient NGOs, and other institutions for that matter, they can no longer dodge the issue of endowment funds. Instead of dismissing the concept out of hand, as a matter of principle the evaluation team takes the view that donors would be well advised to look at it without prejudice. It would not follow from such a serious consideration that endowment funds would be appropriate in all cases. Caution would be called for, as well as judicious consideration of the parameters in each and every case. In the case of MS-Kenya, establishing a partner fund of an endowment nature to cater for all partners – not only the national NGOs – might be an idea worth considering. It may sound like a dream to some but it warrants serious attention.

Pending the possible pooling of financial resources into an endowment fund MS-Kenya has no choice but eventually to phase out its partnerships (see section below on partnership). The evaluation team has noted considerable nervousness and apprehension among partners across the board about the prospect of being phased out. Passionate pleas have been heard for prolonging partnerships, as if the evaluation team had authority to decide. The bases of this apprehension vary, from doubts about future sustainability to the perennial reluctance to give up a flow of badly needed resources.

Given the inevitability of the termination of partnerships some discretion should be exercised in the phasing-out process. The merits of each case should be assessed carefully, with appropriate flexibility. The decisive criterion would be a modicum of partner capability to carry on. Phasing out in the absence of such capabilities would be tantamount to admitting failure of the partnership. A useful management tool might be the inclusion of an element in the mid-term review focusing specifically on the prospects for partner sustainability. On this basis challenges could be identified and steps taken well in advance of the completion point to improve the sustainability prospects during the remainder of the partnership period.

Not enough systematic knowledge is available about the fate of those partners that were phased out in the past. Did they survive, hobble along or simply collapse? Were they forced to scale down activity levels? Admittedly, the country office maintains sporadic contact with them for a considerable period of time. However, the significant amount of information thus acquired is not synthesised and fully exploited. In the future, more methodical answers to the above and related questions should be sought through a post-partnership study of sustainability, perhaps 3–5 years after termination of the partnership agreement. For such studies to provide useful inputs to MS-Kenya's handling of the difficult phasing-out procedures, a baseline at the time of termination as part of the end-term evaluation would be indispensable, against which subsequent developments could be judged. The country office could draft the terms of reference in conjunction with the relevant partners and the PAB before commissioning the study.

Conclusion

The three different modes of operation that inform MS-Kenya's partnerships – development work at the grassroots level, awareness-raising and advocacy – are not compartmentalised activities. They are inexorably linked and mutually reinforcing in the fashion of a feedback loop for the overall purpose of poverty reduction.

With respect to development work at the grassroots level there is no doubt that MS-Kenya and its partners have something to show for themselves in terms of income-generation and service delivery. In some cases the output has been impressive, given adverse circumstances. The partnership arrangements have contributed to those achievements. Given the lack of systematic baseline studies, however, the evaluation team has had no basis for measuring the results in quantitative terms. Instead, we have perused documents and made field visits and observed tangible results, corroborated by the beneficiaries and local officers. It is recommended that MS-Kenya, when entering into new partnerships, incorporate baseline studies into the agreement as a precondition so as to facilitate subsequent monitoring and evaluation.

Similarly, activities towards raising the awareness of poor people about the social relations of poverty in their community and beyond have produced results. Measuring progress in income-generation and service delivery would not have been so difficult if baseline studies had been available. But heightened

consciousness as a subjective phenomenon is far more difficult to gauge. It would also be well-nigh impossible to separate out the effects attributable to the partnership with MS-Kenya as distinct from those stemming from other causes. The evaluation team had to settle for information based on interviews with beneficiaries and local leaders during field visits. The self-confidence and assertiveness of beneficiaries and office-bearers of partner organisations attest to this positive change. It is particularly noteworthy how women have acquired new confidence to speak their minds.

The evaluation team finds that MS-Kenya has not kept a high profile in advocacy work at the national level, except perhaps through its partnership with ANPPCAN. At the local level, on the other hand, the success of Osienala in countering a harmful project funded by the World Bank must definitely be counted as a victory in the advocacy field. The training of paralegals in partnership with the Archdiocese of Kisumu also carries tremendous potential for advocacy in their local communities.

5.2 Inter-cultural co-operation

This is MS's second objective and is acknowledged to be difficult to handle, conceptually and operationally. The organisation is still grappling with it, without having arrived at a clear-cut, uniform approach. Nonetheless, inter-cultural co-operation has been retained as one of the organisation's two main goals, on a par with poverty reduction. Policy documents insist that it is an objective in its own right, not secondary to that of poverty reduction, although the guidelines as to how it can be achieved are vague and poorly operationalised. This 'fuzzy' nature of inter-cultural co-operation suggests that the basic conceptual thinking has been weak or is incomplete.

The expression has two elements: interaction between cultures, and co-operation. The former amounts to a matter-of-fact statement that cultures meet but it says nothing about how and for what purpose. The latter, on the other hand, carries a positive connotation that suggests a mode of operation for a common goal. It appears that MS attaches importance to the co-operative element and that cultural ingredients are expected to blend and produce a positive result if handled or combined in a specific way. The underlying notion seems to be that diverse cultural angles to a problem operate and enrich each other so as to extract – through some unexplained mechanism – the best aspects from the cultures involved. As such, inter-

cultural co-operation becomes essentially an instrumental concept. For instance, with regard to poverty reduction, the different cultural impulses that Danish DWs and partners bring into the equation purportedly facilitate problem-solving.

Operational difficulties

There is a naïve streak to this line of thought. It is justified to ask whether all cultural elements bring something positive into the partnership. Are all cultural traits worth propagating? Are all cultural practices worth preserving? To mention an admittedly extreme example: is female genital mutilation defensible on cultural grounds? Does understanding cultural practices mean the same as condoning them? Similarly, is the ethnocentrism (perhaps infused with implicit racism) that some DWs allegedly exhibit – unwittingly or not – worth promoting? In the same vein, is it inconceivable that cultural prejudice might be confirmed and cemented through cultural interaction?

The evaluation team does not think the matter is as simple as presumed. 'Culture' can be used or misused for many different purposes. We have heard from some partners that indigenous culture is being used as an excuse for not reforming power structures, as conservative and even repressive mechanisms. The bottom line appears to be that MS-Kenya and its partners, as well as all individuals working within the partnership framework, are agreed on a common normative foundation and vision. From that point of departure diverse cultural elements can be brought to bear on the problems encountered, and in this sense inter-cultural co-operation can become a vehicle for dialogue.

MS professes to be a value-based organisation. In other words, it has ideas and norms to propagate. It might be argued that those values are universal, not culture-specific. Others would say that they *are* culturally determined but *pretend* to be universal. For example, there is a long-standing international debate on universalism vs. cultural relativism with reference to the instruments of human rights. MS appears to stand firmly on the universalist platform. As a consequence, it is likely to encounter diverging values in its country programmes. How zealous would MS then want to be in promoting its core values? The evaluation team cannot see that MS-Kenya has addressed such dilemmas in programmatic terms. On the other hand, the mode of operation of the country office has gone a long way towards meeting these challenges in a pragmatic fashion. The partnership spirit appears to have set the tone for

dialogue through which the country office engages in patiently nudging, coaxing and cajoling partners into appreciating MS's values and eventually accepting them. By setting an example through its own practices the country office has been persuasive in that regard.

Values and partnership

What might be the common values, then, on which to build partnerships? Certain general values suggest themselves. They relate mostly to process, attitudes and methods of working rather than to output and tangible results. They certainly include cultural sensitivity and mutual respect, but also dialogue and compromise, gender equality, and so on. Clearly, many of these values are not culture-specific. MS-Kenya should endeavour to go further in specifying its common value base with the partners, and identify the values that might clash, e.g. hierarchical vs. egalitarian leadership styles. Account should also be taken of values that might clash within Kenyan communities presumed to be homogeneous, because disputes that appear in cultural guises might instead be power conflicts. The evaluation team would not be surprised if it were found that the value commonality of MS-Kenya and its partners was greater than within the communities where the partners operate. Indeed, there might be more need for co-operation between sub-cultures within larger cultural contexts.

Judging from the 2001–2006 strategy paper the PAB is not clear about this objective of the organisation. It concedes that it may make sense to a Danish constituency to place inter-cultural co-operation as an objective on an equal footing with poverty reduction, but the same logic does not necessarily apply to the partners and the PAB. This notwithstanding, presumably taking its cue from MS-Denmark the policy paper acknowledges the objective of inter-cultural co-operation on a par with poverty reduction and commits MS-Kenya to promote youth exchange and to debate the matter further with a view to acquiring a better understanding of the concept. Interestingly, the policy paper does not mention inter-cultural co-operation on a South-South basis or between cultures within Kenya. The partners were surprised to learn that inter-partner visits and exchanges (particularly in view of their varied cultural contexts) could be an important element in this objective. None of them had considered the promotion of this objective within Kenya. They all thought that bringing DWs to Kenya was the only method of achieving the objective. They had been unable to operationalise the concept of inter-cultural co-operation to

fit domestic or local purposes. This demonstrates their restrictive understanding of what the partners themselves consider to be a central element of the objective: they had confined their understanding to North-South co-operation and to the presence of DWs in their projects.

Perspectives on inter-cultural co-operation

Operationally, the way in which inter-cultural co-operation is treated appears haphazard. The interface between MS-Kenya and its partners represents an inter-cultural meeting place where values and practices are exchanged. In this arena the DWs are active on a daily basis with their partners as bearers of cultural values and practices (see separate section below on the performance of this type of personnel). Thus, seen from the point of view of MS, the onus of furthering inter-cultural co-operation falls largely on the DWs. Yet, they are uncertain about the precise meaning of the term and what it entails for their roles. Some see themselves as advisers who broach ideas and sow seeds, others as facilitators and catalysts who help along ongoing processes by changing mind-sets. Still others consider themselves go-betweens or intermediaries between MS-Kenya and the partner and feel a split loyalty. Yet another category gladly performs gap-filling functions. No DW referred to the role of inter-cultural communicator or broker, although it might have been implicit in the other roles mentioned.

The partner organisations are evidently just as confused, if not more, about the inter-cultural co-operation objective as are the DWs, the country office and the PAB. They generally fail to understand the concept and how to operationalise it within the partnership arrangement. Partners are by no means averse to cultural interaction and appreciate its potential merits, but it is viewed rather as a side effect or a spin-off of the partnership.

Across the board, partners take the view that inter-cultural co-operation is a means to an end, not an end in itself. In effect, they consider the sole overriding goal of MS-Kenya to be poverty reduction – pure and simple. To the extent that inter-cultural co-operation can contribute to poverty reduction the partners are appreciative. But they do not necessarily consider it the most effective means. If given a choice they might have preferred using the cost of a DW more efficiently in alternative ways.

The monthly cost of a Danish DW deployed in Kenya is about DKK 24,000 (approx. K.shs. 264,000 at the current rate of exchange) when all outlays are included, i.e. allowances, pension, settling-in allowance, travel, shipment of personal effects, training in Denmark and at the MS-TCDC in Arusha, recruitment costs, insurance, medical certificates, preparation material, manuals, and so on.

The evaluation team sensed that in some measure the partners had assumed a resigned attitude towards inter-cultural co-operation: it comes as an integral part of the partnership package. The DWs are considered first and foremost as individual professionals, not as carriers of a culture to be mixed with that of the partners. As they see it, the DWs function well or less well within the partnerships according to their skills in inter-*personal* relations, whether these are inter-*cultural* or not. Ability to empathise, language skills, adaptability and general attitudes are likely to impinge decisively on their success. Although some of these skills and attitudes may be related to cultural factors, they largely do not. It is usually difficult, though, to determine whether skills are personal attributes or emanate from cultural backgrounds.

The evaluation team had several discussions with people who had visited Denmark through MS-Kenya, some of them through the Youth Exchange programme in the 1990s. The interviewees stated that their visit had broadened their horizon and outlook on life. The visit gave them confidence and knowledge, which they had found useful in their work with partner organisations. Nonetheless, they were just as confused as everyone else with regard to the operationalisation of the objective of inter-cultural co-operation. They underlined the fact that a visit to Denmark was the only element in the programme. They also observed that the objective was simply a means to an end; they did not see how it could stand on its own.

Overall assessment

The impression of the evaluation team is that inter-cultural co-operation as one of two overarching objectives relates more closely to the situation in Denmark than to that in Kenya. DWs and youth exchangees are sometimes conceived of as 'cultural ambassadors' who enter the business of understanding and forbearance upon returning to their home countries. There is more than a grain of truth in this and MS could probably do more in the future to improve the 'diplomatic skills' of these 'cultural ambassadors'.

However, there are two preconditions. Firstly, MS must have a clearer conception of what the organisation wants to accomplish through cultural interaction. Secondly, the current numerical asymmetry in the relationship between Denmark and collaborating countries is extreme. Scores of DWs are deployed abroad, but the number of exchangees in the opposite direction is very limited. Consequently, for the time being the inter-cultural co-operation objective may be working well for Denmark and serve as a basis for legitimating MS's work vis-à-vis Danish authorities and society at large. It should be recalled that MS's Denmark-based activities are considerable, e.g. in disseminating information about development issues through schools and other media. This fact is often not appreciated in collaborating countries such as Kenya.

The evaluation team does not want to convey a message that the meeting of cultures is without value. Rather, the point we want to drive home is that the concept of inter-cultural co-operation is too 'woolly' at present. For it to be integrated meaningfully into MS-Kenya's country programme it needs serious re-examination, operationalisation and clarification. It must be thought through more carefully. It is recommended within the Kenyan context, therefore, that the MS-Kenya country office take an initiative jointly with the PAB and its partners to overhaul the concept of inter-cultural co-operation with a view to reconsidering its place and function in the activity programme. Evidently, the entire MS organisation is currently engaging in such a policy-making exercise. But the recent (February 2003) draft concept and policy paper circulated by MS-Denmark to country offices does not seem very helpful (Mellemfolkeligt Samvirke 2003). Rather, it contains generalities and a rehash of old elements that do not serve to bring the debate decisively forward. Some outside expertise on inter-cultural communication might be brought in to assist in this endeavour.

5.3 MS's dual objective: synergies?

MS has a dual objective: poverty reduction and inter-cultural co-operation. On the face of it, these objectives are very different in nature. As a result, one would expect them to be pursued in isolation along separate tracks. Many NGOs seek multiple objectives without paying all that much attention to the relationship between them. However, MS insists that its two objectives are mutually reinforcing, at least potentially so. This is hardly a statement of fact but rather a normative aspiration. Despite repeated requests the evaluation

team has not been given convincing examples to that effect, stemming from programme activities in Kenya.

A problem that arises immediately is a lack of clarity in the conceptualisation of inter-cultural co-operation (see section above). As long as this objective is inadequately defined and poorly operationalised it is virtually impossible to assess to what extent its achievement could conceivably contribute to poverty reduction. However, more or less plausible arguments are advanced in favour of such synergies. It is asserted that cultural exchange helps to widen the cultural horizon and create a better knowledge base that will enable development workers and the poor themselves to become more effective in reducing poverty. The problem-solving milieux, such as MS-Kenya's partners, are supposedly being enriched through inter-cultural co-operation, which serves as a vehicle for dialogue. No unequivocal documentation exists to that effect. It is not inconceivable that the opposite might happen: the interface of different cultures might have destructive effects by creating strife and conflict. The point is simply that we do not know enough about these processes – neither generally nor in the Kenyan context – and how they unfold in different circumstances.

In the case of Kenya, the evaluation team has not been able to make a firm judgement about the effects of inter-cultural co-operation on poverty reduction activities. We have heard some claims by DWs and partners that joint action has produced results. We are not in a position to refute them; nor do we wish to do so. However, to the extent that they are correct we have not been able to ascertain whether the results stem from inter-cultural co-operation or the addition of professional expertise and resources that, e.g., the DWs and MS-Kenya have brought into the partnership. Nor has it been possible to say what cultural contributions the partners may have made towards the same end, although they surely have.

Conversely, how can activities geared towards reducing poverty make a difference in promoting inter-cultural co-operation? Arguably, there is mutual learning when people are brought together to address a common problem. Several brains are likely to think through common concerns better than one or a few. If cultural diversity is added to the setting, the impulses are multiplied and increase the potential for problem-solving and conflict-resolution by enriching the knowledge base. The precondition is, of course, that the actors involved respect each other and are receptive to receiving new knowledge from

one another. In this sense, poverty reduction as a common activity may contribute to advancing inter-cultural co-operation. Or, more correctly, joint poverty-reduction efforts in an MS-Kenya partnership are a *manifestation* of inter-cultural co-operation.

Until MS-Kenya has brought more clarity and better operationalisation to its dual objective and improved its M&E system, no evaluator will be able to tell whether the purported synergies are operative. The anecdotal 'evidence' is grossly inadequate.

6. Partnerships

In recent years partnership has become the entire donor community's pre-eminent and 'politically correct' model for its relationships with collaborators (Brinkerhoff 2002). From the erstwhile donor-recipient liaison through which the donor provides resources – generally with conditions attached – and the recipient accepts, more or less passively, it appears as if a paradigm shift has occurred towards an association based on greater equality between the parties. Yet, the partnership term is poorly defined and operationalised so as to subsume all sorts of relationship. What it really means, how relations are negotiated, and who wins and loses when the nature of power is so divergent and the distribution of power between parties so unequal, are far from clear (Fowler 2000). Still, partnership continues to be propagated in different guises.

The partnership concept also informs the core of MS's programme (Mellemfolkeligt Samvirke 2001). During the pre-partnership phase, i.e. before entering into a partnership formalised by an agreement, MS-Kenya and prospective partners have extensive discussions on the nature of their planned association. In rare cases these discussions may even stretch over a period of two years. Not only are the shared goals and vision agreed upon but the needs of the partners are also discussed and the joint activities to be undertaken specified. The outcome of these discussions is set out in a formal partnership agreement signed by the two parties, which forms the basis of interaction for the duration of the partnership.

However, agreements of that nature are rarely specific enough to guide every step taken *en route* and to anticipate any eventuality. In practice, there is scope for interpretation and flexibility because the partners evolve and change over time. Indeed, flexibility is a defining feature of a dynamic partnership. As a result, actual practices may deviate from the spirit of the agreement and cause friction.

6.1 Ideal and practice

In early 2002 the MS-Kenya country office initiated a wide-ranging dialogue with its partners on all aspects of their relationship. As part of that initiative a workshop was held on 26–28 June 2002, entitled "Financing Development

and Building Stronger Partnerships" The subsequent sections draw on and reflect the discussion on that occasion. The workshop participants highlighted the following ingredients as crucial in an ideal partnership:

- Commonality of goals, objectives, and understanding;
- Complementarity;
- Sharing of information;
- Transparency and accountability;
- Equity;
- Interdependence;
- Respect, trust, mutual understanding, confidence;
- Flexibility.

The above features are all idealistic and typically found in partnership agreements. But they are unlikely to depict existing, real partnerships; some deviance from the ideal-type partnership is to be expected. The above-mentioned workshop, as well as focus group discussions the evaluation team had with partners and views it solicited when visiting the partners in their home communities, brought out into the open a number of criticisms and grievances related to practice rather than to the general understanding of partnership at the conceptual level. In this context, it should be mentioned that negative experiences tend to overshadow the positive ones. What is positive is considered to be only as it should be, while the negative suggests scope for improvement. The views recounted below are based on the three sources of information mentioned above, complemented by interviews with country office staff, plus secondary written material. The views and perceptions are not necessarily representative in a statistical sense, but they reflect a range of opinions and sentiments that are genuinely felt.

Many of the complaints centre on the DWs, probably because they form such a vital link in the partnerships between the partners and the country office. It is warranted in this regard to point out that perceptions may be based on misunderstandings, inadequate information or faulty communications. Perceptions may also be outdated in the sense that they have been overtaken by events or have been remedied, yet they keep being recycled as if nothing had happened. As such, they may not correspond to current 'reality', however defined. Even so, perceptions are often determined by interest and vantage point, thus reflecting 'reality' as seen by those who hold them; multiple 'realities' may co-exist. It should also be pointed out that there may be

divergent perceptions *within* partner organisations. It is not surprising that the management of a partner organisation is more likely to share its notions of reality with those of the country office and the DWs. But it does not follow that the same understanding and information percolates down the ranks to the grassroots level, unless determined efforts are made to that end.

Whatever their foundation, perceptions must be acknowledged as 'realities' because people think and act on them. Even if some perceptions may be outright incorrect, MS-Kenya cannot afford to ignore them because those perceptions will continue to affect the country programme adversely. As evaluators, we see it as our task to bring them to the surface, more or less at face value. It has been beyond the scope of the evaluation, however, to investigate their soundness or truthfulness, although we have been at pains to dispel palpable misconceptions and misunderstandings. Whenever erroneous perceptions are encountered MS-Kenya must take action to dispel them through dialogue in the spirit of partnership and better communication. This might easily become a continuous activity rather than a one-off measure, partly because new persons keep entering the scene.

Some of the participants at the 2002 workshop noted one particular factor among others that has soured partners' relations with MS-Kenya: the lack of transparency about the remuneration of DWs, which to them had been shrouded in mystery. In the same vein it was claimed that, for some unexplained reason, the DWs were privy to vital information before it reached the partners, thereby skewing the power relationship against the partners.

It was furthermore noted that the roles of the DWs remain vaguely defined within the partnerships. Invariably, the DWs were described as uninformed, yet most of them assume supervisory, administrative or prefect roles. This situation was not made any better by the lack of clearly set minimum qualifications and criteria for their selection and posting. This lack of criteria continued to raise doubts about the effectiveness of the DWs. Concerns were also raised about rivalry between DWs, who tended to see their predecessors as less effective than themselves as technical assistance personnel. New DWs had the proclivity to introduce entirely new ideas and undo what their predecessors had done.

6.2 Towards stronger and more effective partnerships

The participants at the 2002 workshop felt that MS-Kenya should be more transparent in dealing with its partners and that the partners needed more workshops to internalise the mode of operation inherent in a partnership. Streamlining communication channels to ensure that the partners were not left out of the information flow was similarly stressed; there was a general perception that DWs seemed to have easier access to information than the partner organisations. Likewise, streamlining the selection and induction of the DWs before deployment was suggested. At the policy level it was felt that the motor vehicle question needed revisiting. On this score, the DWs apparently have the upper hand, thereby reinforcing the perception of unequal power relations.

Key points

To build stronger and more effective partnerships several key points were emphasised. Firstly, partnership relations must be institutionalised instead of personalised. Secondly, cultural objectives need to be built into the partnership. Thirdly, dialogue between the partners must be improved. Fourthly, roles and responsibilities within the partnerships must be re-examined and addressed. Fifthly, orientation and induction of the DWs should involve the DWs, the country office and the partners in conjunction. Sixthly, it should be recognised that partnerships involve money but are not necessarily all about money. Seventhly, partnership is all about mutuality. Eighthly, fixed-term partnerships are more focused because those involved in them are conscious of their temporary nature.

Understanding partnership

Partnership is about working together to achieve common goals developed from a shared vision. MS-Kenya and its partners jointly agree to undertake development work based on a written agreement that defines the nature and substance of the partnership. It provides space for mutual influence and dialogue. A partnership need not entail complete equality. As a matter of principle, a partnership can *never* be equal as long as one partner provides the funds and the other receives. But it should be geared towards just and equitable sharing of information, technical skills and cultural values. Through open and continuous communication, transparency and accountability a

partnership should progressively move towards greater equity. Whenever conflicts or divergences of opinion arise they should be resolved through dialogue in the true sense of partnership. The evaluation team heard of many cases of conflict resolution that attest to the ability of MS-Kenya and its partners to handle conflict amicably.

Lessons learnt from the pre-partnership phase

Before entering into partnership with MS-Kenya most organisations had existed as small CBOs based on voluntarism. Upon receiving financial support, however, it was claimed that they had come to sit on their haunches, their immediate challenge being reduced to sustaining their new-found status. For a partnership to be process orientated the status of the organisation needs to be ascertained and its history and evolution documented and appreciated. Preliminary meetings with MS-Kenya had targeted the management of the partner organisations but those meetings may not have enabled MS-Kenya to learn how democratic the governing bodies really were. The pre-partnership situation thus portrayed the organisations with incomplete profiles. The prospective partners approached the partnership with very high expectations hinging on MS-Kenya. Facilitation by MS-Kenya was perceived to be not entirely free of a hidden agenda, although it was not specified what this might be, apart from a desire to infuse given values into the partnership. The new partners realised that for the partnership to be effective, they must develop and agree on a framework that would be reviewed whenever needed. The partners recognised that will-power, ability and commitment were important elements in steering the partnership.

Why partnerships failed

The experiences from failed partnerships suggest four main causes. Firstly, misuse of funds was the main reason. Secondly, lack of clarity about the respective partners' objectives or poor understanding of them were also a major cause. Likewise, highly personalised organisations, including control of communication and the use of assets, had destructive effects. Finally, high staff turnover contributed to undermining stability and institutional memory.

Partnership experiences and challenges

Ostensibly, the 1995–1997 period saw most partners shying away from expressing their views for fear of losing funding. But most of the partners emerging from the previous donor-recipient relationship were able to readjust to the partnership approach. Most of them were empowered and felt free to respond to questions. However, a number of DWs, it was claimed, still have some difficulty in understanding the partnerships and remain a challenge to the building of trust.

In general, the lack of baseline data as at the time of entry into partnership has hindered monitoring of progress. Admittedly, in some cases partners have undertaken baseline studies but their quality has varied greatly. Baseline studies should be a mandatory element of every partnership agreement, to be used systematically in mid-term reviews and end-term evaluations. Only then can progress be tracked properly.

Notwithstanding the in-built asymmetry of MS-Kenya's partnerships with its partners – the former provides material resources and the latter receives – most partners and the country office staff take the view that much progress has been made in fostering a genuine dialogue based on equity. Mutual recognition and respect of each others' positions at the outset are a key precondition for arriving at an agreed foundation upon which to move forward. Although less endowed in terms of material resources the partners bring insights and know-how to the table and thus manage to some degree to offset other shortfalls. This blend of different resources provides a good basis for equalising the relationship. Inevitably, conflicts emerge – for cultural and other reasons. Many of them spur innovation; conflicts are not necessarily destructive, although they can be. The challenge is to see the opportunities and seize upon them and to avoid the pitfalls that might lead to conflict escalation. Gradually, MS-Kenya and its partners have acquired an ability to mediate conflicts constructively. The evaluation team had occasion to observe the amicable atmosphere that characterised the 2003 Annual General Meeting (AGM) in Nakuru as one expression of the relative harmony currently marking the partnerships.

The interaction between the country office and the partners contributes decisively – in the view of the evaluation team – to the furtherance of the partnership spirit. The programme and administrative officers of the country

office make regular visits to the partner organisations, assist them and forge links. These officers' long experience in the NGO sector makes them particularly suitable for this type of work. They should be given much of the credit for getting real about partnership rather than paying rhetorical lip service to the concept.

Phasing out partnerships

All partnerships come to an end and the partnership agreement includes provision for phasing it out. Although most partners are apprehensive about being phased out, most interviewees understand its inevitability and are inclined to prepare accordingly. They know that MS-Kenya does not engage in open-ended partnerships. MS-Kenya endeavours to link its phased-out partners with new partners but it is assumed that local communities will be able to maintain certain components or activities. It was asserted that a majority of the organisations would not be sustainable without some donor funding at the institutional level.

Since phasing out is such a delicate matter, it should only be considered once sustainability prospects are reasonably good. For instance, at Ahero, it was felt that the partnership with MS-Kenya should be retained until the national association of paralegals had been established and received recognition by the legal community in Kenya, which, in turn, was expected to generate support. Others felt that preparations for phasing out should start from the very inception of the partnership.

To learn more about the agony of phasing out and sustainability prospects post-partnership, studies should be conducted to find out the operational status of the partners some years hence, perhaps 3–5 years down the line.

Partner selection criteria

New partner selection criteria have been developed by the country office and recently approved by the PAB. They have not been applied in respect of the old partners. These criteria include geographical location, and thematic orientation in terms of the three thematic priorities contained in the 2002–2006 policy paper (human rights, good governance and democratisation; empowerment of communities to meet basic needs; and environmental protection and conservation).

Role of the DWs

The roles and functions of DWs were described variously at the 2002 workshop and subsequently (see separate section on the performance of the DWs): not clear, as functions performed may range from *askari* and auditor to supervisor or advisor; partners wonder whether DWs are bridging or widening the existing gaps in the relationship; the view was expressed that the DWs consider themselves a superior lot since they have the exclusive privilege of using motor vehicles at the expense of the partners. The tenacity with which the DWs cling to project vehicles was claimed to undermine planned activities as the vehicles could only be used when not required by the DWs. This state of affairs exacerbates the feeling of inequality and reinforces the perception that power and wealth are associated with those who are mobile and whose lifestyle is superior to that of the rest of the community.

The partners voiced a number of grievances vis-à-vis the DWs. The DWs allegedly perceive themselves to be higher up in the hierarchy because they are answerable to the country office and not accountable to partners. They ostensibly tend to take credit for group achievements without acknowledging the input of others. DWs are also in the habit of submitting reports that dwell on the negative without highlighting positive aspects. They adopt a lone-ranger approach instead of working with the management of the partner organisation.

The evolution of partnerships

In tracing the origin of their relationship with MS-Kenya, partners pointed to other partners, the dioceses with which they worked closely, publicity events organised by MS-Kenya, and even a romantic relationship with a DW/volunteer.

Over time there has been increased understanding of the respective roles of the partners. More values have been shared, such as equity in the sharing of resources and mutual understanding. Basically, the partners have come to understand partnership as working together at the practical level while bound by a common goal. It was underscored that partnership is more than a donor-recipient relationship. However, the understanding of MS-Kenya as a partner rather than a donor puts into stark relief the power relations between DWs

and partners in the areas of motor vehicles use and information access, both of which are seen to favour the DWs at the expense of the partners.

As far as differences were concerned, the partners noted, mostly with reference to the DWs, that cultural differences occasionally cause conflict, partly because the cultural orientation of DWs at the MS-TCDC in Arusha, Tanzania is considered largely irrelevant. Nonetheless, some of the conflicts that arise are resolved amicably, while others remain sore points. Some partners felt that the project knowledge of DWs is low, as is their capacity. Several pointed to the serious structural anomaly that the DWs are not accountable to the partners because their contracts are with MS-Kenya. They are answerable to the country office, not to the project management. Partners are sometimes not even aware of the job descriptions of the DWs.

The partners noted that the inter-cultural exchange programme is still hazy. At any rate, inter-cultural activities tend to favour Danes more than Kenyans. This bias was perceived to have been designed deliberately by those who foot the bill.

Dispelling palpable misconceptions

Some of the perceptions accounted for above – no matter how 'real' they are for those who hold them – are palpable misconceptions, based on either inadequate information, a misreading of the facts or reflecting an interest. Still, the evaluation team has chosen to give voice to them. Sweeping them under the carpet or suppressing them would have served no useful purpose. It would only have avoided 'real' problems and allowed them to simmer under the surface. It is in the interests of MS-Kenya to face palpable misconceptions and misunderstandings lest they resurface with a vengeance at a later stage.

As could be expected, the majority of the misconceptions noted by the evaluation team relate to the role of the DWs. The wide dissemination of the recently released (January 2003) *MS-Kenya Handbook for Partners, Development Workers and Policy Advisory Board Members* would go a long way towards dispelling most of these misconceptions. But extensive circulation is not enough; other measures would be required, e.g. workshops with partners at levels below management to the rank and file.

Apparently, some contentious issues involve not only misinformation or misunderstanding. They reflect real interest conflicts. A case in point is the DWs' motor vehicle question. No amount of information will remove this source of friction altogether. It is a fact that those vehicles are part of the remuneration package of the DWs and the insurance policy precludes others from using them. These vehicles do not belong to the project or the partner with which the DW is deployed. Presumably, the management of partner organisations knows this and appreciates it, although we have had reason to wonder sometimes. But the rank and file of the partner organisations may not be aware of it, let alone appreciate the arrangement. It does not help the appreciation that a certain mileage on the DWs' vehicles is sometimes allocated to the partner. Rather, it invites misunderstanding and friction. In the circumstances, the motor vehicle problem may not be solved, but greater efforts are obviously needed for the partners and the DWs to learn to live with it and minimise friction.

Another problem not primarily related to information access and communication is the authority structure within which the DWs are placed. Contractually and legally, the DWs are accountable to MS-Denmark. Operationally, however, they are answerable to the partners with which they work. This split loyalty is unfortunate. It may very well work smoothly when the going is good, but once disputes arise the DW might easily be caught in a loyalty squeeze. The reporting procedures to a certain extent take account of this anomaly in that DWs' reports are prepared in conjunction with the partner organisation and routed to MS-Kenya via the partner. Even if no serious problem of split loyalty has occurred to date, the contractual and operational ambiguities should be looked into and resolved before they become manifest problems.

6.3 Conclusion

The partnership concept informs the country programme in Kenya. Notwithstanding the inherent donor-recipient element which still lingers in the relationships between MS-Kenya and its partners, their evolution has no doubt moved towards greater equity and genuine dialogue over time. Partner organisations have repeatedly stated that, compared to other international NGOs, MS-Kenya has exhibited genuine commitment to the partnership mode of operation, not only in rhetoric but in practice as well. Based on the partnership agreements, activities have unfolded largely according to plan.

However, the partnerships continue to be marred by persistent friction in certain respects, especially centred on the DWs. Some of this friction is based on misunderstandings and palpable misconceptions. Even so, acknowledging their existence with a view to dispelling them is necessary lest the country programme suffer as a result. Putting a lid on friction is a recipe for trouble down the line. However, the dialogue process set in train in early 2002 on the full range of issues affecting the partnerships will no doubt go a long way towards addressing erroneous perceptions, dispelling misunderstandings and generally forging closer partnerships. The generally good spirit of partnership that has evolved over the years is a good basis for discussing disagreeable matters as well as day-to-day business. By embarking on this transparent process MS-Kenya is indeed getting real about partnership.

This evaluation is intended to make a modest input into that process and hopefully assist in bringing it forward by adding elements that would otherwise not have been thought of.

7. Institutional development

Institutional or organisational development forms an integral part of the partnership agreements into which MS-Kenya has entered. The overall purpose of institutional development is long-term sustainability in the broadest sense of the word: the ability of a partner to stand on its own feet when its partnership with MS-Kenya is phased out and to carry on activities at more or less the same level as before without external support. In short, institutional development is a tool for empowering partners to become effective agents of change in their respective communities. The extent to which the partners manage this transition to a self-reliant programme is the ultimate test of MS-Kenya's performance.

The 2000 Review of MS in the South recommended that the term 'organisational capacity-building' be used instead, because the purpose is to enhance the capabilities of partners to engage in poverty reduction and inter-cultural co-operation. Whereas we agree with the 2000 review team in substance, we do not think the terminology matters much. We prefer institutional development because it connotes stabilisation and sustainability.

Whatever the label used, institutional development in the context of MS-Kenya involves two main types of activity: (a) staff development in terms of skills and capacity for the personnel who make up the partner organisation; and (b) the introduction of organisational procedures and routines intended to buttress the sustainability of the organisation, independent of staff turnover over time. A third element might be added: provision of hardware in the form of PCs, other equipment, vehicles, and so on. The latter will only build capacity if the partner organisations are able to cover the operation and maintenance costs of whatever equipment is provided.

7.1 Staff development

The human resources of an organisation, or its staff, are its most valuable asset. As a corollary, developing these resources is paramount. The main vehicle for this purpose is training in various forms and at different levels of the organisation. The MS Training Centre for Development Co-operation (MS-TCDC) in Arusha has developed a range of training modules for

community leaders and diverse categories of staff. Furthermore, training of trainers is a major activity that is designed to create ripple effects.

Much in-service training also takes place within the partner organisations, often in the form of one-to-one tutoring. In the case of the partnership with the Archdiocese of Kisumu the main thrust of the programme is training of paralegal workers. But that activity goes beyond institutional development of the partner; it has a wider community purpose. Although the evaluation team did not have sufficient time to assess the quality and impact of training activities, MS-Kenya and its partners have conducted an extensive training programme during the period under review. The programme appears to have achieved satisfactory results. However, training needs are virtually limitless, which makes the task a continuous one.

Notwithstanding the magnitude of the training needs within a partner organisation, human resources development is in many ways a Sisyphus job. Once trained, the attractiveness of staff members on the labour market increases and they tend to leave for greener pastures. The organisation then has to start training afresh. Staff turnover associated with training programmes is often considerable and can be very frustrating and costly. It is little consolation that the departing staff members remain in Kenya and contribute to the total pool of qualified labourers. To counteract the turnover problem some of the larger NGOs could perhaps make the remuneration package more competitive. But for poor CBOs that option is hardly open; they would simply not be able to afford it. To the extent that CBOs rely on voluntary labour, the problem is likely to be less severe, but it would depend on the level of commitment and loyalty of the volunteers. In this regard, the community roots of CBOs would probably be decisive.

7.2 Developing rules and procedures

A collection of individuals – be they trained or not – does not make up an organisation. Whereas an organisation cannot do without people, its structure and life are based on norms, rules and regulations that the staff are expected to adhere to. Together they make up the organisational culture. Commitment and loyalty to the organisation are important staff attributes that may determine the difference between make or break. Consequently, as a complement to training and developing human resources, institutional development also entails buttressing the internal fabric that keeps the

organisation together. In turn, the strength of the internal structures makes the organisation prepared for exposure to the external environment and able to progress towards its objectives.

The internal fabric of rules and regulations is many-faceted. Although there is no clear-cut definition adopted by MS-Kenya, the various elements are generally considered to include the following, each of which could be broken down further:

- Administrative management;
- Leadership guidelines;
- Personnel management;
- Conflict resolution;
- Programming, planning and community mobilisation;
- Financial management;
- Communication procedures and channels;
- Team building;
- Monitoring and evaluation systems.

The country office (CO)

At the country level in Kenya, institutional development efforts take place through the partnership agreements, first and foremost. But the functioning of the country office bears heavily on the way in which institutional development is conducted at the partner level. It is warranted, therefore to assess the country office first, then the PAB as the link between the CO and the partners, and lastly the partners themselves.

The evaluation team did not concentrate its investigation on the CO. But we had several meetings with its staff (programme officers, financial advisor, administrator, and director) and took part in the AGM on 20–22 February 2003 at Lake Nakuru Lodge, which was organised by the CO. Behind the scenes the support staff ensured that the AGM functioned smoothly, indicative of the way in which the CO functions in general. Through our dealings with the CO we had occasion to form a view without thorough scrutiny. We found the CO to be well managed in a transparent, participatory and egalitarian style. The staff were competent and experienced, with a wealth of insights they readily shared with the evaluation team. All our requests were responded to promptly. Meetings were conducted in an inclusive and deliberative style –

setting an example to be emulated by partners. The division of labour between its staff members is set out in a clear organisational chart and seems to function well. The successful conduct of the AGM appeared as a virtual extension of the smooth running of the CO.

The CO makes regular visits to the partners to assist in solving problems and to monitor progress. These visits concern both programming and financial matters, and are highly appreciated by the partners as important follow-up measures. We detected no friction in the relationship between the CO and the partners, except perhaps the occasional sigh over the amount of documents and paperwork involved in the partnership.

Financial management

Fairly detailed procedures are in place for the management of financial relations between the CO and the partners. They include approval of budgets and timely disbursement of funds according to a specified schedule, and the corresponding submission of quarterly accounts by the partners. Auditing of the funds provided by MS-Kenya is generally done by the CO but external auditors may be called upon if need be. Two CO staff members make regular field visits to help with the accounts. For those partners that feel the need for more assistance in accounts management, a Financial Advisory Service has been set up to assist them in developing systems to handle funds and account for their use in an efficient manner. Previously, DWs deployed with partners performed this function. The fact that the partner organisations have been able to take over this function is in itself tangible evidence of successful institutional development.

The evaluation team, however, noted two shortcomings in the financial management relations between the CO and the partners, which go beyond current practice and suggest the need for future expansion and improvement. Firstly, we noticed in some partner organisations that the understanding among the membership of accounts and their interpretation leaves a lot to be desired. The CO deals first and foremost with the management of partners, not with the rank and file. While recognising that this deficiency is widespread among CBOs and NGOs worldwide and that some CBOs in partnership with MS-Kenya are made up of semi-literate people, the country office might want to consider conducting elementary courses in accounts comprehension for

selected partners, initially on a pilot basis. This would go some way towards internal accountability within partner organisations.

Secondly, beyond myopic accounting, some partners may be in need of financial advice on how to manage accumulated funds from income-generating activities. How much to save and how much to disburse to members? How to save, where and in what form? What to invest in and how? A few partners might benefit from advice on these questions.

Policy Advisory Board (PAB)

The Policy Advisory Board (PAB) forms a tripartite link between the country office, the partner organisations and the development workers. Through elections at the AGM its membership is composed of three categories: partners, DWs and independents, although the latter are appointed, not elected. In addition, CO staff take part in the deliberations *ex officio*. The board normally meets quarterly. The establishment of the PAB in 1995 is part of an organisational development within MS-Kenya. Its institutionalisation and increasing role in policy-making bear testimony to democratisation at the country level. Although the PAB has advisory functions only, formally speaking, it is inconceivable that the CO could ignore its advice in view of its broad constituency within the organisation. Moreover, the PAB chair takes part in consultations with MS-Denmark directly.

The evaluation team had two sessions with the PAB at the AGM. It is our impression that the PAB consists of high-calibre, articulate members, with broad experience and diverse backgrounds. Their commitment and dedication to the MS-Kenya programme is unquestionable. Our discussion with them demonstrated sophistication in thinking, as was also evidenced by the 2002–2006 policy paper the PAB was instrumental in developing from scratch.

The PAB has rarely if ever taken a vote, although the procedures provide for that option. Decisions are made by consensus. This practice of dialogue and compromise underscores the spirit of partnership.

The opportunities and threats inherent in the new political dispensation in Kenya will be on the PAB agenda in the immediate future. New democratic space has afforded civil society new opportunities that need to be seized upon. For instance, it might be relevant for MS-Kenya to enter into more

partnerships with government institutions. Civil society will never become superfluous, however, because the government will not be able to take over all the service functions it had in the past. On the other hand, it is not a foregone conclusion that the new government will serve up opportunities on a platter. Hence, civil society must be prepared to protect the current democratic space in case the government should hit back. The need for civil society as a watchdog on government will always be necessary, no matter what the nature of the government.

Partners

Discussion during the pre-partnership phase and the resulting partnership agreements form the basis for institutional development measures within the partner organisations. At the outset it should be acknowledged that the partner organisations often start from a low base in their institutional development. Sometimes rudimentary structures and procedures need to be put in place before the organisation can begin to function properly. It should be recalled that many CBOs consist of semi-literate or illiterate members, totally unfamiliar with organisational cultures. This acknowledgement is necessary in order to appreciate the magnitude of the task in hand that MS-Kenya and its partners have embarked upon. It is a long haul! Results are certainly being achieved and will continue to be achieved but generally at a slow pace. This is to be expected.

The partnership agreements are not invariably clear on what needs to be done in the way of institutional development. As a rule they are vague on this aspect. These documents dwell on activities, substantive outputs and expected results and delineate the respective responsibilities of the two parties. Although reference is often made to capacity-building the specifics are conspicuously absent. Sustainability is usually couched in terms of continued *financial* flows from their own sources or from elsewhere. The wider sustainability aspects are given less prominence, apart from accounting systems and, to some degree, general management. The lack of specification of broader institutional development activities in the partnership agreements is unsatisfactory. Ideally, a baseline should be established for this purpose, appropriate activities specified to address shortcomings, and indicators suggested for measuring outcomes.

Notwithstanding the unsatisfactory specification of institutional development activities and goals referred to above, we have found that a range of

institutional development activities are in fact taking place continuously within the partnership frameworks.

Administrative management

Most partners are already established as organisational entities, normally registered with the Ministry of Culture and Social Services. As such, all of them have rudimentary management structures in place with elected office-bearers and in some cases with hired employees. However, their skills and capacities are often inadequate. MS-Kenya has in many cases provided additional staff to be deployed with partners in order to strengthen certain organisational shortcomings. In these cases the duration of deployment is temporary, based on the assumption that staff hired from outside will have imparted their skills to local leaders upon leaving. In other cases MS-Kenya has provided funds to enable a partner to employ on a full-time basis one of their own to perform management functions. In both cases the express purpose is institutional development. The sustainability test of these interventions is whether the outsiders – in the former case – have in fact imparted the requisite management skills to the locals, and – in the latter – whether the partner can afford to pay the salary of an employee or be able to continue on a voluntary basis.

The evaluation team has not been able to ascertain whether these approaches have worked to underpin sustainability. That question should be included in the suggested post-partnership study (see recommendations). With regard to ethical conduct, an anti-corruption charter has been produced. This applies to the leadership as well as the rank and file, since the leadership has more opportunities for engaging in corrupt behaviour owing to its position. The charter also prescribes how cases of corruption should be handled, if and when they occur. Such ethical codes of conduct are useful in setting standards but their effectiveness depends on enforcement. The most effective remedy against corruption is transparency in all the organisation's transactions and a membership demanding full accountability of the funds used. The suggestion made above about enhancing accounts comprehension among the rank and file would also contribute to that goal.

Much informal institutional development takes place in the course of day-to-day interaction between MS-Kenya and its partners. Multiple meetings are held and those involved gradually acquire 'on-the-job' experience in the

normal running of an organisation: speaking before an audience; chairing meetings; conducting debates in a democratic fashion; tabling motions; taking a vote and making decisions; and delegating responsibility.

Personnel management

At the CO personnel management policies have been adopted. As far as the evaluation team could observe the atmosphere was amicable and collegial among all staff, including those in support functions. The Danish organisational culture had undoubtedly left an imprint, as evidenced in the informal interaction pattern. We probed about the terms and conditions of Kenyan staff and were reassured that the labour laws of the country are respected. Remuneration generally exceeded required minimum levels and was usually above average for various categories of staff.

Since most CBO partner organisations do not have many employees, personnel management would not be a central element in their institutional development. On the other hand, some of them do have paid staff. Whenever MS-Kenya is the source of their salaries, the partners' personnel policies apply to the extent they have been formulated, albeit adjusted to the remuneration level appropriate for the local community. In other cases Kenyan legislation governing industrial relations applies.

Conflict resolution

Conflicts may arise within partner organisations and between partners and MS-Kenya or DWs. They may also occur between a partner organisation and its surrounding community. Their persistence creates discord and may disrupt the normal activities of the organisation. The ability to resolve conflicts – large and small – is therefore an important quality of a successful organisation. The fact that MS-Kenya's partnerships generally involve a significant measure of empowerment reinforces this feature as a priority in its partners' institutional development. The programme officers from the CO devote considerable attention to conflict resolution in their interaction with partners, and discuss the handling of empowerment issues at the partner level. Given their sensitivity, circumspection and subtlety is called for rather than a heavy-handed approach which would run the risk of escalating conflict. Indirectly as well, the day-to-day interaction between the CO and the partners amounts to a practical demonstration of conflict resolution in the spirit of partnership.

The same applies to the PAB's deliberations. Differences of view are debated when they arise and compromises are reached. Flexibility is practiced on both sides of the dispute.

There is one exception, perhaps, which revolves around the DWs' motor vehicles (see section on the performance of the DWs). This continues to be a source of friction. This conflict is perhaps unsolvable because it is deeply structural and involves interests being pitted against each other. The vehicles are part of the DWs' remuneration package and the insurance terms dictate that only the DWs may drive them. In early 2002, however, the CO took the bull by its horns and invited an open discussion on transport policy in a spirit of transparency. Evidently, transport policy had not been put on the table like that before in MS-Kenya's history. It was also claimed that transport policy and the DWs' vehicles had been taboo in other country programmes (the evaluation team has not been in a position to ascertain whether this is in fact so). As a result, the continuing debate on these issues has been comparatively lively and frank in Kenya. It should not be interpreted to mean that conflicts over vehicles are sharper in Kenya than elsewhere.

Opening the Pandora's box of transport policy and DWs' motor vehicles was a commendable and courageous move. But it does not actually seem to have served the purpose of creating calm on these issues. There are still palpable misconceptions out there among the partners. The recently released handbook goes some way towards providing the requisite information. While recognising that it may be exasperating to engage in another round of debate on these issues, it is the considered view of the evaluation team that it is inevitable.

Programming, planning and community mobilisation

Arguably more than any other areas, programming, planning and community mobilisation are keys to institutional development and to sustainability without the input of MS-Kenya. Each of these elements has been given attention by MS-Kenya in its efforts to bolster the capabilities of its partners. These activities are directly related to the substance and objectives of the partners. Without the wherewithal to programme, strategise and plan as well as to mobilise for implementation, any organisation would be doomed to failure. MS-Kenya has done much to assist its partners in these endeavours right from the pre-partnership stage and throughout the partnership period. This has involved defining a vision and arriving at a mutual understanding of

what a partnership is meant to achieve. The ensuing partnership agreement is, in effect, a strategy paper or a planning document, albeit limited to the partners' relations with MS-Kenya. Subsequently, the entire partnership process could be termed a grand institutional development project. A weakness, though, is the lack of deliberate focus on institutional development with a baseline, specified activities and inputs and explicit targets within this realm. At present the institutionalisation of the partners seems to materialise – to the extent it actually does – as a by-product of the partnership process, as if it came about by historical accident. It is *plausible* that some institutionalisation will ensue but without an explicit focus it will be difficult to say *how* and to gauge *how much* it has occurred. Without such documentation MS-Kenya's organisational memory will suffer and hinder the replication of successful trajectories.

Mobilisation of community members for joint action is required to implement programmes and plans. Human input is important but so is mobilisation of cash resources from the community, i.e. local fundraising. Shifting dependency in the short run from one external donor to another might be tempting, if at all feasible, but it would not set the partner on a sustainability path. A slightly better alternative would be to solicit funding from multiple external sources so as to diversify dependency. Raising funds in a poor community is hard and the pooled resources tend to be modest. However, MS-Kenya and partners have demonstrated that local income generation *is* possible. With technical assistance in e.g. basket weaving, bee-keeping and agro-forestry, many partners have succeeded in generating funds of considerable magnitude. The deployment of village mobilisers is one vehicle for this purpose. Again, it is incumbent upon these technical assistants and mobilisers to pass on their skills to the local population to ensure sustainability.

Communication procedures and channels

Poor communication tends to breed distrust and misconceptions. To counteract such tendencies MS-Kenya has laid down some ground rules for communication within the programme. If anything, MS-Denmark and by extension MS-Kenya are organisations that distinguish themselves by massive amounts of documentation on this, that and the other. The glut of paper sometimes threatens to overwhelm the partners. Many have complained about the amount of documents and paperwork in general. Even so, the evaluation team has also heard complaints about lack of information. This apparent

contradiction raises the issue of whether the organisation is circulating the right documents to the right people, and whether vital information is withheld or not being passed on down the line. We tend to think that MS-Kenya is an NGO bent on being inclusive and democratic at all levels, and that it may have become overzealous in the process. We have found no indication that important information is deliberately withheld. There is a trade-off, however, between inclusiveness at an early stage of a policy-making process and economy in circulation of documents. Unfortunately, in the experience of the evaluation team, members of organisations keep asking for more information but they are less inclined to absorb and digest it once received. Although thorough documentation is a virtue in an organisation, MS-Kenya would be well advised to exercise some restraint in circulating zero and preliminary drafts to a wide readership. More judicious use of information is preferred, for example through better use of summaries and less verbose papers. Dazzling the various elements of the organisation with data on all and sundry does not necessarily have a democratising effect. Instead, soliciting views at an early stage of a policy-formulation process, synthesising them and feeding them back in an iterative fashion is probably a better approach.

Team building

Has MS-Kenya kindled an MS spirit? Has it contributed to building identity and cohesion in the partner organisations? To the extent it has, these attributes have resulted as a by-product rather than a deliberate outcome. Preoccupation with a common objective produces a sense of belonging which spills over into other activities that an organisation might take on. When taking part in the AGM the evaluation team sensed a community spirit. The atmosphere was congenial and the participants integrated well with each other during business sessions and meals, and at the party. On the other hand, there were also certain divisions between partners, DWs and other participants. Not all associated equally easily with one another, but there was no animosity.

Monitoring and evaluation

MS-Kenya has instituted a monitoring and evaluation system for its partners. Some aspects are informal but others are formalised and follow a time schedule. The informal mechanisms include visits by CO staff, above all programme officers but also administrative and accounting staff. This practice

gives a good and continuous overview of progress and an opportunity to assist the partners if they run into problems.

All partners carry out annual reviews of their own activities relative to their initial plans. Progress is assessed and future needs are identified. The annual reviews are complemented by mid-term reviews and end-term evaluations, respectively half way through and upon completion of a partnership period. External evaluators are normally commissioned to undertake these tasks so as to ensure independent assessment. Financial reporting is continual, as described above.

Despite delays in reporting from time to time, the system seems satisfactory. The reservations of the evaluation team concern poor or lacking baselines and lack of clarity about performance indicators. While conceding that good indicators are difficult to develop, MS-Kenya must renew its efforts in that direction. We do feel that one avenue towards that end is the 'Most-Significant-Changes (MSC)' method which has only recently been introduced to MS-Kenya and some partner organisations. Further experimentation and testing of this tool is recommended, possibly in conjunction with Kenyan evaluation expertise and with MS-Denmark. Once a suitable format has been found the partners' proficiency in handling the method themselves should be prioritised.

7.3 Conclusion

MS-Kenya undoubtedly pays considerable attention to institutional development in its various facets. The most prominent feature is training – both formal and informal. Much has thus been accomplished in raising the competence level of partner staff and in increasing the capacity of partner organisations to meet the challenges after completion of the partnership period with MS-Kenya.

The recent efforts towards developing procedures, rules and regulations have also been considerable. But this endeavour appears to have been less conscious and more haphazard. Hence, the achievements have been difficult to gauge and substantiate.

The evaluation team is of the view that MS-Kenya should take a firmer and more systematic grip on the institutional development challenges facing the

partners. A more uniform format of the partnership agreements would be a good starting point, establishing a baseline for these parameters in addition to the substantive ones and setting targets.

8. The role of the development workers

The development workers (DWs) perform a pivotal role in the MS-Kenya programme with respect to both of its overriding objectives. In effect, the DWs act as technical assistants, expected to transfer knowledge and skills to the partner organisations. They are also key actors in inter-cultural co-operation. In discharging their duty as technical assistance personnel, the question is whether the DWs act as low-key facilitators and catalysts rather than domineering shakers and movers within the partner organisations, even to the point of doing work that local staff should have done. In assessing their performance several factors need to be taken into account: cost, effectiveness, displacement of local staff, cultural conflicts, and so on.

8.1 Recruitment, qualifications and roles

The point of departure for recruiting and posting a DW to a partner organisation is a needs assessment of the latter. Ideally, a partner must point to a particular personnel need if recruitment is to proceed. Some partners, e.g. the Christian Social Services in Kakamega, stated from the outset that there was no need for reinforcement of their personnel compliment by a Danish DW. But most partners do identify such personnel needs. It should be inserted here, however, that the partners sometimes harbour motivations unrelated to the professional input of the prospective DW. They may be interested primarily in the material resources that accompany a DW rather than the professional addition: funds, transport, equipment, and so on. Even enhanced status may be a motivating factor.

Once a personnel need has been identified, the partner organisation, in conjunction with the CO, works out a job description upon which job-specific advertisements are based in Denmark. A uniform format for job descriptions is currently in use. The professional qualifications specified in the job description should match the needs of the partner organisation. In addition, other qualities are sought, such as leadership skills and ability to motivate others. Inter-cultural competence has been advanced as a critical non-professional addition to the required qualification profile of a DW. As an add-on to technical skills, inter-cultural competence is thus considered hand in hand with purely professional qualifications when recruiting DWs. These

additional qualities are important with regard to the roles that DWs are expected to perform beyond their professional capabilities.

The DWs are expected to or do perform three – perhaps four – different, yet inter-related roles. Firstly, the *operational role* as professionals within the context of the partnership takes priority. This role may vary in nature and scope according to the character of the partnership and the needs of the partner. Secondly, DWs are also expected to fill a *'political role'* that varies widely in content. It could involve lobbying and advocacy, mediation in community relations, activity as an agent of change, or more restrictively in contributing to developing the country programme through membership of the PAB. Thirdly, DWs play an *informational role,* which is geared primarily to the Danish public upon repatriation to Denmark. Their experiences abroad are conveyed to public audiences as part of MS-Denmark's activities to disseminate information on development issues. One might add a fourth *cultural role* related to MS's objective of inter-cultural co-operation. In view of the importance attached to this objective this role should not be discounted, even though it often is.

As could be expected the partners are preoccupied with the two first-mentioned roles, especially the operational one. But even this single role has multiple facets which often cause confusion among partners and DWs themselves. Sometimes there is a mismatch between the emphasis of the DWs and the expectations of the partners. How DWs fill their roles also depends on their personalities and inclinations. Some DWs see their task as getting things done, i.e. filling gaps of various sorts. Others consider themselves to be facilitators and catalysts, i.e. removing bottlenecks and inducing others to take initiatives and follow up on them. Still others are even more reticent as advisors. There is nothing wrong with being a facilitator, a catalyst or an advisor; they fit well into the partnership concept. In the interest of organisational development, however, MS-Kenya has tried to phase out the gap-filling DWs and replace them with facilitators and advisors, as evidenced by job descriptions in recent years. But realities on the ground are sometimes such that a certain measure of gap-filling is inevitable. Notwithstanding role definition and emphasis, how a DW goes about being a gap-filler, a facilitator, a catalyst or an advisor does matter and is likely to affect her/his relations with the partner organisation. Unobtrusive behaviour is likely to be more effective than abrasive interference. But deciding when to take a more assertive attitude is a delicate matter. It requires political flair.

The 'political role' is even more difficult to define and to match with applicants' qualifications. Political or diplomatic prowess is hardly a quality one can acquire but rather an attribute with which one is blessed. Even so, deep cultural knowledge will certainly be helpful in performing such a role.

The informational role does not play itself out so much in the Kenyan context because it is primarily geared towards the general public in Denmark. The evaluation team did not have occasion or time to consider it.

The cultural role, on the other hand, was considered in the context of partnerships and the inter-cultural co-operation objective. Inter-cultural competence depends largely on personality traits that enable an individual to adapt quickly and to demonstrate effectively her/his cultural sensitivity and propensity to understand how culture influences people and organisations. The importance of relevant background factors in developing inter-cultural competence cannot be overstated. It includes both theoretical and practical preparation as well as constant self-reflection. Diplomatic behaviour, tolerance, empathy, social skills, flexibility and a flair for taking part in political processes – combined with respect for others – are all important.

To take inter-cultural co-operation seriously partners and MS-Kenya personnel alike require continuous in-service training on themes such as inter-cultural communication, ethnocentrism, value-based perceptions of others (stereotyping) and xenophobia. Ethnocentrism may lead to persistent misinterpretation of unfamiliar behaviour, perceived from one's own vantage point. Using one's own culturally determined standards for cognition and evaluation must be avoided if inter-cultural co-operation is to become an added value on both sides.

Lack of job satisfaction on the part of DWs forms a dangerous foundation for generating stereotypical and prejudicial images of the host culture. A mixture of poor job satisfaction and lack of professional competence and appreciation of the essence of the job at hand would spell a disastrous starting point for a DW. In such a scenario, dedication would be replaced by irritation, curiosity by smug withdrawal, and trust by suspicion.

Making a trade-off between the ideal and the practical may be tricky. However, it is important to encourage DWs and Danish CO staff to take more

part in local life, to cultivate the small and popular places rather than institutions where lonely expatriates gather, and take an interest in people's worries and local politics. Given the inherently reciprocal nature of inter-cultural co-operation, the willingness of the local people to engage in close, daily co-operation also needs to be nurtured. The social barriers must be overcome. Although local people have seen expatriates coming and going over the years, the latter's need for 'privacy' must not be allowed to undermine close, daily co-operation between the two. The above themes form the subject matter of social anthropology but, all the same, they are important ingredients in the preparation of DWs and MS personnel working abroad.

Noam Chomsky and Jean Piaget, renowned scholars in linguistics and child development respectively, agree that ways of perceiving, thinking and structuring are intricately embedded in language. It is incumbent upon the DWs, rather than the partners or country office staff, to learn local languages. This is not to say that the DWs need perfect proficiency in the vernacular languages but rather a reasonable skill level, if only to facilitate acceptance and appreciation by the local partners. Overall, a serious disadvantage of many DWs has been their lack of command of the national language of the country in which they work, especially of the vernacular languages, as well as a lack of an in-depth appreciation of the local culture.

Apart from long-term development workers from Denmark, the Kenya country programme has hosted other categories of personnel. During the period under evaluation six short-term advisors have spent stints in Kenya to fill specialised functions. In addition, four 'rainbow volunteers' have been placed. But the altogether 46 long-term, Danish DWs make up the overwhelming majority.

8.2 Assessment of the DWs' performance

At the outset it should be stated as a qualification that the evaluation team was not asked to evaluate the performance of the DWs in depth. We have based our examination to some extent on the self-assessment of the DWs and above all on the views expressed by the partners as the ultimate authority.

Overall, the partners expressed satisfaction with the performance of the DWs. But there were nuances and sometimes wide discrepancies between the views expressed by DWs and those by partners. The evaluation team heard

assessments ranging from panegyric praise and general satisfaction to scathing criticism.

In their own estimation most of the DWs have integrated well with the partners. The integration process seemed faster for those working in small community organisations where a sense of belonging developed. However, if the DWs' notion of their role does not conform to that of the partners, integration would take longer. Some DWs felt that the partners were not adequately prepared for receiving a DW because the role expectations were incongruent or cultural differences too great. Most DWs found their training in Denmark and at the MS-TCDC in Arusha to be adequate. But learning through formal training is not enough; one cannot prepare for every eventuality. Learning through daily experience was found to be equally important. For instance, racial prejudices only come out through interaction in the community. The antipathy inherent in the '*mzungu* syndrome' can only be broken down by DWs doing a good job. Likewise, professional authority can only be earned by demonstrating competence. In a working relationship mutual trust would thus slowly ensue. Although most DWs did not think that MS-Kenya and its partners were equal in their partnership, they still felt that they could make a contribution towards achieving greater equality on a professional basis.

The partners expect the DWs primarily to provide technical assistance and enhance inter-cultural co-operation. Relationships vary greatly and are largely predicated on inter-personal skills. Some DWs are able to integrate well with their partner communities and maintain positive relationships with other people as well. Other DWs tend to keep at a distance from their partner organisations and remain aloof.

The partners confirmed the procedures for recruitment of DWs, including formulating the job description at the partner end in conjunction with the CO. However, there was sometimes a mismatch between the job description and the professional profile of the DW actually recruited.

During the focus group discussion in Nakuru the partners voiced concern that the induction of DWs into the local social-cultural context was inadequate or poor. Many DWs still carry negative images of Africans, it was claimed, including stereotypes of Africans as lazy, slow people in need of assistance. Some DWs have viewed partners as inferior (junior partners) and continue to

do so. Some partners even succumb to that view and consider DWs superior (senior partners). The DWs' symbol of prestige or superiority is readily seen by local communities in such things as vehicles and the exclusivity of the DWs' lives. The corollary is that local communities find it difficult to report to or consult with local staff. They prefer to consult with the DWs, who are perceived to have real power.

Some partners perceive DWs as engaging in patronising behaviour vis-à-vis the local partners, which does not augur well for the success of a partnership. It would seem to defeat the objectives and spirit of partnership if DWs continue to perceive themselves as managers of partner projects rather than advisors and facilitators. It should also be pointed out to them that even as advisors, their advice is limited to their respective areas of competence and experience.

Box 3: Transport policy

The almost exclusive use of MS vehicles by DWs has reinforced and continues to reinforce the perception by both DWs and local partners that the vehicles are indeed a status symbol and a mark of superiority, primarily serving to enhance the comfort and lifestyle of the DWs. This widespread perception runs counter to the expectation that the cars are meant to facilitate project co-ordination and the mobility of project staff regardless of their professional, racial or other backgrounds. It would be unfortunate if this notion were allowed to undermine the spirit of mutuality on which a partnership thrives. If equity and commitment to the core objectives of the programme are central, a radical shift in transport policy is probably needed.

It has been argued that aid is a phenomenon whereby poor people in rich countries of the North contribute to supporting the lifestyles of rich people in poor countries of the South. The MS motor vehicle set-up in Kenya should not be allowed to come anywhere close to supporting that argument. Hence, a policy shift and departure from the status quo is warranted.

The evaluation team is aware that the current transport policy has been debated openly within MS-Kenya and with its partners. All its pros and cons have been put on the table. It might not be feasible to change the policy as long as providing a motor vehicle for the DWs is part of their remuneration package. As a corollary, the insurance policy dictates that only the DW in whose name the vehicle is registered can drive it. Meanwhile, the transport issue apparently persists as a source of friction between the DWs and the partners.

In the circumstances, however, MS-Kenya must be prepared to ameliorate the situation by considering the provision of other means of transportation to the partners, e.g. motor bikes and bicycles. In some measure this is already a practice but it might be liberalised and expanded judiciously. The evaluation team had occasion to observe in the field where distances are great how the efficiency of partner activities was enhanced tremendously by the use of a motor bike. A less costly alternative is the provision of bicycles. In the interest of sustainability, however, it should be stressed that the receiving partners must be able to cover the cost of operation and maintenance of the equipment provided.

It has happened that partners have found DWs to be less competent than experienced people attached to their own projects. Occasionally, harsh remarks were made to the effect that the DWs had very little or no knowledge of what they were supposed to be doing.

Since the roles of the DWs are not clearly understood or agreed upon by the partners and the DWs, cases of role conflict arise that unnecessarily weigh down the development process. The evaluation team feels that apart from being involved in the identification and recruitment of both local and foreign DWs, it is for the partners to define clearly the roles of the DWs and their expectations to them in order to avoid role conflict. It would also be in the interest of the DWs to arrive at clear-cut role definitions so as to avoid uncomfortable cross-pressures.

As prescribed by the handbook, the country office has recently started brokering sessions between the partners and the DWs regarding their expectations, based on the many programme debates in 2002. Such sessions take place at partner level between DWs, partner representatives and the CO. Its purpose is to engage in down-to-earth discussion where views and perceptions are shared and expectations outlined and negotiated, with a view to arriving at a mutual understanding.

Looking at roles as a set of socially constructed expectations that change over time, DWs are neither specialised professionals nor fully-fledged brokers of inter-cultural co-operation. It has been suggested that during the initial months of the DWs' engagement in the field, they should be seen as informed learners rather than professional experts. Gradually, the interaction is expected to change the roles of the partners and the DWs alike in the direction of experts who exchange knowledge and values. In this set-up everybody contributes and everybody gains.

The above views and perceptions by DWs and partners bring out discrepancies, even contradictions, in the assessment of the performance of the DWs within the country programme. Ironing them out will necessarily take time. Doubts are raised, however, as to whether they can be ironed out without dramatic changes in the mode of operation. The evaluation team

cannot free itself from an uneasy feeling that there is a fundamental flaw in the partnership concept which is partly inherent and partly stems from current practice.

Recognising that the existence of the DWs creates a lot of friction, it is reasonable to ask whether retaining them in their present function is advisable. It would not necessarily mean doing away with DWs altogether. After all, many of them are performing very well and are appreciated by the partners. But more flexibility might be justified. It would be in the true spirit of partnership to give the partners more options to choose from. This is possible even today, in principle, but is practised only up to a point. Creating further opportunities in that direction deserves serious consideration. The options listed below might be appropriate.

Option 1: Business as usual.
This option would mean continuing the recruitment of long-term Danish DWs along current lines, albeit with some improvements so as to ensure a better match between the needs of the partners and the profiles of the DW recruits.

Option 2: Flexible mix of technical assistance personnel.
Although existing policy allows for the recruitment of long-term, non-Danish development workers, the Kenya programme has had very few of them, if any, even though it has been talked about. The reason is probably the emphasis on inter-cultural co-operation, narrowly understood to mean the interface between Danish and Kenyan cultures. However, non-Danish DWs might come from neighbouring countries or from farther afield in Africa or other parts of the developing world. They might also be recruited within Kenya, e.g. from a different part of the country. Should the partners have very specialised needs short-term advisors could be brought in, as has been done to some extent in the past. Short-term advisors need not be Danish.

Option 3: Discontinuation of DW recruitment.
The import of this radical option is that the DWs as we know them have become superfluous. As a continuation of the evolution from the volunteers of the 1970s and 1980s to the development workers in the 1990s, the time may be ripe for taking a hard look at the way in which the contemporary system operates. The evaluation team has pointed to a number of problems that we think are systemic, i.e. stemming from the very structure and setting in which the DWs of today find themselves. It should be recalled that since

independence Kenya and most other developing countries have produced a growing crop of professionals, some of whom are actually unemployed. Why continue importing expatriates in such a situation? A parallel is found in the international donor community at large: the erstwhile 'experts' have largely been phased out. The cost savings could accrue to the partners instead.

The evaluation team acknowledges that option 2 entails toning down the inter-cultural co-operation aspects understood as a Danish-Kenyan interface. The Danish imprint would be decidedly less visible. This consideration would have to be factored into the equation and weighed against the expected benefits. But inter-cultural co-operation could be promoted meaningfully in other ways.

8.3 Conclusion

Generally, the partners have expressed appreciation of the performance of the DWs. But the assessments vary widely from one partner to another, among DWs, and over time. The multiple roles that DWs are expected to fill tend to cause confusion or cross-pressure that both the DWs themselves and the partners have problems negotiating.

The motor vehicles placed at the disposal of the DWs as part of their remuneration package are a continuous source of friction. To ameliorate the situation a more liberal transport policy would be justified.

The problems associated with the deployment of DWs in partner organisations have led the evaluation team to question the continued recruitment of DWs as in the past. In the spirit of genuine partnership we feel the time has come to give the partners more options with regard to inputs by technical assistance personnel. A cautious departure from current practice might be broadening the recruitment of technical assistants beyond Denmark so as to achieve a different mix. A radical shift would be to dispense with the DWs altogether and use the cost savings for other purposes.

9. Conclusions

This concluding section summarises the discussion and the findings set out in the preceding text. Since only the gist is brought out here, however, reading this overall conclusion is no substitute for perusing the whole report. We encourage readers to consult the relevant sections for details.

To provide a context for the work undertaken by MS-Kenya and its partners and as an introduction for non-Kenyan readers an initial background presentation is made of Kenya in terms of political, economic and social developments since independence in 1963. The historical legacy of the decades of authoritarian rule has left serious challenges of governance and poverty reduction. The new political dispensation following the change of government after the 2002 general elections sets the stage for greater involvement of the NGO community in meeting those challenges. The point is underlined, however, that a vigilant civil society will always be needed as a watchdog on the government, no matter how accommodating the latter's posture.

A separate section is devoted to the evolution and growth of the NGO community in Kenya. The 1990s have seen a phenomenal growth in the number of registered NGOs, with welfare, relief, educational and food security as the four most important sectors. From a low start in the early 1990s the volume of money handled by NGOs peaked at more than K.shs. 70 billion in 1998 and 1999, only to drop dramatically to less than K.shs. 20 billion in 2001 and just over K.shs. 10 billion in 2002. From an era of acrimonious relations until the opening of democratic space in 1992, the relationship between the government and the NGOs has improved and is expected to improve further in the new political dispensation. The NGO community is still heavily dependent on external donor funding, however, which puts its sustainability in question.

MS-Kenya pursues two objectives which purport to be mutually reinforcing: poverty reduction and inter-cultural co-operation. The current strategy paper 2002–2006 conceptualises poverty in the Kenyan context and defines how the organisation intends to meet the challenge. MS-Kenya has adopted a three-pronged approach to poverty reduction: (a) development at the grassroots level, comprising income-generation and service delivery; (b) awareness raising; and (c) advocacy. In the course of the period under review (1997–

2002) there has been a gradual shift towards advocacy to address the root causes of poverty as the expression of an extremely unequal power relationship.

There is no doubt that MS-Kenya and its partners have something to show for themselves in terms of poverty reduction through income generation and service delivery. In some cases the output has been impressive, given adverse circumstances. The partnership arrangements have contributed to these achievements. Given the lack of systematic baseline studies, however, the evaluation team has had no basis for measuring the results in quantitative terms.

Similarly, activities towards raising the awareness of poor people about the social relations of poverty in their community and beyond have produced results. But progress on heightened consciousness as a subjective phenomenon is far more difficult to gauge than income generation and service delivery. This notwithstanding, the self-confidence and assertiveness of beneficiaries and office-bearers of partner organisations attest to positive change. It is particularly noteworthy that women have acquired new confidence to speak their minds.

MS-Kenya has not kept a high profile in advocacy work at the national level, except perhaps through its partnership with ANPPCAN. At the local level, on the other hand, advocacy occurs through the partners. For example, the success of Osienala in countering a harmful project funded by the World Bank must definitely be counted as a victory in the advocacy field. The training of paralegals in partnership with the Archdiocese of Kisumu also carries tremendous potential for advocacy in local communities.

As MS-Kenya and its partners are moving further towards advocacy in their activity profile more latitude should be allowed for experimentation, flexibility, and innovation. However, care must be taken to track and document changes, preferably through the use of the 'Most-Significant-Change' method.

MS's second objective of inter-cultural co-operation is difficult to handle, conceptually and operationally. Its 'fuzzy' nature suggests that its underlying conceptual thinking has been weak or is incomplete. The notion seems to be that diverse cultural angles to a problem operate and enrich each other so as

to extract – through some unexplained mechanism – the best aspects from the cultures involved. As such, inter-cultural co-operation becomes essentially an instrumental concept. There is a naïve streak to this line of thought. It is justified to ask whether all cultural elements bring something positive into the partnership.

The partner organisations, the DWs, the country office and the PAB are in disarray over the inter-cultural co-operation objective. Partners tend to consider it a side effect or a spin-off of the partnership. Across the board, partners take the view that inter-cultural co-operation is a means to an end, not an end in itself. In effect, they consider the sole overriding goal of MS-Kenya to be poverty reduction – pure and simple.

The impression of the evaluation team is that inter-cultural co-operation as one of two overarching objectives relates more closely to the situation in Denmark than to that in Kenya. DWs and youth exchangees are sometimes conceived of as 'cultural ambassadors' who enter the business of understanding and forbearance upon returning to their home countries. The concept of inter-cultural co-operation is too 'woolly' at present. For it to be integrated meaningfully into MS-Kenya's country programme it is in dire need of re-examination, operationalisation and clarification.

MS has a dual objective: poverty reduction and inter-cultural co-operation. MS insists that its two objectives are mutually reinforcing. This is hardly a statement of fact but rather a normative aspiration. Although plausible arguments are advanced that synergies exist there is no unequivocal evidence to that effect. The anecdotal 'evidence' is grossly inadequate.

The partnership concept forms the core of MS-Kenya's programme. In assessing the existing partnerships a distinction must be made between the ideal and the real, but it is not easy to determine what 'reality' is. Perceptions must be treated as 'reality' – even if they are palpable misconceptions – because people think and act on them. Partnership is about working together to achieve common goals developed from a shared vision. A partnership need not entail complete equality. As a matter of principle, a partnership can *never* be equal as long as one partner provides the funds and the other receives. Nevertheless, through open and continuous communication, transparency and accountability a partnership *can* progressively move towards greater equity. This is undoubtedly what has happened over time in Kenya. Partner

organisations have repeatedly stated that compared to other international NGOs MS-Kenya has exhibited more genuine commitment to the partnership mode of operation, not only in rhetoric but in practice as well.

However, the partnerships continue to be marred by persistent friction, some of which is due to misunderstandings and palpable misconceptions. Even so, acknowledging that they exist with a view to dispelling them is necessary lest the country programme suffer as a result. Putting a lid on friction is a recipe for trouble down the line. In recognition thereof MS-Kenya and its partners have embarked on a dialogue process embracing the full range of their relationship and putting all problems on the table for open discussion. The generally good spirit of partnership that has evolved over the years is a sound basis for discussing disagreeable matters as well as day-to-day business.

The purpose of institutional development is to put the partners on a sustainability path. It is a tool for empowering partners to become effective agents of change in their respective communities. The extent to which the partners manage the transition to a self-reliant programme is the ultimate test of MS-Kenya's performance. The concept of institutional development comprises two complementary elements: staff development, and laying down rules and procedures for the running of an organisation, i.e. leadership and management, conflict resolution, planning, programming and community mobilisation, financial management, communication, and team building, as well as monitoring and evaluation.

MS-Kenya has undoubtedly paid considerable attention to institutional development. The most prominent feature has been training – both formal and informal. Much has thus been accomplished in raising the competence level of partner staff and in increasing the capacity of partner organisations to meet the challenges after completion of the partnership period with MS-Kenya. Recent efforts towards developing procedures, rules and regulations have also been considerable. But this endeavour appears less conscious and more haphazard. Hence, the achievements thus far have been difficult to gauge and substantiate.

The evaluation team is of the view that MS-Kenya ought to take a firmer and more systematic grip on the institutional development challenges facing the partners. A more uniform format of the partnership agreements would be a

good starting point, establishing a baseline for these parameters in addition to the substantive ones, and setting targets.

The development workers occupy a central place in the Kenya country programme with respect to both of the overriding objectives. The DWs are expected to and do perform four inter-related roles. Firstly, the *operational role* as professionals within the partnership, which takes priority. Secondly, a *'political role'* that may involve lobbying and advocacy. Thirdly, an *informational role* geared primarily to the Danish public upon repatriation to Denmark. Fourthly, a *cultural role* related to MS's objective of inter-cultural co-operation. Even within the operational role the expectations and practices vary from gap-filler to facilitator and catalyst to advisor. Diverging expectations on the part of the partner organisations and the DWs' own notions may lead to role conflict. It is for the partners to define clearly the roles of the DWs. It would also be in the interest of the DWs to arrive at clear-cut role definitions so as to avoid uncomfortable cross-pressures.

Generally, the partners have expressed appreciation of the performance of the DWs. But the assessments vary widely from one partner to another, among DWs, and over time. The evaluation team heard assessments ranging from panegyric praise and general satisfaction to scathing criticism.

The problems associated with the deployment of DWs in partner organisations have led the evaluation team to question the continued recruitment of DWs as practised to date. In the spirit of genuine partnership we feel the time has come to give the partners more options with regard to inputs by technical assistance personnel. A cautious departure from current practice might be broadening the recruitment of technical assistants beyond Denmark so as to achieve a different mix. A radical shift would be to dispense with the DWs altogether and use the cost savings for other purposes.

The overall conclusion by the evaluation team is that MS-Kenya has performed very well in difficult circumstances. It is particularly commendable that in conjunction MS-Kenya and its partner organisations have made much progress in developing genuine partnerships through dialogue and mutual respect. The country programme has been flexible, dynamic and process-orientated, with constant self-reflection and self-assessment. Many partners have said that MS-Kenya is working *with* them, not against them. This has

occurred in defiance of the in-built asymmetry between MS-Kenya as a donor and the partners as recipients.

The title of this report has a dual meaning which is intentional. It could be construed as an instruction to leave behind the empty rhetoric and to get real about partnership. Alternatively, it could be read as a description of the reality of the Kenya country programme: MS-Kenya and its partners *are* getting real about their partnerships. It is the latter label the evaluation team would like to pin on the programme.

That is not to say that everything is rosy. We have pointed to a number of problems – big and small – that can be resolved within the confines of the country programme the way it operates at present. The toughest problems are structural, however, associated with the recruitment and deployment of development workers. These problems extend beyond the context of Kenya to the entire mode of operation of MS worldwide and need to be raised in that broader context.

10. Recommendations

From the discussion above the evaluation team would like to make a series of specific recommendations. The relevant substantive sections should be consulted for their full justification. Although numbered, the recommendations are not listed in order of priority. Page references to the relevant sections of the report are given in parenthesis.

1. The centrality of the partnership concept in MS's profile justifies an induction course at the MS-TCDC for partner representatives *prior* to or *during* the pre-partnership phase. This would at least have the significant symbolic – and hopefully real – meaning of adding more equity between the partners. After all, equality goes to the core of the very concept. An induction course would arguably enable the partners to engage more assertively with MS-Kenya in the preparation of a partnership agreement (see section 6.2. on pp. 55–61).

2. Given the widespread confusion about MS's objective of inter-cultural co-operation, MS-Kenya should revisit the concept with a view to clarifying its substance, operationalising its meaning, and determining its place in the programme. In particular, the alleged synergy with the poverty-reduction objective should be examined. Likewise, the South-South potential should be given due attention, including the potential for exchanges among partners and other CBOs or NGOs within Kenya. Initially, the PAB would be a suitable forum for such a discussion. External assistance might also be enlisted (see pp. 45–50).

3. Beyond training and assistance in straightforward accounting MS-Kenya should consider the expansion of its Financial Advisory Service to include advice on investment opportunities for partners that have accumulated funds from income-generating activities (see p. 67).

4. In a similar vein, the Financial Advisory Service would be well advised to conduct short accounts comprehension courses or workshops for junior management of the partners and for the rank and file. Better comprehension of accounts would improve the internal accountability relations of the partner organisations (see pp. 66–67).

5. In the interest of financial sustainability MS-Kenya should explore the feasibility of establishing an endowment fund for the benefit of its partners. The purpose of such a facility would be to provide partners with funding for core functions on a sustainable basis beyond the expiry of the partnerships. The idea should initially be put on the agenda of the PAB for serious discussion and explored further with external assistance from experienced financial brokers (see pp. 41–42).

6. The friction surrounding the motor vehicles of the DWs warrants a fresh debate on the matter with a view to clarifying policy and dispelling misconceptions, no matter what their sensitivity. Evidently, previous discussion has not put the matter to rest. Although the problem may never be fully resolved owing to the inherent conflict of interest, another round of debate could serve the purpose of removing a source of rumour-mongering that runs counter to the spirit of partnership. A debate confined to the PAB, the DWs, the CO and the partner management would be inadequate; it needs to filter down to the rank and file because the vehicles are so conspicuous in the local communities (see pp. 55, 59–61, 71 and 81).

7. Following on the DW vehicle issue, the general transport policy and practice of MS-Kenya might be reconsidered. There is a case for making it more liberal so as to provide partners with other means of transportation – motor bikes and bicycles – to enable them to operate and maintain themselves (see box on p. 81).

8. The structural problems associated with the deployment of DWs in partner organisations have led the evaluation team to question the continued recruitment of DWs as practised in the past. In the spirit of genuine partnership the time has come to give the partners more options with regard to inputs by technical assistance personnel. A cautious departure from current practice might be broadening the recruitment of technical assistants beyond Denmark so as to achieve a different mix. A radical shift would be to dispense with the DWs altogether and use the cost savings for other purposes (see pp. 82–84).

9. In the case of income-generating activities involving exportation of products, e.g. basket-weaving by the Yatta South Women Groups, MS-

Kenya and the partners should take a joint initiative to undertake a study of price relationships from the procurement of raw materials to retailing abroad. The findings of such a study might help boost the bargaining power of the local producers, whose labour input is poorly remunerated at present (see pp. 29–31).

10. The relative success of some partners in empowering women has raised the question of the role of men. In some cases the husbands perceive themselves as marginalised and humiliated by the success of their wives. In turn, this has led to excessive drinking and other social ills. MS-Kenya and those partners focusing on gender relations in their activities – as well as the others for that matter – should take a fresh look at their activities. To the extent that some partners are still in the Women-in-Development (WID) paradigm they should move towards a Gender-and-Development (GAD) approach so as to integrate the men into the mainstream of gender relations (see box on p. 30).

11. In order to improve the existing M&E system MS-Kenya should make renewed efforts to experiment with the 'Most-Significant-Change' method with a view to documenting progress better than in the past (see pp. 39 and 74).

12. In view of the apprehension surrounding the phasing out of partnerships, it is recommended that the mid-term reviews include a key component to ascertain whether the partners are on a sustainable path. On the basis of the findings on sustainability prospects the course towards the completion point could be adjusted accordingly (see pp. 42–43).

13. In the same vein, it is also recommended that selective post-partnership studies be conducted some 3–5 years after the completion of the partnership to learn systematically how the partner has fared on its own. Insights from such studies could provide valuable inputs into the design of partnership agreements and prevent repetition of previous mistakes (see pp. 43 and 58).

The evaluation team is cognizant that the autonomy of MS-Kenya is limited as far as wide-reaching policy changes are concerned. However, feeding viewpoints into debates at headquarters could lead to innovation, especially if similar views are also voiced from other country programme experiences.

Appendices

Appendix 1: People and institutions consulted

Adhiambo, Carolyne, Osienala, Kisumu
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Mutua, Jeremiah, Kikesa Dispensary Committee, Kikesa

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Njenga, John, Senvinet Conservations, Nakuru
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Østbirk, Peter, MACOMEPP, Mtito Andei
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Appendix 2: Abbreviations and acronyms

AGM	Annual General Meeting
AIDS	Acquired Immuno-Deficiency Syndrome
ANPPCAN	African Network for the Prevention and Protection against Child Abuse and Neglect (Kenya Branch)
CBO	Community-Based Organisation
CO	Country Office (Nairobi)
DW	Development Worker
GAD	Gender and Development
GDP	Gross National Product
HIV	Human Immuno-Deficiency Virus
IDS	Institute for Development Studies (University of Nairobi)
IWGIA	International Working Group for Indigenous Affairs
KADU	Kenya African Democratic Union
KANU	Kenya African National Union
KPU	Kenya People's Union
LDP	Liberal Democratic Party
MSC	Most Significant Change (evaluation method)
M&E	Monitoring and Evaluation
MS	Mellemfolkeligt Samvirke (Danish Association for International Co-operation)
MS-TCDC	MS-Training Centre for Development Co-operation (Arusha)
NARC	National Rainbow Coalition
NDP	National Development Party
NGO	Non-Governmental Organisation
OSILIGI	Organisation for the Survival of the Il-Laiipiak Maasai Indigenous Group Initiatives
PAB	Policy Advisory Board
PEP	Participatory Evaluation Programme
PRSP	Poverty Reduction Strategy Paper
SWOT	Strengths, Weaknesses, Opportunities, Threats (Method for rapid assessment of organisations)
WID	Women in Development
WRCCS	Western Region Christian Community Services (Kakamega)

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Appendix 4: A note on methodology

The causal chains in social science research are generally convoluted, in particular when the subject matter is complex – as in the case of this evaluation – and the objectives are multiple and compounded. Hence, the problem of attribution is almost insurmountable. Tracing the specific cause of an observed effect is exceedingly difficult to do.

To overcome this problem we have drawn on a variety of data sources, some quantitative but most of them qualitative. We have perused piles of documents. Our general method has been inter-subjective validation by means of qualitative data collection, principally through semi-structured personal interviews with key informants: MS-Kenya country office staff; DWs; PAB members; partner organisations; beneficiaries at the community level, and so on. We have also made use of SWOT analysis and focus group interviews. Our presence at the three-day AGM gave the evaluation team ample opportunity for informal discussion with participants and direct observation of their interaction.

A quantitative survey with a representative sample was ruled out for two main reasons. Firstly, given the time constraint a survey would not have been feasible. Secondly, in view of the subjective nature of the phenomena under scrutiny – especially institutional development, awareness-raising and advocacy – a survey would have been an inappropriate tool, because the responses would have been well-nigh impossible to code and tabulate.

Our field visits to seven of the 20 partner organisations were invaluable in generating information, both through interviews and first-hand direct observation on the ground. Given the heterogeneity of partner organisations it was difficult to establish clear-cut sampling criteria. We settled for a purposive sample covering a cross-section of different partners: (a) size (membership or turnover); (b) geographical distribution across the country; (c) faith-based and secular; (d) CBO, NGO and government department; and (e) type of activity (environment, poverty reduction and service delivery, advocacy). In addition the OSILIGI partner was looked into as a special case of advocacy at the international level, but without making a visit.

The following partner organisations were visited:

- African Network for the Prevention and Protection against Child Abuse and Neglect (ANPPCAN), Nairobi;
- Osienala (Friends of Lake Victoria), Kisumu;
- Yatta South Women Groups, Katangi (Ukambani);
- Kikesa Dispensary Committee, Kikesa (Ukambani);
- Western Region Christian Community Services, Kakamega and Busia;
- Archdiocese of Kisumu, Kisumu and Ahero;
- Department of Social Services, Marigat (Baringo, Rift Valley).

The data obtained were contextualised within the circumstances obtaining in Kenya and considered in a historical perspective. It should not be forgotten that the phenomenon under investigation is a moving target. Only through historical lenses could we arrive at an understanding of the dynamics at play and an appreciation of the impact of MS-Kenya activities with a degree of confidence that our inferences are reasonably correct. In this regard, it was an advantage that all of the team members had long-standing experience in Kenya, with respect to both the NGO community and societal developments in general.

We attempted to evaluate the MS-Kenya programme at various levels of impact. The immediate beneficiaries were identified through the partnership arrangements and organisational partner profiles. Efforts were made to understand the internal dynamics of the evolving partnerships.

In attempting to evaluate impact a serious problem immediately presented itself: the absence of systematic and reliable baselines against which change and impact over time could be measured made our assessment difficult. The problem was further compounded by the 'fuzzy' or 'intangible' nature of the parameters. Notwithstanding the pitfalls, to some extent we tried to overcome the problem by seeking to reconstruct baselines *ex post facto* through interviews with respondents who had been involved in the programme over a considerable period of time; they were effectively 'living history books', in a manner of speaking. Even this rough substitute for a proper baseline was difficult to obtain.

Comparing the mode of operation of MS-Kenya and its impact was never seriously attempted, because time and resource constraints did not permit this. To the extent that we have drawn parallels to other NGOs we have done so on the basis of our knowledge of the NGO community and previous

evaluations in Kenya and elsewhere. Systematic comparison was beyond the terms of reference.

Complementary to the methods described above, in the absence of hard quantitative indicators the innovative 'most-significant-change' technique was attempted in an improvised manner. Unfortunately, it did not yield satisfactory results, either because the respondents were unfamiliar with it or because we were not systematic enough in applying it.

As it happened, the PAB had already conducted half a SWOT (*S*trengths, *W*eaknesses, *O*pportunities and *T*hreats) analysis of the Kenya programme in late 2002, i.e., the strengths and weaknesses part, from which we benefited. At the AGM we conducted an amputated SWOT analysis – the opportunities and threats part – to complement the previous partial session.

At the end of the day, the multiple methods of data collection and the broad range of respondents consulted provided a sufficiently wide spread of views and positions to allow for sound inter-subjective validation and corroboration of our findings.

From Projects to Partnerships:

MS in ZAMBIA

Final Report

Edgar Bwalya
John Chileshe
Siegfried Pausewang

Sub-study to '*MS at the Crossroads; An evaluation of the Danish Association for International Cooperation*'
Chr. Michelsens Institute, Bergen, September 2003

Contents

LIST OF ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
CBO	Community Based Organisation
CCJP	Catholic Commission for Justice and Peace
CCZ	Christian Council of Zambia
CMI	Chr. Michelsen Institute
CO	Country Office (of MS)
CSO	Civil Society Organisation
CSPR	Civil Society for Poverty Reduction
DANIDA	Danish International Development Aid Agency
DC	District Council
DVS	Danish Volunteer Service
DW	Development Worker
EFZ	Evangelical Fellowship of Zambia
GDP	Gross Domestic Product
GRZ	Governnment of the Republic of Zambia
HDP	Human Development Report (of UNDP)
HIV	Human Immune-deficiency Virus
IMF	International Monetary Fund
JCTR	Jesuit Centre for Theological Reflection
K	Kwacha (one US Dollar is roughly equivalent to 5000 Kwacha)
MMD	Movement for Multiparty Democracy
MoU	Memorandum of Understanding
MP	Member of Parliament
Ms	Mellemfolkeligt Samvirke - Danish Association for International Cooperation
MSiS	Mellemfolkeligt Samvirke in the South
NGO	Non-Governmental Oerganisation
NGOCC	Non-Governmental Organisation Coordinating Committee
NORAD	Norwegian Agency for Development Cooperation
PAB	Policy Advisory Board
PAM	Programme Against Malnutrition
PELUM	Participatory Ecological Land Use Management
PRSP	Poverty Reduction Strategy Paper
PUSH	Peri-Urban Self-Help
PWAS	Public Welfare Assistance Scheme
RDC	Residents' Development Committee
SAP	Structural Adjustment Programme
SIDA	Swedish International Development Agency
SLAMU	South Luangwa Area Management Unit
SWOT	Strengths, Weaknesses, Opportunities, Threats
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIP	United National Independence Party
US$	Dollars (United States)
WAPAC	Wellbeing, Awareness, Participation, Access, Control

WB	World Bank
YALON	Youth Advocacy and Lobbying Network
YEP	Youth Exchange Programme
YWCA	Young Women's Christian Association
ZEC	Zambia Episcopal Conference

EXECUTIVE SUMMARY

1. The Study: The Chr. Michelsen Institute in Bergen was commissioned to conduct an evaluation of the Danish Association for International Cooperation (MS) for the Danish Aid Agency DANIDA. As part of a larger study of different activities of MS, three country studies were conducted, in Nepal, Kenya and Zambia. Their comparative findings are integrated in the main report. This report covers the Zambia country case study only. It is not conducted as an independent evaluation of MS Zambia, but as a part of the overall evaluation of MS.

2. Methods: The evaluation team, consisting of one researcher from Bergen and two consultants from the University of Zambia, has made use of a variety of data sources, some quantitative, but most of them qualitative. Persual of written documents supplemented the team's fieldwork, mainly relying on methods of inter-subjective validation and triangulation, by means of qualitative data collection. The team used informal and semi-structured interviews with key informants: partner organisation staff and members, PAB members, development workers, MS Zambia country office staff, beneficiaries at the community level, etc. In addition, SWOT analysis and the Zambian Policy Paper's own tool of analysis, the "WAPAC approach" was utilised, and the team also enquired about most significant changes.

The team was invited to participate in the annual meeting, an occasion allowing opportunities for informal discussions with participants and direct observation of their interaction. Out of the 31 active partnerships (including those in preparation) and a number of phased out partnerships, the team visited seventeen, including a few former partners. A sample (of 12) was suggested by MS Zambia. The team found it well selected, to cover a cross-section of different partners in terms of size (membership and turnover), geographical distribution, CBO, NGO and government-based partnerships, type of activity (poverty reduction, service delivery, environment, advocacy) and partnership stage (pre-partnership, active partnership and phased out partners). Informal interviews and direct observation gave opportunities to collect information and first hand impressions.

3. Country background: A short introductory chapter summarises the political, economic and social developments in Zambia after independence. A dismal economic development after the devastating decline of copper prices around 1975 led to a serious deterioration of the social situation for the average Zambians, an increase in poverty, and a severe social crisis. Against a background of increasing poverty and widening gaps between the poor and an increasingly rich minority, we have to see the efforts of MS Zambia to support poverty reduction in the country.

4. The NGO sector: The 1990es have seen a phenomenal growth in the number of NGOs in Zambia. In terms of poverty reduction, most NGOs followed the Government's change in policies, rather than pre-empting it. However, they participated fully in the preparation of the PRSP. Fearing that Zambians might not be adequately heard in the process, they formed their own coalition, the "Civil Society for Poverty Reduction" (CSPR), prepared position papers covering various thematic issues on poverty, and presented their own PRSP document to the authorities in 2001, as an input into the PRSP, not an alternative document.

Zambian NGOs are widely seen as dependent on foreign financial support. The lack of own resources limits their freedom in choosing activities, and accusations have been made that NGOs are merely executing the programmes of foreign donors.

MS Zambia, as an international NGO in Zambia, has to balance on a tight line. It cannot stand alone – it can only work through indigenous NGOs or institutions. This makes its results less visible and its work less measurable, but offers an opportunity to support the Zambian people's own initiatives and priorities in poverty reduction.

The conclusions that follow are based on the Team's findings and are organised according to the following concerns:
   a) Partnerships
   b) Phasing out partnerships
   c) Institutional Development
   d) Poverty Reduction
   e) The Performance of Development Workers
   f) Inter-cultural cooperation
   g) Synergies.

5. Partnerships: Zambia is one of the countries in which a concerted effort has been made to implement the partnership approach, and the partnership strategy has obviously benefited most partners. In particular, the wide participation in designing the country programme, through the policy paper for the period 2002 to 2006 – more so than for the previous policy paper, 1996-2000 – was useful training and living democracy in practice. The composition and functioning of the Policy Advisory Board allow partners to participate in MS. These activities give partners a living feeling of what it means to be co-responsible. In addition, within the partner organisations, the new approach has brought in new elements of intensified democratic participation. However, the partnership approach and concept seem not to be consistently understood by all as yet. Many partner representatives are able to "correctly" verbalise the partnership approach, but unrealistic expectations persist. For example, many partners indicate that they know the difference between a donor and a partner, and emphasize that MS is not a donor. However, when it comes to concrete decisions, the same partner representatives may indicate egret that MS is not more of a donor.

There are indications that this lack of understanding is, in part, a reluctance to understand. Accepting the full implications may not be in the interest of the partner organisation because of some of the partner responsibilities that this entails. At the same time, there appears to be lack of understanding of the concept of partnership because it is not adequately explained within partner organisations.

Partners experience MS as the stronger partner in the relationship because MS:
   • controls the funds
   • not only monitors, but controls performance
   • can decide and dictate certain conditions, such as phase-out.

There are complaints from partners about the length of time it takes to finalise and sign partnership agreements. The Team came across several cases with unduly long processes. This may be a result of difficult negotiations, of components to be put in place, and other delaying factors. However, it may also be a result of a heavy work load in a CO trying to work with many new partner organisations at the same time.

There is a communications gap between the CO and the partner organisations. Many things – starting from the above mentioned debate to decisions on suspending payments or concerning advice on how to deal with an irregularity in finance and other issues – are communicated to individual leaders but not disseminated to all concerned.

Strictly speaking the observed communication gap is not a problem in MS but within the partner organisations. However, it affects the work of MS if employees or members of partner organisations have not sufficiently understood the information. MS needs to make considerably more effort to make sure that not only the leaders of a partner organisation are informed, but that the dialogue reaches all concerned persons effectively.

Training given through assistance from MS is much appreciated. In fact, many partners indicate a need for much more training. This is a Sisyphus task, though, because often, persons who have been given training as an essential input into their particular jobs in the partner organisation (for example, accountancy training) are tempted to change into a better paid job in another organisation, precisely because of the added qualifications gained.

Overall, partnership with MS is appreciated by the partners. This holds true even after phasing out.

6. The Phase-Out Process: The phase-out of old partnerships has been done much more efficiently by the CO after the review of 2000. Most concerned people, both in management and others, were told in advance when the partnership would end, and workshops were held to clarify the modes and consequences. Most phased-out partners appear to be doing fairly well, though some had to reduce staff and some activities as survival strategies. Most are optimistic that they will continue to exist.

However, in many incidents MS is still not able to effectively communicate the phasing-out as a matter of partnership and a consequence of the mutuality of the programme. It is only able to make partners accept it as a necessary, if unfortunate, fact. A number of partners understood the phasing-out as being "terminated". The phase-out workshops were for some partners a shocking experience, because they felt they "were not yet ready for phase-out". Most phased-out partners felt the process could have been done in a "better" way. They asked for more time, for gradual reduction of financial support, for provision of transport, and for "being allowed to engage in income-generating activities" before being phased out.

There remain some misunderstandings with some partners about when exactly the partnership ended. Partners expected and waited for a document of phase out (which would in addition indicate the formal transfer of assets), and even a formal celebration ending partnership.

7. Institutional Development:

What is definitely a new democratic development is the Policy Advisory Board. This institution gives the partners an input and an influence in policy decisions in the CO (and beyond, in the representation of the PAB in annual meetings in Copenhagen). Recently, the PAB has consolidated its role in the country programme, through the effective role it played in the formulation of the policy paper. Unfortunately, only a few individuals are represented in the PAB. Therefore, its educational effect is limited and needs to be widened. Also, the influence of the PAB is limited, and its democratic potential remains restricted. The team suggests to give partners more representation in the PAB, and to give the PAB a mandate to represent partner complaints in meeting the country office.

MS Zambia has after 2000 done much more effort to implement the partnership approach – sometimes enforced, without partners fully understanding the implications, particularly of the phase out process. The enforced implementation process may at times have overstretched the capacity of the programme officers. The Co-ordinator should probably not have accepted the additional task of administering the phasing out of the Lesotho programme of MS. In spite of all personal efficiency, the programme in Zambia is a full time job – and well so.

8. Poverty Reduction

With the partnership approach, the measurement of the contribution of MS to poverty reduction becomes difficult. Implementation is too new for meaningful measurements to be made, although it was quite evident that most old partners had benefited from their partnership with MS . The effects of MS on partner organisations can be observed. They are supposed to enable them to better handle their efforts towards poverty reduction. But the second step, the effect of MS and its new strategy on the poor, will need more time to become measurable. This evaluation indicates that the overall approach of MS giving assistance to self-reliant development towards poverty reduction through partners is well-conceived. However, it needs time to work, in a context of a very different social reality than when it was conceived. What has been observed so far is a significant strengthening of partners.

Moreover, it will probably never be possible to separate the success of MS from that of its partners. However, it would be a fair statement to say that the success of MS' partners is also the success of MS. What is also required is more attention on methods of measuring the contribution of the ***partnership*** to poverty reduction. The "Most Significant Change" method can help to identify some of the effects and successes.

9. The Performance of Development Workers:
The experience of Development Workers, whose positive contributions were acknowledged by most MS partners, varies considerably in relation to partners, location, context, job description, and others. Some DWs experience different degrees of conflict between the demands of MS policy and the requirements of their job and the expectations of their partners. They feel confronted with demands and expectations that they consider unsustainable.

The role of the DW depends on at least three elements: a) sound professional qualifications b) personal ability to encounter people, solidarity, and empathy and c) conducive local and work

conditions. These three factors can only to some degree be influenced trough preparation and training and through work with the partner organisation.

A rigid distinction between "doer" as against "adviser" may be counter-productive. In order to be an effective and meaningful adviser, it is often necessary to be involved to some extent in the partner organisation's activities as a "doer", as part of the necessary learning to be an informed "adviser", and as part of the solidarity with the members of the partner organisation.

Above all, the more one gets away from formal job relationships and technical, economic, and infrastructural services, the more there is a need for the guidelines given to the DWs to be applied with flexibility and common sense, without overriding the principles of "ownership" and "sustainability".

Most DWs see the three phases of their training as adequate and useful. Comments suggest that the in-country training after they have stayed with their partner organisation for a few months is appreciated, as more benefit is gained from this arrangement.

There is significant potential for DWs to learn from one another. This needs to be institutionalised by creating room for more exchange of experience, in writing or orally, in order to feed the lessons learnt into an institutional memory. However, the team is concerned that efforts to facilitate exchange should not lead to more absence of the DW from the work place and the partner. We suggest to include partners also in this effort.

10. Inter-cultural Cooperation

The concept of inter-cultural cooperation seems to be too woollen, imprecise, and not operationalised. In addition, the concept is understood very differently, and considered by many as impracticable. At the same time, inter-cultural co-operation is present in MS activities in many fields.

It is there, to a different degree, in the daily work of the DWs and in their meetings with Zambians in their daily life. Moreover, it is there, first of all, as the very bottom and base of the partnership approach itself. Still, the very demand to prepare "operational guidelines" for the concept indicates a need to put the concept into a more tangible, applicable, and touchable tool for MS work, but also demonstrates its evasiveness and the problems inherent in applying it in practice.

The team suggests to operationalise inter-cultural exchange (inter alia) as solidarity with the members of partner organisations (and beyond) in their endeavour towards poverty reduction.

Partners indicate they "understand" the concept. At least the chairpersons of partner organisations usually have some understanding, while others have more nebulous concepts.

11. Synergies

However, the synergies between inter-cultural cooperation and poverty reduction are not consciously observed. We believe this to be a positive finding: Inter-cultural cooperation helps in poverty reduction without people reflecting over it. Some DWs, for example, experience

inter-cultural cooperation merely as a by-product of their work. This is so mostly for those typically in "advisory" placements, in urban settings, in a job-like work situation, and in organisation building. Other DWs experience solidarity with local people as the every day basic element of their work. Inter-cultural cooperation is experienced as a central element in mobilising and empowering the poor. DWs in teaching and organising people, mostly in rural areas, and in cooperative activities see inter-cultural cooperation as an essential part of their work, without which they could not function.

Moreover, in its role as facilitator, the CO makes a considerable effort in creating conducive situations, arrangements, and meetings for inter-cultural cooperation. In the Policy Advisory Board, as the organ in many ways epitomising the partnership approach, inter-cultural cooperation is maybe most concretely at work. Here, cultures seek to influence, to correct, and to supplement each other in a collective effort at poverty reduction.

CHAPTER 1: INTRODUCTION

This evaluation of MS Zambia is part of a larger evaluation of MS in Denmark and in the South. The Danish International Development Aid Agency (DANIDA) commissioned the Chr. Michelsen Institute in Bergen, Norway, to conduct a broad evaluation of Mellemfolkeligt Samvirke (MS, the Danish Association for International Cooperation). Three country studies – in Kenya, Zambia and Nepal – were part of this exercise. In each country two experienced researchers were recruited as consultants. Each country study was to be coordinated by one senior researcher from the CMI with experience from the respective country.

Point of departure for the country case studies was to be an overview of civil society organisations, trying to place MS and its partner organisations within the context of NGO activities in the country. The country case study team in Zambia looked at the process of implementing the partnership approach and the activities comprised by the partnership arrangements between MS Zambia and its partner organisations, with an emphasis on the 1997 to 2002 period. The evaluation included the following aspects:

- The partnerships into which MS Zambia has entered with a number of local organisations, and how they have functioned;
- The institutional development of capacity-building endeavours of MS Zambia in relation to its partner organisations;
- The poverty reduction activities of MS Zambia and its partners;
- The performance of development workers with respect to the dual objectives of MS: poverty reduction and inter-cultural cooperation;
- The synergy between these two objectives.

The fieldwork in Zambia started with the Team participating in the Annual Meeting of MS Zambia in Siavonga from 6th to 9th February. Fieldwork was supposed to start immediately after. However, one of the Zambian researchers resigned from the Team, and a replacement had to be found, causing a serious delay in the work. Field trips were carried out to Luapula from February 27 to March 9, and to Eastern Province from March 16 to 25. In Lusaka, partner visits and meetings and interviews in the Country Office and with the PAB, with DW and others were conducted in different intervals between February 10 and April 6, while the NGO study was conducted partly before March 21, and partly between April 7 and 11. The Coordinator was in Zambia twice – from February 5 to 13 and from March 23 to April 6, and the Wrap-up workshop was held on April 3.

The Team consisted of:
Dr. Edgar Bwalya, Head of the Department of Political and Administrative Studies at the University of Zambia,
Dr. John Chileshe, Formerly Acting Deputy Vice Chancellor, University of Zambia, (p.t. on sabbatical leave)
Dr. Siegfried Pausewang, Senior Researcher, Chr. Michelsen Institute, Bergen.

The researchers were welcomed by all members and partners of MS Zambia and received generous support. Partners and staff members received the team members with enthusiasm. We were given a chance to participate in the Annual Meeting, and the PAB facilitated the work of the team and allowed us to attend a PAB meeting as observers. Also the representatives of the partners we met received us with more than willingness, they were eager to be met and complained if they were not. Open and enthusiastic response also characterised the wrap-up meeting, to which almost fifty partner representatives, DW and staff members had come together. Though it came somewhat early because of the delayed evaluation programme, the debates were constructive and very helpful for the team, and hopefully conveyed back a sense of a cooperative effort to identify those weak spots where improvements are possible.

The team wishes to thank MS Zambia, the Country Office and its staff, the PAB members, the partners, the development workers, and all other stakeholders we met for their wholehearted and enthusiastic support. Without such support, it would have been extremely difficult to conduct the evaluation, given a limited budget and a short time frame, and a need to re-schedule and to improvise, because of the unfortunate delays. Goodwill and support allowed us to reschedule so as to meet eight of the nine partners that had been pre-selected, plus some six additional ones. The team also appreciates a thorough selection of the twelve partners (including six that are phased out) which MS Zambia suggested us to visit. By including several of the more problematic partnerships, they allowed us a shortcut to seeing which problems they faced.

We acknowledge the wealth of information, ideas, critical comments and enthusiastic reports we received from them without which this report would not have been possible. The Team thanks all who assisted us so generously and acknowledges their contribution, while preserving responsibility for any errors or omissions in the report.

The team wishes to apologize for the delay of the report.

CHAPTER 2: COUNTRY BACKGROUND – ZAMBIA

Physical and human geography

Zambia's land area is 752,614 square kilometres, with a population of 10.3 million people.[1] It is a landlocked country, bordered by Angola to the west, the Democratic Republic of the Congo to the north, Tanzania to the northwest, Malawi to the east, Zimbabwe and Botswana to the south, and Namibia to the southwest.

The country's annual population growth rate is 2.3%, and life expectancy is officially put at 50 years.[2]

Political system

Formerly a British colony, since independence in 1964, Zambia has gone through two "Republics" and is now in the Third Republic. The First Republic – from 1964 to 1972 – was a period of multiparty politics. The Second Republic – from 1973 to 1990 – and so far the longest "Republic" period, was a one-party period. The Third Republic, which commenced in 1991, brought Zambia back to multiparty politics, under the Movement for Multiparty Democracy (MMD).

Although plural politics were re-introduced in Zambia in 1991, respect for democratic principles is still weak, and the majority of the people have only rudimentary knowledge of their democratic rights. Concerns of "good governance", such as justice, rule of law, and independence of the judiciary are still seriously limited. Decentralisation has been proclaimed but hardly seriously pursued before recent attempts at giving district councils increased influence and authority. There is serious dissatisfaction with the Constitution, the last Presidential and Parliamentary elections in 2001 are still the subject of numerous petitions in the courts of law, there are many incidences of human rights abuses – including infringements on the rights of assembly and expression, and corruption is rife. (AFRONET, 2002, 2003)

Economic performance

At independence in 1964, Zambia inherited a buoyant economy, with high foreign exchange reserves. In 1968 for instance, the exchange rate was 2 Kwacha to one British Pound, and 1 Kwacha to US$1.40. Using the proceeds from this copper-based economy, the first post-

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[1] Based on the last census conducted in 2000.

[2] Please note that Central Statistical Office figures have been taken as being the Zambian Government's official figures. However, varying figures may be found in other publications, including publications from other Zambian Government departments, and from the United Nations agencies. For instance, whereas the Central Statistical Office puts Zambia's life expectancy at 50 years, UNICEF puts it at 40, and the Zambian Government's *Poverty Reduction Strategy Paper* puts it at 37 years. What is not in dispute is that since the 1980s, the life expectancy of Zambians has been falling, from a peak of 55 years in the late 1970s.

independence UNIP government under Dr. Kenneth Kaunda[3] built up a welfare state – in many aspects following Scandinavian models; schools, a health system and other services were introduced and provided free of charge. Largely continuing the model of the British colonial administration, the state was zambianised and the civil servants, including teachers and health personnel, were given state owned housing and pension rights in addition to relatively good salaries. Infrastructure was expanded in terms of new roads and hydroelectric power, giving the country more opportunities for development.

From the late 1960s, guided by a socialistic philosophy of "Humanism", propounded by Dr. Kaunda and UNIP, the government embarked on a process of nationalisation, through which was created a large public sector (referred to as the parastatal sector). By the late 1980s, 80% of the Zambian economy was under state control.

Dependence on one single commodity of high value on the world market led to a highly centralised and urbanised settlement pattern. Agriculture was largely neglected, and subsistence farming for household consumption was almost entirely left to the women. The above situation led to Zambia becoming one of the most urbanised countries in Africa; currently, 36 per cent of the population lives in urban settings.

When the oil crisis of 1973 led to an escalation of costs of imports and the fall in copper prices since 1975 sharply cut down foreign exchange earnings, the basis for the Zambian economy simply eroded. Expecting copper prices to recover, Zambia resorted to borrowing and accumulated large debts. State income was hardly able to sustain salary payments, there was no money to finance any investments, and the debt burden slowly strangulated the economy. Industries, lacking foreign exchange for essential inputs, produced at a fraction of their capacities, or simply ground to a halt. This created shortages of basic and essential goods in the country.

Due to the continuing decline of the economy, the government embarked on a structural adjustment programme (SAP) in the mid-1970s. Zambia first borrowed from the International Fund (IMF) in 1973, then in 1976, and again in 1978. These early loans from the IMF did not carry with them any special conditionalities. The expected turn around did not materialise, however, and from the early 1980s, further borrowings from the IMF came with conditionalities. By the end of the 1980s, however, there had been no appreciable improvement; the performance of the economy remained poor, and the standard of living of the people continued to deteriorate. With the change of government in 1991, the new MMD Government embarked on a more stringent structural adjustment programme. Among the reforms introduced were the total removal of subsidies and the privatisation of parastatal enterprises.

The economic stabilisation policies referred to above resulted in significant improvements in macro-economic management and stabilisation, and particularly in a drop in the rate of inflation. Despite this improvement, there was a lack of growth in the economy as a whole. In addition, some of the effects of these policies were particularly harsh on the vulnerable groups. There was

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[3] UNIP as a political party and Dr. Kaunda as President ruled Zambia from independence in 1964 to the end of the Second Republic in 1991.

a decline in many economic sectors, a fall in exports, and generally a lack of improvement in people's living standards, leading to increased poverty.

It was in the above context that in 1998, the Zambian Government produced a **National Poverty Reduction Action Plan, 1999-2004**, followed by a full-fledged **Poverty Reduction Strategy Paper** (PRSP) in 2002. The PRSP is intended to guide Zambia's development efforts in the three years following its completion. The first PRSP covers the period 2002 to 2004. A fresh PRSP will be produced after every three years. Overall, the PRSP vision is intended to run up to the year 2025, focussing on the kind of Zambia we should have by that date.

As an indication of the continuing decline of the economy, the exchange rate moved from K40.00 to US$1 in 1989, to K125.00 to US$1 by the beginning of 1992; it is now hovering around K5,000.00 to US$1. The external debt to multilateral and bilateral lenders stands at US$7 billion, making Zambia one of the most heavily indebted countries in the world. The country's annual GDP per capita is K1,528,506 (about US$320)[4].

Social conditions

Whereas a relatively free open market prevails in the country at present, it must be noted that there has been an increase in the cost of living, causing an erosion of the standards of living for many ordinary Zambians. The expectation after 1991 was that employment creation would come about through enhanced private sector business activities. Instead, many privatised firms shed off excess labour, leading into redundancies and unemployment. Although new firms have sprung up, these have not yet made up for the earlier job losses.

Currently, according to the World Bank, 80% of Zambians are classified as poor. The UNDP's Human Development Report 2003 ranks Zambia at 153 out of 174 countries, having fallen consistently over the past years from 136 in 1996 to 156 in 1999. Social indicators still reveal a declining trend over time. Zambia is faced with an enormous socio-economic crisis that manifests itself in increasing deprivation, lack of food, poor health, and worsening living conditions for a large majority of the people. Rural poverty continues to be more prevalent, deeper and more severe, especially among female-headed households and small-scale farmers. On the other hand, urban poverty has also been rising fast.

Against a background of increasing poverty and widening gaps between the poor and an increasingly rich minority, we have to see the efforts of MS-Zambia as well as a large and varied number of NGOs and donor agencies as working to support the poor in their efforts at poverty reduction and gaining more influence over their own social and economic living conditions.

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[4] GRZ, Ministry of Finance and National Planning: *Economic Report 2002*. The 2002 UNDP (International) *Human Development Report* gives the purchasing power parity for Zambia as USD 780.

CHAPTER 3: DESCRIPTIVE AND ANALYTICAL OVERVIEW OF THE NGO SECTOR IN ZAMBIA[5]

Introduction

In this study, civil society is understood as the involvement of citizens, through organised, active, non-state groupings, which is supposed to bring about social change. In practice, civil society is usually perceived as any articulated group outside government.[6] In practice, civil society is usually perceived as any articulated group outside government, for instance non-governmental organisations (NGOs), community based organisations (CBOs), trade unions, churches, associations, political parties, and minority groups. In the above context, therefore, NGOs are understood to be part of the wider civil society, which is also referred to as the third sector: the first sector being the government, the second sector being the private, for-profit business grouping.

An NGO is in our context defined as a "voluntary organisation with a constitution, registered members who join voluntarily, democratically elected office bearers, holding at least one meeting a year (annual general meeting), and having the objective of addressing issues of special interest in the society" (GRZ et al., 1993, p. ii). [7] NGOs have been shown to draw their strength for implementing development from their ability to generate popular participation. Due to their ability to reach the population, NGOs are said to be aware of the diverse needs and demands of locals (Pedersen, n.d.). Generally, the work of NGOs in Africa is undertaken to improve the lives of marginalized communities.

As part of civil society, the main roles of NGOs can be said to be:
- capacity building;
- lobbying and advocacy;
- supplementing government efforts and filling gaps in public service delivery;
- creating strategic alliances through networking to create a unified and collective voice.

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[5] This study is not based on original research but on the secondary sources that are indicated in the text as references.

[6] Historically, the term "civil society" does not only comprise of organised groups, but rather means the movements and activities of relevance to the advancement of civil and political rights (as opposed to the prerogatives of the absolutist monarch). The term "civil society" goes back to the German philosopher Hegel, and his term "Bürgerliche Gesellschaft" (which also can be translated as Bourgeoisie, in contrast to the rural masses, and later the proletariat). The philosophers of the Enlightenment appealed to the (urban) citizens to advance individualist philosophy, which forced monarchies step by step to allow more participation of the people, and which established an understanding of inalienable human and civic rights and liberties, together with reliance on individual conscience. As such, civil society is more than organisations. A demonstration, a philosopher publishing an appeal for people's rights, even a conscientious objector could just as well be part of civil society. In practice, however, the debate on development has generally narrowed the term down to mean non-governmental organisations.

[7] Actually the objective of addressing issues of special interest to the society, or of developmental goals, is not needed to define an NGO: a football club, the boy scouts, an association of veteran car enthusiasts are NGOs as well, though not having any objectives of major interest to the society as a whole. However, for the purpose of this study, only NGOs with objectives related to social and economic development are of particular interest.

NGOs in Zambia before 1991

Since Zambia achieved independence in 1964, NGOs and CBOs have generally been able to identify groups of people who have either been bypassed or have benefited very little from the dynamics of development (Mitchell, 1984, p. 32). Most of these groups are in squatter urban areas and rural villages.[8]

Prior to 1991, most NGOs – including MS-Zambia, which started operating in the country in 1968 – were able to design programmes that were likely to assist disadvantaged groups in the long term, essentially small enterprise and small-scale farming projects. During this period, especially in the 1970s and 1980s, there were also a variety of short-term ventures that provided necessary inputs in health, education, and water supply. In short, before 1991 most NGOs were engaged in activities that focused on development projects for a variety of disadvantaged groups in urban and rural areas.

The mid-1980s witnessed the emergence of new organisations, such as the Non-Governmental Organisation Coordinating Committee (NGOCC), which was formed in 1985 after the United Nations World Conference on Women in Nairobi, with a view of empowering women and promoting their fundamental freedoms (Kambobe and Anyoti, 1996, pp. 6-7). NGOCC now has a membership of 71 NGOs and CBOs and has become the coordinator of the women's movement in Zambia. Many of the new NGOs have copied their structures from international organisations, such as OXFAM and YWCA, which have been operating in the country for many years, but are dependent on international donors to execute their programmes. There are very few models of indigenous NGOs in Zambia with their own resources and accountable to indigenous constituencies (PACT, 1999, p. 1).

In general, in relation to the government NGOs in Zambia have played complementary, supplementary, and alternative roles in the development process. At times, the NGOs have played the three roles at any given time. This has been demonstrated in cases where the government was unable or unwilling to provide certain services, such as schools. The government also recognises the critical role that NGOs play, despite the fact that the relationship with NGOs has not always been cordial:

> "NGOs complement government efforts in reducing poverty, adding value to undertakings; supplement them through filling gaps; and present an alternative bottom-up (grassroots) development approach to top-down government approach. They mostly focus on social and economic development in health, education, agriculture, income generation and employment creation, protection of the environment, governance, justice, civil education, human rights and advocacy; gender and development; capacity building and impact assessment" (GRZ, 1997, p. 5).

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[8] It is important to note that NGOs in Zambia have been in existence since the early pre-independence era; for example, the Zambia Union of Adventists – Development and Relief Agency was founded in 1917.

In other incidences, especially in the post-1991 period, NGOs have been able to successfully challenge government policies that they felt would be harmful to the people.[9] This was not easy in the pre-1991 one-party state era, when the political climate for such activities was not conducive.

On the other hand, the 1990s also witnessed the emergence of unscrupulous people in the NGO sector. Some people formed NGOs and collected funds and were never seen again. There are also others (often known as briefcase NGOs) who have been earning a living by "selling" project proposals to foreign donors whose business is mainly the payment of staff of the NGOs:

> "this raises questions about the monitoring ability of the donors as well. Sometimes government, or political parties, or business or donors set up fake NGOs and claim they work for the people. These crooks exist but should not take away from the large number of concerned citizens who volunteer their time and resources to benefit fellow Zambians" (PACT, n. d., p. 9).

It has also been noted that some foreign donors are known to tell Zambian organisations what they are prepared to fund rather than being responsive to the proposals that Zambian organisations bring to them (PACT, n. d., p. 7).

Impact and constraints

Until 1991, the impact of NGOs in Zambia was mixed, for a variety of complex reasons that include the failure of Zambia's economy over the last thirty years, which resulted in a per capita GDP that was only a fraction of the level at independence.[10] While NGO activities had some positive contributions to development in Zambia, it is generally acknowledged that the issues they have been addressing had not only remained unchanged but worsened in some cases:

1. poverty levels continued to increase, and to claim more innocent lives of women and children;
2. lack of access to basic services continued, with children increasingly being denied access to education and drugs in the rural centres, where they existed (Women for Change, 2001, p. 6).

Mitchell summed up some of the major economic constraints that seriously limited the activities of NGOs in Zambia during this period as follows:
   a) lack of capacity in the government sector to provide supplementary infrastructure, legislation or services, particularly in rural areas;
   b) a variety of economic restrictions on small-scale endeavours in both farming and small enterprises; lack of legitimacy and incentives in these endeavours;

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[9] A good example of this is the Oasis Forum, a consortium of civil organisations (three mother church bodies – Christian Council of Zambia, Evangelical Fellowship of Zambia, Zambia Episcopal Conference – as well as the Law Association of Zambia) that spearheaded the campaign that stopped President Chiluba and his supporters from amending the Republican Constitution to allow him to stay in power beyond what is stipulated in the Constitution.

[10] For a more detailed exposition of the failure of Zambia's economy see for example, GRZ, Ministry of Finance and National Planning (2002), *Poverty Reduction Strategy Paper 2002-2004*, Lusaka, pp. 18-33.

    c) remote location of some clientele, lack of transport, and dispersed communities (Mitchell, 1984, p. v).

At the organisational level, it was observed that despite their awareness of their clientele, the majority of NGOs had considerable difficulty mounting programmes to address these needs for reasons that included a lack of:

i)   information on similar initiatives;
ii)   experienced staff and resources;
iii)   training programmes for NGO officers (Mitchell, 1984, p. v)[11].

On the issue of resources, it is important to emphasise that historically very few Zambian NGOs had a source of income outside foreign funding:

> "a few do – like the YWCA, Multimedia Zambia and the Red Cross, which all rent out property – but the majority are heavily dependent on foreign funding, just like government is" (PACT, n. d., p. 9).

Similarly, a concept paper for SIDA by PACT (Zambia) concludes that:

> "the NGO sector soon became dependent on external donor funding, and sometimes became dependent for their funds on specific programme ideas suggested by external donors. In some cases they were simply implementers of donor programmes" (PACT, 1999, p. 1).

However, whether this means that NGOs did not have ideas of their own or were merely agents of foreign ideas, is a more complex matter, which is beyond the scope of this brief analysis.
The Zambian Government was not only aware of some of the major constraints that historically plagued NGOs but also recognised the absence of an institutional framework that was able to facilitate coordination and mutual collaboration among NGOs (GRZ, 1997, 5). In addition, the government was also aware of the need for a common code of conduct for NGOs and CBOs operating in Zambia (GRZ, 1997, 5).

On the other hand, continued divisions and competition among NGOs has led to a situation where they failed to form a body to coordinate their activities and speak to the government on their behalf. At the same time, the government tended to view NGOs as organisations that are mainly preoccupied with challenging government, and ministries were often unaware of the work of NGOs in certain relevant sectors where they operated (PACT, n. d., p. 6). It has been observed that NGOs in Zambia have generally failed to "inform the public and the government sufficiently about who they were and what they did". (Holloway, 1996, p. 9) Others noted that some NGOs tended to see the government as a force that should be opposed every time (Machila, 1996, p. 4).

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[11] In the post-1991 period, which has seen the mushrooming of NGOs, the situation has changed significantly because many NGOs have acquired considerable expertise through training and advisory services provided by other NGOs, while the NGO community itself has developed appropriate services to strengthen their activities.

In the Second Republic – from 1972 to 1991– NGOs were harnessed to the party state machine. NGOs that operated in the areas of service and the eradication of poverty were encouraged, as collaborators in the cause of "Humanism". Generally, NGOs did not dare enter the arena of advocacy, for then they would be considered to be in conflict with the state apparatus (Kabanje, 1998).

NGOs in Zambia after 1991

Patterns of growth and contraction

As indicated above, the post-1991 era has witnessed the mushrooming of NGOs in Zambia,[12] primarily because of the change from one-party rule to multiparty democracy, which provided

> "the climate for non-state, non-business actors to form themselves into associations, and intellectual ferment for those actors to get involved in a variety of development issues, along with other development topics (largely health, education, social welfare, children, agriculture, human rights, women's rights, democracy, corruption, elections, land, rule of law)" (PACT, 1999, p. 1).

Unlike the pre-1991 period, when NGOs in Zambia adopted an apolitical stance, in the post-1991 phase, a significant number of NGOs came to realise that their work was necessarily political in that, although as organisations they could remain non-partisan, to a large extent their work had to be aimed at bringing about structural change in society.

Thus, the post-1991 era was a period of reawakening for NGOs in Zambia, particularly in the political arena. Firstly, many NGOs worked with the Movement for Multiparty Democracy (MMD) to end one-party rule. This did not, however, prevent NGOs from challenging and significantly contributing to stopping President Frederick Chiluba's bid for a third presidential term, against the provisions of the Republican Constitution.

After 1991, the MMD created an environment that engendered the flourishing of civil society, which NGOs took advantage of. It should be clarified, however, that initially, the MMD Government did not conceive of NGOs as necessarily indicating a properly functioning democracy, or as an indispensable condition for good governance, particularly as concerns freedom of speech. As in the Second Republic, NGOs engaging in advocacy work were viewed with suspicion and were often persecuted, because such NGOs were construed by the government to be straying from the "acceptable" roles of NGOs, those of service to the community.

Due to the confidence gained during the fight for the restoration of multiparty democracy, however, and through the persistence of the NGOs, by the late 1990s the government had been forced to recognise the necessity of a vibrant NGO sector in the building of democracy and poverty alleviation.

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[12] It should be noted that this development has not been limited to Zambia. See, for instance, Julius Nyang'oro, ed. (1999), *Civil Society and Democratic Development in Africa*, MWENGO, Harare.

Essentially, though, in the developments outlined above, as part of civil society NGOs were considered as "watch dogs" over government – in the good governance agenda – primarily aimed at enhancing human rights on the demand side, by applying pressure on the "supplier", i.e. the government.

By 1993, there were approximately 390 NGOs in Zambia, under the following categorisations:

- agriculture, forestry, husbandry
- art, culture, entertainment
- charity, social welfare, service, relief
- children, youth
- community, rural development
- democracy, human rights
- disabled
- education, vocational/skills training
- entrepreneurship, commerce, industry
- environment
- family planning
- health
- HIV/AIDS
- labour relations
- pressure groups
- professional
- sports
- umbrella organisations, coordinating NGOs
- women (GRZ et al., 1993).

The majority (85%) of the above NGOs were local (or "indigenous"), and 15% were international (or "non-indigenous). Moreover, most of these NGOs were established after 1985. Although the above directory has not yet been updated, the number of 390 above can safely be said to have more than doubled by 2003.[13] Although, as indicated above, accurate, comprehensive information on the number of NGOs in the country is not readily available, the following random examples give an impression of the phenomenal growth of NGOs since the early 1990s. This information is from the 1993 directory referred to above, and the still incomplete, unpublished 2003 NORAD-commissioned directory; it should be borne in mind, therefore, that the 2003 figures indicated below are actually much higher.

In 1993, there were 30 NGOs under the category "Charity, Social Welfare, Service and Relief"; in 2003 there are 56. Under the category "Democracy and Human Rights" there were 11 in 1993, there are 15 in 2003. In 1993, there were no "Media" NGOs, in 2003 there are 7. Perhaps the rate

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[13] NORAD has commissioned an updated directory, which has not yet been completed; so far, however, 259 NGOs have responded to the questionnaire that was sent to them. This number is far from the actual number of NGOs in the country at present, because a number of NGOs are not among the 259 that have responded to the questionnaire; a more accurate figure can only be achieved with deliberate, systematic follow-up of those NGOs that have not responded.

of growth is best illustrated through NGOCC, which has been referred to above. At its inception in 1985, NGOCC had 14 member NGOs, by 2000 this number had grown to 66, and now stands at 71 (NGOCC, 2000).

In terms of classification, as opposed to the classifications in the 1993 directory above, the NGOCC directory uses the following categorisations:

- cross-cutting issues;
- decision-making;
- education, training, and literacy;
- girl child;
- health;
- poverty (NGOCC, 2000).

As part of civil society, NGOs can also be classified under the following broad categories, as has been done by PACT (Zambia):

- humanitarian: those formed primarily for the improvement of the situation of the disadvantaged;
- professional: those formed primarily as membership organisations or unions of people in the same profession;
- recreational: those formed primarily for sports and culture;
- religious: those formed primarily for the purpose of worship and the practice of religion (PACT, 1996, pp. i-ii).

The first reason for the mushrooming of NGOs after 1991, i.e. a conducive political environment, has been outlined above. A second reason should also be borne in mind; this is the rapid and significant spread of poverty in the country from the 1990s onwards, an aspect that is dealt with in Section 3.2 below. The increased levels of poverty meant that there was greater need for service delivery to the poor, a service that the government was increasingly unable to provide. Numerous service delivery NGOs were established, particularly from the mid-1990s onwards, which received significant external donor support, given the perception that NGOs were more effective than government agencies in providing relief services at targeted communities. The donors' willingness to fund them certainly contributed to the rapid growth in the number of NGOs.

A third impetus for the increase in NGOs since the 1990s, has been the HIV/AIDS pandemic, which has left many single-headed families, and worse, large numbers of single and double orphans.[14] In 2000, it was estimated that there were over 600,000 AIDS-related orphans. The estimates further project that by the year 2014, there will be 974,000 AIDS orphans, giving Zambia one of the highest numbers of orphans in Africa (GRZ, Ministry of Finance, 2002, p. 109). Moreover, the major toll of AIDS is on the most productive segment of society, thereby contributing to the high poverty levels in the country. A good number of the service delivery-related NGOs that have been established since the 1990s, therefore, have been targeted at the social problems that have been brought about due to HIV/AIDS.

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[14] A single orphan is a child who has lost one parent, and a double orphan is a child who has lost both parents.

At present, there are two main types of NGOs operating in Zambia, namely the welfare and service oriented NGOs, and the development oriented NGOs. Of the welfare and service oriented NGOs, Mudenda has observed that:

> "Their overall objective is to provide a service, either to their members or to the identified target group. Their work style is very similar to that of social workers whose duty is to nurse the wounds of those injured by the malfunction of modern society. In the current phase, this type of NGO is in decline. Its appeal to international donor organisations is waning. At best, such NGOs are used more as managers of relief programmes in times of crisis" (Mudenda, 1999, p. 169).

Of the development oriented NGOs, Mudenda has commented that they go beyond merely wanting to help the down trodden:

> "these NGOs want to be part of the process of social transformation. These are the NGOs that are in ascendance. They are popular with donors and get support from their northern counterparts" (Mudenda, 1999, p. 169).

As a general characterisation, however, at present the situation still remains that most NGOs work in service delivery in the various sectors; most of them do not see advocacy work as their business. Indeed, 'welfarist' work is more likely to attract resources than advocacy.

Changes in NGOs' poverty reduction policies
It can be asserted that changes in Zambian NGOs' poverty reduction policies have followed the pattern of the Zambian Government's policies and strategies, initially – from 1964 to the 1980s – on socio-economic development, and more recently – from the mid-1990s – on poverty reduction. These patterns are outlined below.

Viewed from a historical perspective, although poverty in Zambia existed even in the pre-independence era, after independence in 1964 and into the 1970s, Zambians made gains in income, life expectancy, school enrolment, reduced malnutrition, and infant mortality. This was due to the significant proceeds from copper – given the high copper prices on the international market – coupled with government policies targeted at ameliorating the social and economic neglect of the majority of the country's population during the colonial period. Major initiatives were the introduction of free educational and medical services in 1966, two years after independence.

It should be stressed, though, that the advances outlined above never benefited all sections of the Zambian population. For instance, the formal sector in the country has always been small, and has never engaged more than 20% of the labour force; nor has school enrolment been available to all the eligible school-age population. Moreover, between 1975 and 1990, the improvements referred to above stalled, and in some cases were reversed. By 1990, real formal sector earnings had dwindled to a mere 25 per cent of their 1975 levels. The resultant decline in per capita income pushed more people back to below the poverty line; "the incidence of poverty increased from 69.7% of the total population in 1991 to 73.8% in 1993" (GRZ, Central Statistical Office,

1997, p. xii, and 1999). At present, 80% of Zambians are classified as poor; according to World Bank estimates, currently "over 80% of Zambians live in households that lack adequate means to meet basic daily needs (over 90% in many rural areas)" (JCTR); and according to the **World Bank Development Report, 2000/2001**, Zambia has the second highest percentage of the population living below the equivalent of $1 per day, and the highest percentage of people in the world living below $2 per day.

Both before and after independence, therefore, there has always been extensive scope for the intervention of NGOs in the area of service delivery. The government's policies and strategies aimed at bringing **development** to Zambia did not start in recent years; they date as far back as the 1960s. The focus on **poverty**, however, has essentially been in place only since the 1990s. This is also true for the NGO sector, given the fact that NGOs have traditionally not taken routes and approaches that have been radically removed from those of the government.

It has been observed that the policies adhered to in the First and Second Republics (i.e. between 1964 and 1991) did not serve the purpose of poverty reduction; instead, these policies tended to aggravate the poverty situation in the country:

> "Instead of reducing poverty, inappropriate past policies served to undermine much of the social and cultural fabric of the Zambian society and weakened the Zambian people's capacity to help themselves" (GRZ/UNDP, 1996, p. 25).

A major effect of the above policies was that the traditional self-help ethos was replaced by the culture of dependency on the state. Unfortunately, over time, the capacity of the state to provide on behalf of the people was steadily eroded. As the capacity of the state was eroded, correspondingly the scope of NGO intervention expanded.

As an example, due to the negative effects of the structural adjustment programme (SAP) on the disadvantaged sections of the population, the government committed itself to putting in place social safety nets, intended to mitigate the effects of SAP. One of the schemes is the Public Welfare Assistance Scheme (PWAS), targeted at the vulnerable groups – the aged, the disabled, the chronically ill, unsupported women, and children. This scheme is designed to provide food, clothing, and shelter, and meet the costs of education and health care, as well as provide institutional care for the aged, orphans, and destitutes. NGOs have also been particularly active is this area. Notable examples of similar NGO schemes are the Programme Against Malnutrition (PAM), and public works programmes, which provide temporary employment to the poor in return for food, such as the Peri-Urban Self-Help (PUSH).

The rationale behind PWAS and the programmes undertaken by such NGOs as PAM and PUSH is that while "handouts" are evidently not a developmental tool or strategy, it is morally correct to "salvage" those that otherwise would not survive if emergency measures were not put in place. Put differently, these schemes are necessary instruments for elevating people from a situation of helplessness and hopelessness, until they are able to rise to a status where they can help

themselves or can be helped to help themselves. As such, the thrust of these schemes is poverty *alleviation* rather than poverty *reduction*, in the long-term sustainable sense.[15]

By the late 1990s, however, a notable shift towards advocacy for "economic and social justice" had became well-established and evident among a few NGOs, especially among church-based organisations, such as the Catholic Commission for Justice and Peace (CCJP), and the Jesuit Centre for Theological Reflection (JCTR). This process had begun in the early 1990s, as a response to the negative impact of SAP on the lives of Zambians.

The implementation of SAP and the application of free market trade and other liberalisation policies, had a severe negative effect on local manufacturing industry and severely stunted the agricultural sector. In the same vein, the process of privatisation of parastatal companies led to a loss of formal employment opportunities. Between 1991 and 1996, about 60,000 people lost their jobs (Chigunta et al., 1998, p. 8) and the government had insufficient funds to settle what were legitimate, albeit meagre, redundancy claims. The privatisation of the mines, in particular, exacerbated the situation, with immense socio-economic costs.

The most significant adverse impact that occurred during the SAP era was a steep reduction in government social sector spending. Total government expenditure declined in real terms from K2,618 million (in constant, 1985 prices) in 1991, to K912 million in 1994. This decline was in turn felt sharply in the social sectors (GRZ/UNDP,, 1996, 95).

It was in this context, that in 1994, CCJP set up the SAP Monitoring Project, which was aimed at strengthening the public awareness and advocacy on these policies. Similarly, in 1998, the Jubilee-Zambia debt cancellation campaign was set up.[16] This campaign is a national movement advocating for the total cancellation of all of Zambia's foreign debt and that of other poor countries. The main goal of the campaign is to achieve effective and equitable debt cancellation that results in increased poverty eradication.

The persistence of widespread poverty in the world in the 1990s, led to more concerted efforts towards poverty reduction world-wide, Zambia included. It should be noted that eliminating poverty was a central theme of the United Nations Social Summit in Copenhagen in 1995. The Social Summit also proclaimed the period 1997 to 2006 as the Decade for the Eradication of Poverty.

In 1997, the Zambian Government commenced a process of developing, first a *National Poverty Reduction Strategic Framework* – which was released in May 1998 – and second, a *National Poverty Reduction Action Plan, 1999-2004*, published in December 1998. It should be clarified,

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[15] The distinction here is understood to be that poverty alleviation is a lessening (or cushioning) of the pains of poverty, while poverty reduction is reducing the number of people in poverty. Thus, education and skills training can be said to be aimed at sustainable poverty reduction, while food relief can be said to be targeted at temporary poverty alleviation.

[16] The movement was formed as an initiative of the three main church bodies in Zambia, namely the Zambia Episcopal Conference (ZEC), the Evangelical Fellowship of Zambia (EFZ), and the Christian Council of Zambia (CCZ). It comprises trade unions, student groups, academicians, the private sector, the church, women groups, and interested individuals.

however, that although it was circulated, the ***National Poverty Reduction Action Plan*** was never adopted as the government's final action plan on poverty reduction. The involvement of NGOs in this exercise, though, was limited in that they were merely ***consulted*** and did not actually ***participate*** in the formulation of the plan.

Due to the international concern over the increasing levels of poverty, even the multilateral development lending agencies, such as the International Monetary Fund (IMF) and the World Bank, made the development of a Poverty Reduction Strategy Paper a condition for accessing loans. Due to the IMF/World Bank conditionality referred to above of producing a full-fledged Poverty Reduction Strategy Paper, the Zambian Government embarked on the process of preparing a PRSP in 2000.

As has been indicated above, NGOs were merely consulted in the preparation of the ***National Poverty Reduction Action Plan, 1999-2004***. In the preparation of the PRSP, however, as part of civil society NGOs actually participated. From inception, the understanding was that the PRSP process should be widely consultative. The document should be produced in a participatory manner involving all interested stakeholders.

Although civil society organisations (CSOs) were included in the working groups that were set up by the government to study and analyse the various sectors, and to propose policies, programmes, and activities that could best contribute to economic growth and poverty reduction in each of the sectors, nonetheless, there was concern among CSOs that they were not adequately/appropriately represented in the working groups, and that the voices of Zambians might not be adequately heard and responded to in the PRSP process. Consequently, CSOs undertook their own PRSP process by forming a coalition under the name "Civil Society for Poverty Reduction" (CSPR),[17] and prepared position papers covering various thematic areas.

The CSPR/PRSP document was completed in June 2001, and was formally handed over to the Minister of Finance and Economic Development at a public ceremony in 2001, which was one year before the completion of the government PRSP. The CSPR initiative was not conceived as a parallel PRSP, but as a direct, civil society contribution to the final, national PRSP document in order to enrich the understanding of poverty in Zambia, to highlight the priority areas to be responded to, to improve the final PRSP document, and to enhance the domestic ownership of the final PRSP document.

The involvement of Zambian NGOs in the PRSP process has been described as a positive model for Africa (Centre for Policy Studies, 2002 and Mwinga, 2002). It has been observed that Zambian NGOs have fully participated in the PRSP process and the majority of their views have been reflected in the government PRSP document, and also that the Zambian PRSP process has strengthened consensus among NGOs on national poverty reduction goals and strategies.

It should be noted, however, that the CSPR has been criticised by CSOs in other African countries for appending itself to the government poverty reduction initiative, which may have

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[17] CSPR comprises of a steering committee of 22 CSOs working in various fields, as well as a larger network of CSOs.

compromising results, rather than maintaining a separate, complementary role to the government (Mpepo, 2002).

In addition, it has been observed that although Zambia's CSPR appears to be the most effective form of NGO activism on poverty in Southern Africa, it is Lusaka based. People in the regions did not own the process. Most prominent NGOs have no presence outside Lusaka and the Copperbelt, and it is questionable whether these NGOs speak for the poor. Interviews with civil society actors reveal that those whose voices are likely to be heard by government are city based, formal NGOs who have few rural links (Centre for Policy Studies, 2002).

In the Zambian context, however, the importance of lobby and advocacy in holding government to implement the poverty reduction agenda should be stressed. As has been noted for the Southern African region:

> "Implementation of poverty reduction strategies is impaired because there is no politically influential lobby holding officials to account. In theory, we might expect governments to implement their stated policies energetically. In reality, implementation very often depends on the degree to which officials face pressure to implement – particularly when faced with competing priorities and limited human and fiscal resources. It may, therefore, be naïve to expect energetic implementation of poverty reduction agendas in societies in which the poor lack the voice to hold implementing officials to account" (Centre for Policy Studies, 2002, p. 3).

Relations between domestic NGOs: collaboration and rivalry
As part of the wider civil society, generally NGOs in Zambia do not collaborate effectively. The interventions occurring between and among them, and between them and the government are incidental and unplanned. According to Machila:

> "Whereas coordination seems to happen somewhat within sectors, such as business communities, churches, trade unions, political parties, women's groups, farmers' groups, etc., very little has been done to harness these sectors to see themselves as all contributing to a common development process" (Machila, 2002, p. 7).

It has also been observed that Zambian "NGOs do not cooperate among themselves, except in connection with election monitoring…" Even "NGOs working on democratisation …rarely cooperate at a satisfactory level" (Pedersen, n. d., p. 5).

There are three main reasons for this lack of communication and cooperation. Firstly, several NGOs are led by very strong leaders who have problems suppressing their personal ambitions to improve cooperation with other NGOs. Secondly, smaller NGOs are afraid of being overshadowed by larger ones. Thirdly, NGOs are competing for the same donor funds – a fact which engenders distrust.

Although there is significant NGO mobilisation in Zambia, it is rarely in support of poverty reduction. Similarly, although there is substantial action against poverty, particularly by grassroots organisations, most of this activity is devoted to welfare activities designed to

alleviate poverty rather than advocacy for policy change. A key weakness is failure both to cooperate sufficiently among NGOs to sustain a workable poverty reduction campaign and to engage with business. Even the more positive CSPR model referred to above is, in essence, a loosely organised coalition and does not represent effective cooperation.

While there is significant NGO activity in support of poverty reduction in Zambia – in fact, Zambia is seen as a model – Zambian NGOs lack the capacity to undertake a long-term, sustained coordinated campaign against poverty, due to technical and financial constraints, and also because they are not embedded enough in the constituencies for whom they purport to speak, in particular the poor (Centre for Policy Studies, 2002).

It may be a valid observation that NGOs do make significant efforts to influence the poverty reduction agenda, particularly in response to the PRSP. However, activity is disproportionately concentrated on making representations to government rather than on a broader attempt to assemble a coalition in support of poverty reduction. There is no link between participation in official processes and the creation of a social coalition through mobilising citizens and influencing public opinion.

As has been pointed out above, NGOs in Zambia are able to unite around key political issues – such as against the one-party state and President Chiluba's third term bid – and to campaign successfully for common goals; this activism, however, has rarely been applied to the poverty reduction agenda. A positive perspective, though, is that the influence exhibited by NGOs in the above events demonstrates their potential power, should this power be mobilised in support of the poverty reduction agenda.

State-civil society relations: the administrative and political environment
At the outset, it should be reiterated that government and NGOs are partners in development. NGOs can also play the role of watch dog on government. In the process of creating a better society, the various actors should be partners in development. The basis for working together should be a conducive and enabling environment for them to undertake systematic development.

On the other hand, it has been asserted that:

> "Zambian NGOs are not sufficiently embedded in local communities to be able to communicate and cooperate with the rural populations. Further, their relationship with the state/government [has been] distrustful and at times even violent" (Pedersen, n. d., p. 1).

Similar to many other African governments, overall the Zambian Government is more comfortable with NGOs that complement its own functions, such as provision of basic services. NGOs are left free to operate as long as the government does not feel threatened or challenged by their objectives and general work. Expectedly, this is usually not the case for NGOs operating in the "political" sphere – in areas such as advocacy, human rights, democratisation, civic education, or elections monitoring – especially when this entails criticising the government. Often, the government perceives the NGOs' activities as undermining its power and legitimacy, and reacts accordingly.

> "Financially, the government feels threatened since NGOs are better able to attract donor funds. They feel they have competition trying to take away the money that would have come through official channels. This is important because in poorer countries resources to spend are often equated with political power" (Pedersen, n. d., p. 2).

The determinant bases of the relationship between the government and NGOs in Zambia are the functions of the various NGOs. Those working in the areas of service delivery, for instance health and education, have a cordial and even mutually supportive relationship with the government. On the other hand, NGOs working in the "political" areas outlined above tend to have an antagonistic relationship. It is common for NGOs to be accused of being opponents of the Zambian Government and of Zambian (ruling party) politicians. A typical example is a recent feature article in a Government-owned newspaper, in which it is stated that:

> "Non-governmental organisations (NGOs) in Zambia have acquired notoriety for opposing the Government and politicians in general" (***Sunday Times of Zambia,*** 2003).

It should be noted that the space that is opened up for the operations of the NGO sector in a country has to do with how far the democratisation process has gone in the specific country in question. In this respect, part of the continuing constraints for the operations of NGOs in Zambia should be understood in the setbacks that have been experienced in the country since the initial, promising, democratisation efforts in 1991, efforts that in some respects have been significantly rolled back. As has been observed:

> "in Zambia, where promise of democratic renewal after the collapse of the one-party state has not been fully realised, government-civil society relations remain tense" (Centre for Policy Studies, 2002, pp. 38-39).

Nonetheless, in the service areas, NGOs in Zambia play a significant, and at times a critical role, for the poorer sections of society. Another positive perspective then is that aspects of poverty reduction may be issues on which the government is more willing to engage with NGOs than on democracy and similar issues, which may be seen as threats to the governing regime's hold on power.

Donors' relations with the NGO community
Many NGOs in Zambia are perceived as agents of donors and as local counterparts of international development agencies. For example, in the newspaper article referred to above, it is alleged that:

> "A majority of NGOs in Zambia represent the donor community. They are megaphones through which the donor community makes its views known. They are heavily funded by donors. Consequently, they are answerable to their masters, the donors. This is the main reason why some are very arrogant and have no respect for the Government and its institutions" (***Sunday Times of Zambia,*** 2003).

With regard to funding, it is a fact that most NGOs in Zambia are "totally dependent on the funding from the international development cooperation agencies" (Oswaldsson and Torring,

2002, p. 2). This point is reinforced by Mudenda: "almost all the financial resources used to fund NGO programmes and activities in the country are from international donor agencies" (Mudenda, 1999, p. 169).

This dependence on external funding is not peculiar to Zambian NGOs; it has been identified as one of the defining characteristics of NGOs elsewhere in the third world. This situation has led to accusations from government officials against Zambian NGOs, namely that they are unable to exist on their own or on funds raised internally in the country, and that this indicates that they represent the international community and not the Zambian population. One implication of this dependence is that NGOs and their projects are not able to continue should the donor withdraw.

Another effect of this almost total dependence on donor funding is that some NGOs are more interested in donor shopping, i.e. trying to get as much funding as possible from donors separately (Oswaldsson and Torring, 2002).

The donors, in turn, are dependent on NGOs, "as donors need to find effective partners in order to get results" (Oswaldsson and Torring, 2002, p. 74). The donors consider NGOs as effective partners in the implementation of development programmes, due to their ability to undertake small-scale projects and to communicate with local communities (Pedersen, n. d.). As a result of this perspective, donor funding to Zambian NGOs increased significantly in the 1990s. The increase in funding is also due to the view of academics and donors that NGOs are credible alternatives to government implemented development projects. This view is based on the understanding that NGOs are based in local communities, which enables them to understand and communicate with the people and help bring about participatory development.

There are several negative aspects associated with this donor dependence. Mudenda has noted the following:
> "• Crisis of identity in the sense that local NGOs are perceived as mere extensions or agents of their financial backers.
>
> • Local NGOs are seen, and sometimes treated, as aid managers and not development agents in their own right.
>
> • Local NGOs are often forced by donors to concentrate their efforts on welfare, political and human rights issues at the expense of promoting entrepreneurship and enabling people and communities to participate in the national economy.
>
> • Local NGOs are burdened with social responsibilities and denied the resources and facilities to engage in meaningful policy dialogue.
>
> • The short donor cycles, in turn, result in local NGOs having to settle for short planning horizons, no security for employees, and thereby not being able to attract the necessary local expertise.

- The inordinate dependence on external funding has resulted in a culture of dependence to the extent that the future of local NGOs is predicated on the whims and caprices of donors" (Mudenda, 1999, pp. 169-170).

Mudenda also points to the danger of NGOs concentrating on issues that are fashionable in the eyes of the donors, ignoring other more important aspects that could together achieve sustainable development. It has also been noted that the interests and preferences of donors have influenced what types of NGOs have emerged.

Relations between domestic and foreign NGOs
Historically, some of the current NGOs were local chapters of international organisations. These include such organisations as the YWCA and the Red Cross. In the early post-independence period, the most influential NGOs were the international development organisations, such as the volunteer organisations, for example the (British) Voluntary Service Overseas and the Canadian Universities Service Overseas. Much of the involvement of these international NGOs was in the provision of skilled personnel to government departments. A few international NGOs, such as OXFAM, dealt specifically with poverty issues.

Another group of international NGOs supported special interest groups in the country, for instance the Friedrich Ebert Stiftung of Germany – which supported organised labour, or the Swedish Cooperative Centre – which supported the cooperative movement. The support provided by such NGOs was in the area of institutional support and capacity building. In this way, such international NGOs have played a crucial role in ensuring the continued existence of domestic NGOs.

From the 1980s, and particularly after 1991, foreign NGOs gave significant support to the formation and development of domestic NGOs and CBOs.

On the domestic scene, operationally domestic and foreign NGOs tend to play complementary roles, particularly in the areas of service delivery, depending on their capacity.

Sustainability of domestic civil society
By the end of the 1990s, NGOs in Zambia had become well-entrenched social organisations. As Mudenda has observed:

> "NGOs in Zambia have taken their rightful place as organs of civil society. It is no longer conceivable to discuss or implement any political, economic or social reform without the active participation of some NGOs" (Mudenda, 1999, p. 163).

From a national perspective, NGOs in Zambia are generally urban based. This causes a situation where there is often lack of a common understanding of, and a common grounding on, issues between the urban NGO officers and the rural communities that they purport to serve. This leads to lack of effective representation of the poor from the perspective of *influencing* policies and agendas.

Given the over-dependence of Zambian NGOs on external resources, a major consideration concerning the sustainability of domestic civil society lies in the following:

- developing domestic alliances on the basis of which domestic operational resources can be effectively mobilised;
- accessing start-up endowment funds, from international donor agencies, which would provide both long-term financial security and greater programming independence for local NGOs.

Realistically though, and in the immediate future, it should be pointed out that domestic funding is insufficient to sustain the NGO activity required to implement an effective poverty reduction agenda; local resources for this purpose do not exist (Centre for Policy Studies, 2002).

MS as an NGO in Zambia

NGOs in Zambia – both foreign and indigenous – have the dual role of supplementing government efforts in service delivery, as well as an advocacy, 'watchdog' role on government activities, on behalf of the citizens. As a foreign NGO, however, and given the atmosphere of antagonism and mistrust between the Zambian Government and advocacy NGOs, MS-Zambia has to tread carefully. Clearly, the role of MS-Zambia is not one of service delivery, particularly that its work is to support the implementers, its Zambian partner organisations.

Herein lies the challenge. The choice of partners has to be strategic in that the partner organisations chosen have to be potentially effective organisations in long-term, sustainable poverty reduction. This potential has to be actualised in a partnership relationship. Among the major considerations in the partnerships that MS-Zambia enters into are:
- clarifying the respective responsibilities, and ensuring that the respective responsibilities are fulfilled;
- establishing productive synergies between support to partners operating in the area of service delivery and those operating in the area of advocacy, including providing support to efforts aimed at the promotion of a conducive and enabling environment for an effective partnership between NGOs and the Zambian Government, in the interests of poverty reduction.

The major building and bonding requirements of partnership are the following:
- Shared values, ideology, and understanding of development and poverty reduction
- Complementarity in strengths and competencies
- Mutuality and respect, based on 'equality'
- Legitimacy and accountability
- Time and availability.

Given that MS-Zambia has chosen to work through partners, creating effectively functioning partnerships with Zambian partner organisations is the most important challenge facing MS-Zambia. This issue is dealt with in Chapter 7.

As an international NGO, MS Zambia has a role to play:

- In creating a more conducive atmosphere for cooperation among Zambian NGOs.
- In giving advocacy NGOs the necessary backing and support to stand up against government pressure.
- In clarifying issues, and in helping NGOs to efficiently lobby for issues of public interest.

MS Zambia cannot stand alone – it can only work through indigenous NGOs. This makes its work as an NGO less measurable and its results less visible. At the same time, it places MS safely within the context of the NGO sector in Zambia, as a service provider and partner in development objectives.

CHAPTER 4:   MS IN ZAMBIA

Historical background

MS has a long tradition in Zambia, having started operating in the country in 1968. The Danish Volunteer Service, as it was called prior to 1993, has been one of the larger volunteer services in the country since the 1960s. DVS was feeling the same crisis as other volunteer services during the 1990s: ideally one wanted to reach the poor with sustainable development, wanted to demonstrate through the example of young volunteers that a more democratic culture can motivate people to more constructive thinking and participation, and to more production as well. In practice, however, confronted with the realities in a job in an organisation in a developing society, the volunteers ended up filling gaps and delivering services in health, education and agricultural projects, essentially where the country did not have sufficient trained manpower, and/or in placements where the trained nationals did not want to go. When the countries eventually had larger numbers of qualified nationals, volunteers ended up even competing against them, either because the institutions lacked funds for employing nationals, or even because the volunteers were cheaper labour. An additional benefit of having a volunteer, and sometimes the primary motivation for requesting a volunteer, was often the fact that most services provided a vehicle – an important asset in a country riddled with transport and other logistical problems.

For similar reasons, Mellemfolkeligt Samvirke (MS), the organisation that had been contracted by DANIDA (and approved by the Danish parliament) to manage the Danish Volunteer Service, also felt a need to adjust and reacted to the felt crisis of voluntary services by developing an elaborate new programme, in which all the positive intentions and objectives are systematically integrated. The organisation defined the meeting of cultures as a central value in itself. DVS renamed itself as MS – Danish Association for International Cooperation. In Zambia, the Country Office started to implement the new programme. But it was not an easy task to reorganise a country programme with many partner organisations that had been supported for many years, and had expectations from MS. Old partners – often having received support from DVS/MS for up to twenty years, and with several volunteers or DWs – were scrutinised and most of them suggested to be phased out. The Country Office started to negotiate partnership agreements and phase-out arrangements. Yet, until the external review of the country programme in 1999, the structure of the programme had not basically changed, and it proved difficult to implement a programme that was felt lofty and difficult to operationalize.

It is important to point out that the changes that were made to the MS-Zambia programme after 2000 were meant to further strengthen an already effective programme. The 1999 external review indicated that:

> "The MS-Zambia programme is relevant, it is well implemented, the dynamics between MS-Zambia and its partners are positive and the team has observed a number of positive results." (MS, 2000 b, p. 15)

At the same time, MS in Denmark had commissioned a review of the "MS in the South" programme in practice, in all the countries of operation. This review, which came with a report early in 2000, recommended that the partnership approach and the essential parts of the programme based on inter-cultural cooperation should be continued, but criticised that it was not applied in full, and difficult to be put into practice. The review asked for operational guidelines, particularly for the objective of inter-cultural cooperation and the partnership approach

Recent programme developments

As indicated above, in 2000 and 2001, MS Zambia worked on preparing a country specific policy paper, which was to apply the new programme to the conditions of MS in Zambia, on the basis of a broad consultative process. The previous MS-Zambia policy paper covered the period 1996 to 2000. Rather than immediately move into another policy paper, the end of the 1996-2000 policy paper was followed by a period of review, reflection, and analysis. This was in order to take into account both the experiences of the MS-Zambia programme so far, and also the changing socio-economic and political situation in Zambia.

A major aspect of the 1999 review of the MS-Zambia programme was how it related to poverty reduction. The review found that while the programme was relevant in its orientation towards poverty reduction, there were a number of aspects that needed refocusing, in order for the programme to be more effective. For its part, the MS in the South review found that there was a gap between the policy and the actual implementation of the policy on poverty reduction in the MS country programmes.

The Policy Advisory Board was formally in charge of the formulation of the new policy paper for the period 2002-2006. Partners in all the three provinces in which MS worked were invited to participate in a debate, special meetings were held in each province and in the centre, and the Annual Meetings discussed the work. At the end of 2001, the PAB adopted the MS Zambia Policy Paper 2002-2006.

The very process of drafting, debating and revising the policy document appears to have been a very inspiring and educating event. The PAB took the role of guiding the debate. The PAB is composed of nine members. Only three representatives of partners belong to the PAB; three are representatives of Development Workers, and the other three are independent Zambian individuals who are appointed by the Country Office, on the basis that their professional expertise would be useful as advisory to the country programme.

But the debate was given much wider participation and effect by holding regional meetings in the provinces, bringing the debate into the annual meetings and in other ways encourage the partners to involve in it. This process appears to have succeeded in creating a feeling of belongingness to MS among partners. It certainly has contributed significantly to spreading the message and to expand the understanding of MS policies in the partner organisations. Through this process MS Zambia has been able to disseminate quite some of the enthusiasm and energy for the new programme to the partner organisations – and to some degree even to the partners (in the sense of those people who cooperate in their daily activities to also cooperate with MS in its programme of inter-cultural cooperation).

Country program papers were drafted in all countries where MS is working. However, the team got the impression that both the participation and the enthusiasm for the process was special in Zambia. In any case it was unique if compared to other NGOs and international agencies in Zambia.

Yet, it also appears that in spite of a commendable effort, the process was still limited in its outreach in the sense that only a limited number of leaders from each partner organisation did participate actively and got a more profound grasp of the policy paper and its implications. Moreover, the premises for the policy debate came from MS, and the process in Zambia was one of adopting and adapting them to Zambian social and political conditions. Rather than a free debate on Zambian development, it was a closely guided process of making the MSiS strategy applicable to the MS programme in Zambia.

The policy paper defines the mission of MS Zambia as "MS Zambia engages in cross-cultural partnerships that seek to empower the poor at local level to improve their livelihood". Actually, even this concept was challenged in the wrap-up workshop, claiming that the poor have to empower themselves, and that MS can only attempt to facilitate and assist their self-empowerment. An idea to which the Team certainly agrees. In practice, though, it may often be both possible and necessary to take initiatives outside the realm of the poor themselves to create openings for self-empowerment.

Based on an analysis of the experience of the last years, the policy paper came up with several important new ideas and formulations, the most important one being *the "WAPAC approach"*. The policy paper narrowed the programme in Zambia down to three major areas of interventions: *agricultural management at community level; community based natural resource management; and democracy and governance at local level.* (p. 10). The policy paper goes a step further in operationalising "empowerment" in a Zambian context by working out five dimensions to be used as criteria for selecting partners and evaluating their achievements: how they assist the poor in enhancing their *well-being, awareness, participation in decision making processes, access to* and *control* over resources (p. 8-9). This definition has since been applied in the MS programme in Zambia, and has been named the *"WAPAC approach"*.

The process of developing the policy paper can thus be seen as a major achievement in itself in MS Zambia, even more, maybe, for its internal dynamics and achievements in a collective consciousness than for the paper it produced in the end. Yet, at the same time, the process was closely guided in practice by two persons, the co-ordinator, and an external consultant. And it started from and was guided by the MSiS policy. It could hardly be different. Even in the best case, a debate will always be informed by the ideas of a few, and will have to base itself on existing formulations of philosophies and programmes. For MS Zambia it must have been a very important process, creating a group spirit and spreading an enthusiasm for applying the new policies. This process did more than modernizing the Danish volunteer service – it made MS Zambia a more flexible and inclusive partnership programme.

It should also be noted that in comparison to other policy papers in the MS family, MS Copenhagen commented favourably that the MS-Zambia policy paper had taken a novel and

challenging approach. Yet to be seen, however, are the modalities and, eventually, the results of its implementation.

The policy paper brought the programme several steps closer to implementation. But still it is far from constituting the "operational guidelines" asked for. The real problems start when policy is confronted with the limitations imposed by realities in poverty, infrastructure, health. Faced with realities, the principles are difficult to apply, and development workers may still feel left in limbo between the expectations of partners and the principles, for example of being advisers, not doers, or of refusing unsustainable assistance.

Also, the process has involved extensive communication in a participatory spirit. And still there is a lack of understanding in the lower ranks of the partner organisation staff. When it comes to a concrete conflict of interest a partner may still feel "entitled" to assistance from MS, rather than responsible, and prefer to escape into dependency, accusing MS for not assisting, instead of taking charge and finding creative new solutions.

We are thus far from criticising MS by pointing at these limits of the communication process. We appreciate and highly commend the process and the way it was handled. But we underline its apparent limitations to impress on MS a constant need for communication, repetition, and for making the decisions known and understood by each stakeholder anew.

In February 2002 MS Zambia recognised that the programme had been approved and that the PAB and the Country Office had now to work on implementing it. In May 2002, three workshops were held, one on agricultural management at community level, one on community-based natural resources management, and one on democracy and governance at local level, to involve partners and DWs in the application of the new programme and to build it on their experience.

In the meantime, MS had placed a new Coordinator in Zambia, with the mandate and ambition to put the new policies of MS into practice in the country. With lots of energy and enthusiasm for the new programme, MS Zambia started to scrutinise the programme for possible inroads for change. All partners were reviewed, particularly those who had been supported with volunteers and assistance from DVS and MS for a long time, sometimes over 20 years, and those who had been started by MS in earlier periods. Negotiations on phasing out were started with selected partner organisations. These were partnerships that did not fit into the new profile, or had, by the judgement of the Country Office, reached a level that allowed them to stand on their own feet, or even those that were considered not sustainable in any case without outside assistance. With other partners a process of formulating partnership agreements was started. The process appears to have been inclusive and based on negotiation and debate.

However, the process of negotiation with many partners at the same time appears to have led to some lack of communication and consistency. Actually the communication problems were located mainly within the partner organisations that were not able to involve all their staff and members in the dialogue. Thus, what was discussed between MS and some partner representatives did not trickle down to all its members and employees. Nor did MS understand this problem sufficiently to consciously address this wider group.

This problem is not surprising, given that contracts were negotiated parallel in many projects, and that a limited number of staff had to guide the process through with many partners simultaneously. Implementation of the new policy was in practice enforced in a short time. This was by design and not due to lack of time, even given a large number of partners who more or less depended on MS support. In particular the decision to phase out a partnership demands understandingly some tough decisions. If such decisions are to be implemented "in partnership" and in a democratic negotiation, it needs more, not less, communication. Apparently the "Phase out workshops" held came as a shock to some of the partners. Even though most of the central representatives of phased out partners say they understood and accepted the reasons for phasing out, they probably did not fully understand all the implications. In fact, in some cases some members of organisations that were about to be phased out protested during the meetings at which the phase out was being explained, basically that the time timeframe for the phase out process was too short. Even less, members and representatives who did not participate personally in the negotiations understood.

One may question whether it is important that individual members of partner organisations have a thorough understanding of MS as an organisation and of the MS partnership approach. It may be much more important that decision makers in the partner organisations know and co-operate closely with MS, and that they – constituting the institutional setup of the organisation – develop the capacity to conduct their business in accordance with the needs and expectations from their membership. This is indeed an important issue in the concept of partnership. If a partner organisation is constituted of its members, then MS is assisting the members to improve their organisation. If they don't know the implications, how can partnership work? How can a DW improve the organisation's capacity to enhance their wellbeing without their knowledge? At the same time, much of the actual dealings are with the leaders, not the members, and after all the contract is signed between MS and the partner organisation. Still, the members are the owners and the beneficiaries, so they should be involved and can not be kept ignorant about the principles through which their organisation gets assistance.

Observations on the current MS-Zambia programme

For new, present, and even phased out partners, the Team got the impression that there was a need for much more information, explanation, repetition and education to create a broad understanding of the concept of partnership and the reasons and consequences in practice for their work. This is more an educational task than an administrative arrangement.

There may be reasons to suspect that some representatives did not want to understand, or that they expressed understanding for principles but continued to consider continued support as almost a traditional right. We will come back to that issue in the section on phasing out. Here we are concerned about the process of implementation and its reception by the partners. We have the impression that the debates on the programme were not by all partner organisations brought together with the negotiations on partnership contracts or phase out contracts. One dealt with principles, which were easy to accept, the other dealt with practical issues of relations between the organisations, of support, and of financial assistance.

The new programme is composed of a large number of basic objectives, cross-cutting issues, and fundamental concerns, all of which are sound and desirable. But in practical implementation, in

a given social economic and political context, they may appear confusing and they may conflict with each other, and with the needs of reality. There are no easy solutions to such problems, while the sustainability of a partner organisation may depend on finding one. We will here just mention two of these aspects, and leave details to later discussion.

One is that most NGOs are in fact dependent on resources from outside. Particularly NGOs dealing with educational activities or with networking do not generate income. Their clients are not able to pay for their services, and asking for payment would exclude the most deserving clients. One particular problem in this field, which is coming up again and again, and is as old as the volunteer services themselves, is transport. In a country where distances are tremendous, roads are bad and deteriorating, and cars are scarce, transport is a headache for even the best organised partners. Without transport, the activities of any organisation are severely limited. A weak partner may well be handicapped and excluded from access to its clients or beneficiaries without transport. Therefore DW's are welcomed also because they dispose a vehicle, which the partners – or rather, the individuals within the partner organisation – hope to be profiting from.

MS Zambia has decided to allow the partner to make use of the DW and his vehicle for work related transport, provided (sometimes) the DW can drive and the partner pays. To teach partners that transport has a cost, they have to include transport in their budget, which MS may finance, and they have to pay to MS a fee per kilometre for using the vehicle. A pedagogical arrangement which leaves the partner even more dependent: for insurance (and other) reasons, only the DW him(or her)self is allowed to drive the car. If the DW is engaged in important business or otherwise prevented, the partner is deprived of access to transport. There may be other local alternatives for hire, but such cars are very expensive, unreliable, and not a sustainable alternative for a partner to build on.

Another issue of practical importance is accounting services and a transparent administration of funds. Trained accountants are hardly available in more remote areas, and if they are, they are expensive and have many job opportunities. In practice, time and again MS has helped a partner by giving training to their accountant, only to see the person shifting to a better paid job with competing organisations or businesses. The partner is back at the earlier situation with an unqualified accountant in charge of funds for which MS expects accountability both to the members and to the MS staff. We will later in more detail report on some examples. MS has treated these cases "in a professional way", that is, MS has pointed out the problems and shortcomings in the books and requested the partner to engage a professional accountant or an auditor to put the books in order.

We have seen several cases where financial irregularities led to a suspension of payments to a partner to be phased out. In two cases, at least, it appeared the partner organisation did not grasp fully the implications, and expected that payments of the amounts stipulated in the phase out contracts would be paid once they had cleared the irregularities. However, they could not within a reasonable time clear the financial problems to the satisfaction of MS, and payments were not resumed. While MS considered the partner as phased out, representatives of the partners expressed that partnership had not ended properly. A staff member of one of the organisations accused MS of "breaking the contract, holding us hostage, and trying to destroy us (the partner

organisation). In another case, partner representatives accused MS of not keeping their promises and terminating them instead of phasing out.

We cite these examples here relatively extensively to exemplify how different the same facts can be experienced, and how wide the gap in communication can become. We will later discuss the problems in phasing out in more detail, here we only highlight the problem in communication. Especially in important sensitive and potentially controversial issues like phasing out, it is very essential that communication is thorough, correct and detailed. And it may not be enough that the leaders of an organisation have understood. A partnership is, by design and intention, to be between MS and the members (and "beneficiaries") of a partner organisation – although, admittedly, the beneficiaries are represented by their elected trustees. If the members, and even senior staff members, do not understand why their organisation is phased out, or do not know the phase out contract and its meaning, or do not know whether they are phased out or not, then definitely communication has not been efficient.

Of course, there is also the question of whose responsibility it is that the members of a partner organisation receive and understand the necessary information coming from outside, whether the information is from MS or from any other institution that the partner organisation deals with. Quite often the problem is that internal communication within a partner organisation is also at fault. Still, it does not free MS from being concerned about improving partner-internal communication, and making sure that issues concerning its relation to the partner is communicated to all who should know.

We repeat that we greatly appreciate the enthusiasm and the energy with which the Country Office staff have taken on the task of restructuring the programme of MS Zambia. But enthusiasm cannot replace understanding with the partners. And the partners are not just the administration of the partner organisation, but all those who have a reason to know and to understand.

When restructuring began, Zambia had a large group of partners who had been receiving MS (and earlier DVS) support for a long time. Some of them were even initiated by MS and had benefited from several volunteers and development workers over a long time. A list over partner support from 1995 to 2000 names 54 organisations receiving financial support. A revision and consolidation of the "portfolio" of partnerships was necessary. The number of active partnerships has since been reduced considerably. To the 2003 Annual Meeting, some 40 partner organisations were invited, but invitations included several former partners and phased out partners, as well as potential partners that were in a pre-partnership phase.

Today MS Zambia has only 11 development workers in the country, of whom one works full time in the Country Office, as information officer, while two others are part time in the CO, working part time or in ad hoc partnership placements in Lusaka. There are several partner organisations waiting for a development worker, but recruitment, preparation and placement take time – too much time, say many partners – and MS Zambia cannot increase the number of development workers as much as planned and expected.

There are 13 active partnerships at present, in addition there are 15 that are waiting for a development worker or in the process of formulating a job description and a request for a DW. Ten partner organisations have at present a DW, three in Luapula, three in Eastern province and two in Lusaka province, plus two Lusaka based partners having a DW on part time or ad hoc basis working in their organisation. The target is to eventually have 25+ partnerships and 23-25 development workers in the country programme.

The Country Office has a staff consisting of two expatriate employees, and five Zambian professional employees – three programme officers, responsible for one province each, and two in the accounting section. In addition come several Zambian employees responsible for technical services, from the reception to driving, gardening and house keeping. In addition, one DW works as information officer at the CO (and in addition as *"ad hoc"* adviser to the newspaper "Community Voice") and two other DWs spend half of their working time at the country office.

CHAPTER 5:   POVERTY REDUCTION

Poverty reduction is one of the two basic objectives of MS. Though MS insists on the twin goals being equal and complementing each other, one is tempted to rank poverty reduction first, as against the second which is inter-cultural cooperation. After all, while inter-cultural exchange and cooperation certainly can be conducted for its own sake, in the context of development work it is first of all a means by which to assist poverty reduction. But one could hardly claim that poverty reduction is a means to facilitate inter-cultural cooperation..

Modes of operation and current policy focus

The MS Zambia policy paper specifies poverty reduction further in formulating the first overall goal of MS in the South "to contribute to poverty eradication through local empowerment" (p. 1). It further defines the "mission" of MS Zambia in "engag(ing) in cross-cultural partnerships that seek to empower the poor at local level to improve their livelihood" (p. 1). This formulation indicates a rather indirect approach towards poverty reduction: rather than improving access to resources or enhancing skills among the poor, the policy paper talks about empowerment leading to poverty eradication. This has repercussions on the programme, and makes the effect of the programme on poverty more difficult to measure.

However, the approach is based on the understanding that effective, sustainable poverty reduction efforts should focus on the *root causes* of poverty. In the MS policy paper, poverty is defined as a ***combination*** of:

- low income (monetary and non-monetary)
- lack of access to basic services
- lack of influence on one's own living conditions.

It follows from this definition that poverty reduction efforts have to be designed in such a way that they, ***simultaneously***, address the three aspects of poverty that are outlined in this definition of poverty.

Until 2000, the MS Zambia programme had concentrated its work in four major fields: Income generation and skills training; Food security; Natural resource management and Decentralisation. The policy paper analyses experience concerning the impact and effect of MS involvement in these four areas, and concludes that skills training, in a changed economic climate and infrastructural environment, should be left to other agencies that are better placed for the task. In the field of food security, the paper recommends to re-focus attention from farmer training centres towards more directly addressing programmes directed towards farmers in the local communities, and to "enhance the capacity of farming families to deal with the realm of a liberalised agricultural market" (p.7). The paper confirms experience that suggests to continue with the activities in Community Based Natural Resources Management. In the field of decentralisation, it suggests that the district councils, and in future the wards and sub-districts, need to be strengthened and to improve their capacity to deliver local services and to respond to demands for accountability. It further suggests to increase emphasis on supporting the culture

and attitudes in the communities to demand service and accountability from existing local government structures. It suggests that MS Zambia has a role to play in enhancing democracy and good governance at community level, even if this ought to be seen in a long-term perspective (p.7).

MS Zambia is very much aware of the three "generations" of understanding and attacking poverty: from the earliest concept of help towards development at the *grassroots* including *service delivery* towards *awareness raising* and assistance to local initiatives and local involvement, towards *advocacy* and support for local institutions working with advocacy for the poor. Both the policy document and the debates at the Annual Meeting and at the wrap-up workshop, as well as the partner visits gave ample evidence for such awareness.

While MS Zambia does not rule out supporting efforts for development at the *grassroots* and *service delivery*, the concentration is much more on *awareness raising* and *advocacy,* and in practice, new efforts of the first category may need much argumentative strength and perseverance to be heard at the Country Office.

Reaching the poorest strata through intermediaries

MS Zambia insists in seeking to empower the poor through engaging in cross-cultural partnerships, rather than by directly supporting development at local level or engaging in service delivery. This indicates high priority to attempts at reaching the poor through intermediaries. MS Zambia wants to strengthen local initiatives and capacities of local organisations, rather than replacing them by doing their work. The CO insists that DW's should not be doers, but advisers – sometimes to a point where it can get frustrating for a DW to ignore the expectations and demands of a partner who knows that the DW would have the capacity to help them out in a concrete need situation.

One rationale for the shift in the 1990s challenging the DW to be an adviser rather than a doer is that the DW will only be with the partner organisation for a brief period, usually two years. The focus, therefore, should be on assisting the partner organisation, who will be the 'doers' long after the DW has left, to enhance their long-term capacity to 'do', in a sustainable manner. However, in order to be a relevant and effective adviser, necessarily the DW has to participate in the activities of the partner organisation, in order to acquire appropriate insight on the basis of which to provide appropriate advice.

Nonetheless, this approach makes it more difficult to measure the effects of MS intervention. A DW placed in the administration of a partner organisation as an adviser has few visible results to show when it comes to poverty reduction. It will in most cases be impossible to eliminate which successes are due to the advice of the DW, as against the ones who took the advice and put it into practice. In addition, partner organisations do not work in isolation, and improvements in terms of empowerment of the poor is seldom if ever a result of just one factor and one organisation's work. MS takes a rather indirect approach to poverty reduction, which can also only be judged by its indirect results. Still, in visiting partner organisations the Team did come across clear indications of results, some more directly visible and even measurable, others only indirectly indicating success or lack of effects on the poverty situation and the "WAPAC" (well-being, awareness, participation in decision-making, access and control) of the poor.

MS-Zambia is aware both of the need to measure impact, and also of the difficulties inherent in measuring the impact of work that is done through partnerships. In an attempt to address this, the new policy paper has specific "elements of monitoring" for each of the WAPAC dimensions, in each of the three major areas of interventions. Another point that is pertinent here is that having decided to use the partnership approach, MS as a whole should perhaps develop guidelines for measuring the impact of partnerships.

Effectiveness and impact, with special emphasis on selected partners

The impact of the work of MS, and particularly of individual DW's, is extremely difficult to measure, even though the reports which the team received from the field clearly indicated very positive results. Firstly, MS is not the only agency working in the same fields, or in other ways influencing the results of Zambian organisations working for poverty reduction. There are many different factors influencing their impact, and it is virtually impossible to ascribe a certain percentage of it to MS. Secondly, ascribing impact to the activities of MS, asks the question what the organisation would have done had it not received support from MS.

Impact becomes even more difficult to measure because MS is using an indirect approach towards poverty reduction, working through intermediaries. MS does not directly work with efforts to reduce poverty, but "engages in cross-cultural partnerships that seek to empower the poor at local level to improve their livelihood". If this indirect approach, through agricultural organisations, NGOs, district councils or networks of community organisations is to be measured it has to ask: What would these organisations have achieved without support from MS? Would they exist without MS support? How would they be organised, how would they function without such support?

The last question is in a way most important, because MS is concerned not only about results in terms of direct poverty reduction, but also about internal organisation, personal relations of dialogue, and a democratic and cooperative working relation and atmosphere. This is also an aspect of poverty reduction: working under a dictatorial boss, having no influence on the work organisation and environment, is also a form of poverty. At the same time, this organisational deficit will have an effect on the "output". For MS it may well be as important as the direct impact on poverty, to insert an element of "inter-cultural cooperation" into the partner organisations, and to make this element conscious and implicit as an organisational strategy. Strengthening organisational capabilities including training in accounting, accountability as a remedy to prevent corruption, open relations between human beings in different positions and from different background, inclusiveness – all such effects should be part of the impact.

In particular, participation in decision-making processes is crucial in determining how resources are allocated, at both the local and national levels. Indeed, at the national level, it has been noted that although economic development policies may lead to economic growth, such economic growth would not automatically translate into the reduction of poverty unless a country's national development programmes specifically embodied targeted poverty reduction strategies. These effects will be illustrated further in Chapters 6, 7, and 8.

Both efficiency and impact in terms of poverty reduction are thus only one aspect of the work of MS in Zambia, yet the other aspects have an impact on the partner organisations and their ability to generate an impact on poverty reduction.

Though measurement of the impact of partner organisations on poverty is difficult, there are indicators. Local people often contribute very original and illustrative indicators of impact when asked for the "most significant change". The Team members came back from field trips emphasizing that there is an effect, and that they have seen positive results. We will in the following sections summarise the indicators we have observed. More difficult would be any attempt at drawing a direct link to MS support, or separating how much of the apparent successes in poverty reduction is due to MS support.

Income generation

Easiest to measure is the impact of income generating activities. Direct support to income generation was mostly given in old partnerships, sometimes projects that were founded with the help of the Danish Volunteer Service many years ago, such as skills training centres in rural agricultural schemes. In these partner organisations, MS concentrated most directly on work on income generation and service delivery. Many of these partners have been phased out, either because they have reached a level allowing them to continue on their own, or because they need different forms of assistance which MS cannot offer, or for other reasons.

Three categories belong to this group of partnerships: *agricultural management, income generation* and *community based natural resource management.*

Agricultural management
We saw three partners from this category – all phased out: Ukususha Ilungu Kwendamo Farmer Training Centre and Miponda Family Farming Scheme in Luapula, and Mthila Kulubi Agricultural Project in Eastern Province. Indicative of their impact is that peasants appreciate the assistance they got from their project, and particularly from the Development Worker. Though it is not possible to isolate the influence of the project or within it of the DW, peasants indicated that they have gained improved incomes. In Ukususha and Miponda, peasants refer to a special experience: through the assistance of the MS-supported projects, they have been introduced to growing cassava and producing cassava seedlings. In recent years they have expanded cassava seedling production into a profitable cash crop business. Seedlings are sold in considerable quantities at profitable prices. In particular they supply a refugee camp close to their area with seedlings – a production that has added a substantial income both to the organisation and to the individual members. The projects have also introduced ox-drawn ploughs, supplied oxen to the members and in that way increased cereal and cassava production. Increased interest in cattle raising has offered people additional income; and they are requesting more veterinary services, among others, a factor of empowerment.

Income generation through craftsmanship skills training
We saw three partners, all phased out – Dzithandizeni Trades School in Lusaka, PAMO in Eastern Province, and Kosapo Skills Training Centre in Luapula Province.

All three were established by Danish Volunteer Service long ago, in the 1980s, as skills training centres. The two schools we have seen, both carpentry training centres, indicate impressive successes. They have developed a concept in which the trade school itself is financed through its production of high quality furniture for an urban market in the relatively rich urban middle classes. The income from this production finances the training of young people as carpenters, including the running and salary costs of the schools. After their training the trainees go to their home areas and practise carpentry for a local market, using simpler tools and producing at a much lower price level, for a clientele which does not have the same high demands nor the same buying power. In this way, the school does not compete with its trainees. Both schools continue to support their former trainees and assist them with acquisition of tools, materials and, occasionally, with marketing. The projects also have additional indirect effects in offering income opportunities to pit sawyers in the rural areas – provided they have licenses documenting their compliance with state controlled ecological protection regulations.

These programmes had achieved a level of self-reliance and sustainability on which MS involvement was no more necessary, and were phased out.

Community Based Natural Resource Management
On a different level, the support to community based organisations concerned with natural resource management also have a dominating component of income generation for the benefit of the community and its members. We saw three partner organisations in this category: the South Luangwa Management Unit (SLAMU), an organisation to administer and protect wildlife resources for the benefit of local communities in and around the Luangwa valley game park, and in close cooperation with and supplementing SLAMU, the Mkhanya Area Development Committee, a locally based organisation for the management of wildlife protection in the fringe of the Luangwa Park, involving protection activities and making use of hunting licenses to create funds for community development purposes – both of these in the Eastern Province; and the beekeeping cooperatives associated to the Mansa District Forestry Department in Luapula province. All three are active partnerships and have a Danish DW each attached to their activities.

SLAMU is an organisation created (with assistance from many donors) in the 1980s on the same model of the "Camp Fire Movement" in Zimbabwe. Essentially, the concept and practice is that of wildlife conservation through involvement and to the benefit of local communities. The principle of this movement is involving the communities in sustainable resource management by allowing them to assume responsibility for protecting natural environments for their own benefit.

It is interesting to see SLAMU and Mkhanya working together from two sides: while SLAMU organises and regulates resource management in the Luangwa area, as a kind of game park authority, Mkhanya is mobilising the communities of an area to make use of this resource management service system. Mkhanya is in a way organising the people from the "demand" side, both as counterpart and as grassroots base for SLAMU, which can almost be seen as an authority, comparable to the District Councils. We will come back to this cooperation of partners from the administrative and the "popular" side in Chapter 6.

The effect of both on poverty is easy to see. Traditional game parks had to restrict the local population in their use rights to local resources. People were not allowed to farm in the game park, and they were often prevented by wildlife protection laws and regulations from protecting their fields outside the park against game. They were not allowed to expand agricultural land into forests or shrub land or into the park. Even their mobility in their environment may have been restricted. This has often created discontent, sometimes even staunch opposition to the game park and its administration, to the extent that local communities have protected and supported poachers and actively counteracted the game park management.

The modern concept of game management grafted on its experience, has reversed this attitude through giving the local communities a responsibility for and an interest in managing wildlife as a natural resource, both for its national value and for its immediate economic benefit for themselves.

The communities understand the value of wildlife conservation and appreciate the benefit they get from it. They resent at times temporary restrictions on hunting licenses or other income generating possibilities, but they do cherish the long and short term benefits the communities draw from it. Hunting licenses bring considerable revenues. In Mkhanya the revenues are used for community investments: schools and health facilities have been the first investments made from the profits gained. People know to appreciate the benefit this gives them, even if they do not directly earn an improvement in family income. Besides, some members of the community do get job opportunities in works for the game park or the community. The programme thus also produces indirect economic effects.

But it would be difficult to isolate the contribution of MS and its Development Workers in the poverty reducing impact of SLAMU and Mkhanya. During the fieldwork, however, it became evident that one tangible contribution that can be attributed to MS and its DWs is the enhancement of these partner organisations' operation systems. Both at Mnkhanya and SLAMU it was explicitly indicated that the operation systems actually in place were introduced by the MS DWs.

Given that SLAMU is a *management* unit and Mnkhanya is a resource *management board*, this is a significant, albeit indirect, contribution – under the respective component of the MS-Zambia policy paper, in the overall context and long-term, sustainable, poverty reduction intervention of community based natural resource management. Moreover, as indicated above, a crucial issue here is affording an opportunity to the poor in the community to have an equitable share in the revenue accruing from the wildlife of the area. In the poverty reduction process, it is as important to generate resources, as it is to ensure that the poor take part in, and influence, the decisions that affect their living conditions, by way of access to, and control over, resources, including how the resources are allocated.

The beekeeping cooperatives associated to the Mansa District Forestry Department have a more directly income generating objective. In a remote and rather disadvantaged area, rural people have organised to utilise the resources of the forest in the form of honey production of wild bees. There is a substantial demand for honey, and if properly organised and marketed, honey could be

providing a considerable income. But it demands skills and organisation, and marketing causes considerable logistic and organisational problems.

A Danish DW is posted in the Forestry Department in Mansa to help organise this economic side-activity. It appears that the work is bearing fruit: people have learned not only to domesticate bees and collect honey, but also to process the honey and to use the wax, as a by-product of honey production, for developing a batik dyeing workshop and marketing tie-and-dye clothes and materials. While started by men only, the DW has succeeded to open the economic activities of beekeeping to women, and presently women profit more than men from the cooperatives. A problem of marketing honey may be overcome if the cooperatives achieve a size of production sufficient to attract traders or alimentary industries to collect the honey and wax. So far transport problems inhibit marketing except when the DW transports the goods by her MS vehicle – a process that is not sustainable.

It would be interesting to see if the activity of another Danish DW, who at present scrutinises the feasibility of establishing information technology centres in rural districts for NGOCC, could eventually contribute to solving this transport problem: by giving the women in the cooperatives access to e-mail and internet, they could well create the communication link necessary to make the collection of honey in the villages east of Mansa economically attractive to manufacturing food industries.

The above aspects serve to illustrate the conceptualisation that led to the development of the "WAPAC" dimensions in the new MS-Zambia policy paper, in particular the perspective that the combined causes of poverty have to, correspondingly, be addressed through the 5 WAPAC dimensions, simultaneously. "Well-being" in the above instances would refer, partly, to the actual generation of income. But this has to go together with how the income is distributed, as a poverty reduction thrust, and this extends to "participation in decision-making processes" especially over those issues that affect the livelihoods of the poor, many of whom are women, hence the importance of the gender consideration as one of the cross-cutting issues. Similarly, the dimensions of "awareness", and "access" to and "control" over productive resources are intertwined with the other WAPAC dimensions. Over time, impact concerning these aspects is measurable – in relation to poverty reduction – and this is what is to be tested concerning the new MS-Zambia policy paper.

Democracy and governance at local level

The partnerships involved in democracy at local level also have directly poverty related objectives. There are three partnerships with District Councils and two other partnerships in this category, which we selected for closer investigation.

District Councils
The District Councils are the lowest level of administrative decentralisation or "devolution of power" to the rural areas. The District Councils function notoriously badly. In the run-up to the 1996 elections, President Chiluba issued a Presidential Housing Directive which allowed District Councils to sell Council-owned staff houses to their residents at a very favourable price. Several Councils used the occasion to also sell other assets.

In some places they sold all their property, from staff houses to vehicles, at preferentially cheap prices to their own staff or to local dignitaries and other rich people. Accordingly, the District Councils are now without transport and housing, have problems of attracting qualified staff and no transport to visit their areas of responsibility, no revenue base and no means to reach out to the people. They have accumulated severe arrays in their staff salaries, and staff members who were not paid are less motivated to work and use much of their time attempting to recover their salary arrears.

In theory, the elected councillors form a district parliament and are responsible for a district administration under their control. In practice, the district administration is employed by the State, though often their staff salaries are not paid for arrears up to a year, and resources for running costs are notoriously scarce or entirely lacking. In practice, it is the administration that prepares decisions and the Council is rubber stamping them; and neither of them have the means to implement them.

There is one possible positive perspective on this scenario, however. Members of Parliament in Zambia are ex-officio members of the local councils in their respective constituency. This means that not less than 150 MPs are also local councillors. Collectively, therefore, potentially the MPs – as local councillors – can cause more national resources to be channelled to the councils, if either they were pressurised by their constituents to do so, or if the MPs saw this as crucial in their collective bids to be re-elected to parliament.

In this current situation, however, MS decided to try partnerships in the hope of:

- strengthening the institutional capacity of the districts to develop and implement co-ordinated development plans;
- enhancing the democratic processes at district level through capacity building of the elected councillors;
- promoting and strengthening the local planning framework through formation and training of Area Development Committees;
- enhancing community participation in development programmes through awareness raising;
- promoting community capacity for project planning, management and implementation.

In these partnerships, empowerment is attempted as the main vehicle to poverty reduction. In this field, it is even more difficult to measure results on poverty. If the DC, with the advice of a DW, manages to increase revenue collection and hence create income for the Council, it may mean increased services to the people, and hence may contribute to poverty reduction. But increased incomes for the Council may also mean an additional burden on the poor people in the district.

This does not have to be, however, as has been demonstrated by the findings of the pilot work done on this aspect by the National Institute of Public Administration, in Chibombo, Chipata, Kasama, and Mazabuka districts. The findings were that the poor people are not in a position to give anything more to the councils by way of additional revenue. The increased revenue that the

Councils in the pilot study were able to realise came from previously unrealised project potential in the districts. In fact the poor actually benefited from this previously unrealised potential.

The net result depends on the accountability of the Councillors to their constituency, and in general to the people of the district. Today, in practice, the work is laden with big problems. The question whether the selection of District Councils as partners was a correct choice will be raised later, in Chapter 8.

We saw three partners: the District Councils in Kawambwa and Samfya in Luapula and in Petauke in Eastern Province. All three have a Danish DW, Petauke only since a few weeks. The DW give advice to the Councils, trying to influence them towards more responsiveness towards the needs of the people, and to make the administration more transparent and accountable to the people. At the same time, the DW tried to work from the other side of the fence, making the Councillors aware of their powers and responsibilities in representing the interests of the people, giving them occasions to meet the people and respond to their demands, and trying to make the people aware of their rights to put demands on their council and its administration.

The partnership is too new still to be sure about its effectiveness, and an impact on poverty cannot be expected, at least not to be measurable as yet. In the long run, there is a potential. But it is questionable whether it can be exploited as long as resources from the State are so notoriously lacking. In spite of this there was evidence that the courses which the councils were offering with the assistance of MS and the DW were yielding positive results: Many of the councillors and ordinary people said they were more aware of their role in the councils.

We suggest MS to work in pairs, two or more DW approaching the problem from different sides: while one advises the Council towards strengthened responsiveness to the people, the other(s) working with grassroots organisations to increase the pressure and the demands from the people on the Council administration. This could offer some more leverage to the people, while bringing the necessary pressure on the Councils to respond to the needs of the people rather than the demands of the State, and to care for poverty reduction, rather than collecting their salary arrears. This suggestion will be taken up in Chapter 8.

Petauke having a DW only since very recently, it is too early to say whether this partnership will develop the same way as Kawambwa and Samfya. Given the personality of the female DW, and her particular interest in women affairs and advocacy for women, it may deviate slightly from the pattern developing in Luapula. It may well end with more advocacy work for women in the Petauke district, and it may possibly also induce the Council to provide more direct support to income generation and empowerment for women in the district.

Youth training facilities
One placement of a part-time DW is in a Residents' Development Committee (RDC) – which is a sub-district structure. However, the advice to the RDC has taken a different shape, and is developing into planning and preparations for a youth training centre. The RDC is, in contrast to the District Councils in the provinces, well organised and has managed to generate the income needed for organising efficient community services. It has among others built a water supply system which generates income, it has established health services in the community centre, and it

has even built a police station and pays a number of policemen to guarantee security in the compounds.

The RDC in Chibolya has a dedicated and able staff, and advice to this council is more of a professional service than in the districts. The staff has, in discussion with representatives of the community, identified assistance to the unemployed youth as a priority. In discussion and analysis, the DW has together with the staff, come to develop a plan for a youth training centre. The partnership being rather new, and rather limited in its duration, it is not possible to evaluate the efficiency or the impact. However, the efficiency of the RDC does impress itself in contrast to the District Councils.

A very different approach to youth training took the partnership with YALON, the Youth Advocacy and Lobbying Network, in Lusaka. YALON is a network of youth organisations who engaged in political teaching, and MS supported YALON in organising and financing voter training and democracy education courses in the period preceding the elections.

There were considerable problems both of organisational and financial type; YALON leadership changed in irregular and untransparent ways, and the organisation seemed not to have a responsible leadership. This partnership was to be phased out in 2002, but payments were suspended after financial irregularities in mid-2002. YALON is still existing as a network, but as an organisation it is vulnerable. Its impact in the election campaign of 2001 could have been measurable in terms of young people taught or young voters registered, but there are no figures available. In any case, to the degree it gave young people an opportunity to increase their political knowledge and develop their democratic spirit and their teaching skills, the impact will not be lost on later elections and the democratic process, even if YALON as an organisation should not survive.

Two other youth organisations, Chalashi and Muchinka in Mansa (Luapula Province), were visited, which were in the early pre-partnership and had a letter of understanding. At the time of the visit, Chabalashi Agriculture Club was just about to submit a reworked project proposal to MS following comments on an earlier draft. One of the two people interviewed at the project did not seem to have any clue of what it meant to be in "partnership" with MS, while the other was able to explain. The reason for this seems to be that the organisation was its very early stages of pre-partnership. In spite of this, the members appear to have had a lot of expectations from their would be relationship with MS.

In the case of Muchinka Youth Centre, an Advocacy and counselling organisation dealing with HIV/AIDS, drug abuse, and vulnerable children, appeared to have greatly improved its functions as well as attracted many more members (from 25 to 105) as a result of assistance from MS. The members of the organisation were quick to point out that prior to entering into an understanding with MS, the centre was not functioning properly. The members noted that after receiving, training, bicycles, and sports equipment from MS, the operations improved greatly and the centre even opened up a "friendly" counselling corner and is now able to sensitise people about HIV/AIDS through plays which are part of the outreach program. The youths also said that the sports equipment from MS had made it possible for many people to be going to the centre to take part in a variety of sporting activities.

Members felt that they needed to continue their partnership with MS to improve their activities. At the same time, some of the members were of the view that that since the partnership with MS only involved a limited period, it would be of great help if MS assisted them in development issues and in starting income generating activities that would ensure sustainability. This view appears to contradict the same members' view of MS being largely involved in capacity building when it comes to service oriented organisations like the youth counselling centre.

In spite of the positive sentiments expressed above, the overall impact of the programme in terms of poverty reduction was extremely difficult to asses mainly because there was no way of objectively measuring this. What is definitely clear is that MS had helped to improve the operations of the centre by capacity building measures, as a well as assisted the youths in their sensitisation programme.

Gender issues

The impact of advocacy work in gender issues may be indirect, but it is certainly important. In this field, we visited two partners. The YWCA – Young Women's Christian Association – was in the process of phasing out with the last DW leaving in March 2003. NGOCC – the Non-Governmental Organisation's Coordinating Committee for gender and development – has signed a Memorandum of Understanding with MS for a part-time DW who was to assist in a very particular part project of the partner, the establishment of IT centers in the districts. NGOCC received also some financial and material assistance during the past years. Also YWCA – an institution in Zambia which has for many years received assistance from DVS / MS as well as from other donor agencies – has received substantial financial and material assistance in the course of those years.

During the last phase of the partnership with YWCA, assistance was concentrated in one activity of the organisation: the Drop-in Centres for women. These centres, particularly the one in Lusaka, give shelter and assistance to women who have to leave their family homes because of different abuses. The centres give these women protection against abusive husbands or former husbands or other relatives, shelter and food, and in many cases also legal counsel or other forms of aid in case of divorce, inheritance problems, cases of child custody and many other problems where women face discrimination because of the way the law is practised, and in some cases even because the laws themselves are not free of discrimination against women.

This form of assistance, practised in many countries of the world, in different settings and legal environments, offers a very essential element of empowerment and at the same time a direct effect of poverty reduction: these women are exposed to the negative consequences of abuse and discrimination. Even if they do not always come from the poorest families, their situation pushes them abruptly out into abject poverty, lacking shelter, food, and protection. The centres are thus giving a direct service both in terms of poverty reduction, awareness raising, and advocacy.

The DW posted at the YWCA was not supposed to be involved in the actual counselling, but to be a legal adviser, helping the Zambian volunteers who do the actual counselling to better understand the law, and to analyse the law itself, collect the relevant legal material and prepare

guidelines to give both the staff of the drop-in centres and other institutions and organisations access to updated and critically reflected legal information.

The co-existence of two legal systems – the traditional or customary law and the modern or statutory law – are practised side by side, and often men employ the system that favours their interests against their wives in case of divorce or other conflicts and confrontations. This situation makes it particularly difficult for women to get their rights in court: they seldom have the resources – neither legal counsel nor knowledge – to defend themselves against such manipulation of the law.

One of the tasks for the DW was thus to monitor the practice and try to work out guidelines or legal tools for drop-in centres and legal councillors to deal with this dualism in legal practice.

The DW posted in the YWCA came into a difficult situation: After the request for a DW and the job description had been worked out, YWCA faced a major financial and administrative crisis. The department responsible for the drop-in centres got a new leader, and the organisation was forced to terminate most of its permanent staff in the centres, keeping the counselling running mainly with volunteers. When the DW arrived, she was confronted with a radically different situation, where those who had signed the request and job description were no longer there, and her superiors expected her to step in and help to keep the centres running. The situation was not eased by the fact that staff members constantly compared her to the earlier DW who had willingly accepted to slip into that role. Much quarrelling on priorities, activities, and assignments resulted, and neither side was content with the relationship.

Nevertheless, the DW did achieve some results. She did contribute to the quality of legal counselling, as the partner in the discussions with the Team acknowledged. And she did collect the material and write a brochure on the rights of children, which according to the partner will be printed and distributed both to the counsellors in the drop-in centres, and to legal counsels and other practitioners in courts. The partner acknowledged that a similar brochure on the family law, the rights of women in it and the complicated dual legal situation, prepared by the former DW, has been printed and circulated in the same way, and is today in use as a very applicable and much quoted tool, even as a reference in the courts. This brochure appears to have a wide impact even exceeding the work of YWCA. A similar impact is expected once the new brochure on the rights of children is published.

We may thus conclude that the work of these two DW at YWCA had a considerable impact on poverty reduction. There is a long way to go still until the legal situation for women is improved to a level where we can speak of gender equality in the law in practice. MS has made a significant contribution to this process, which is not finished but is on the way.

The present organisational problems within the YWCA are serious. In fact, MS phased out due to lack of cooperation within the partnership. In the worst case, the problems within YWCA may lead to the drop-in centres being closed down. If this should happen, it is hoped that some other organisations will take over. There is a clear need for these centres. The women in need of shelter and protection can be considered among the most deprived and poor. Even if in some cases their situation may be temporary, assistance and guidance is a very important and

necessary job contributing to a practice that eventually will lead towards an improvement of the rights of women.

The NGOCC is a very different organisation and has different goals. It is a network of NGOs dealing with advocacy for women in different fields. NGOCC has among others organised the participation of large delegations of women at the Peking Conference and at other international conferences on such issues as gender and the environment.

The particular job of the DW at the NGOCC is to investigate the feasibility of establishing computer centres in rural districts, where access to information technologies is very limited. If found feasible, MS is prepared to assist NGOCC in establishing and equipping two centres on an experimental base. If the plan works, those centres would give women NGOs, and with that women in the districts, access to information hitherto inaccessible.

To what degree will this project contribute to poverty reduction? While one may consider access to information and exchange to have only a very indirect influence on poverty, it certainly opens new perspectives, and does give better chances to use new opportunities. One example is that the beekeeping cooperatives in Mansa might, with access to internet, have a powerful tool in organising market access for their produce in spite of their very remote location and infrastructural handicap.

However, this is at this point in time a hypothetical success, as the centres are not working yet, and their impact is not measurable before experience is eventually gained.

On the other hand, concerning poverty reduction efforts, the importance of access to information should not be underplayed. For instance, poor market information causes weak bargaining power. Also, it has been shown that poor people in Zambia categorise poverty in terms of lack of knowledge. They claim that they are poor because they lack knowledge on matters such as:

- how the modern markets operate (who determines the prices of items)
- which officers in the political and government set up are responsible for providing/assuring the various social and economic services
- what are the sources of credit. (Kalungu-Banda et al., 1999)

Indirect impact and measurement

In sum, we may conclude that there are considerable and visible positive effects of the MS partnerships on poverty reduction. But the observable and measurable effects are not the most important ones. Effects through democratisation, empowerment, inter-cultural cooperation etc. cannot be translated easily into poverty reduction – but they do have influence. Just for an illustration, the YWCA might count the number of women who have been helped by the drop-in centres, have achieved a tangible improvement in their rights, have won legal cases through the legal assistance of the Centre. But it is not easy to find out how much the DW, or the partnership with MS, contributed to this success. It contributed to the organisation of the drop-in centres and to their staff qualifications to assist women. Maybe MS did not at all provide direct assistance to any woman. But it contributed to the organisation, and helped to make the service possible.

Maybe without a DW the Centres would have assisted the same number of women, but the DW contributed to improve the quality of the help offered. Maybe without MS, the YWCA would have found an equally well qualified German or British DW. But maybe, also, the drop-in centre would have been closed down by now, had it not been for the assistance of MS. Moreover, if the partnership with MS contributed to make the YWCA more aware of the inherent problems in a dual legal system, or more conscious of the need to address the problems arising out of it, the overall contribution of such advice might weigh more than the number of cases assisted. But we cannot measure, not even suggest the importance of such assistance in any even vaguely quantifiable terms. We will come back to such unmeasurable but significant impact in the chapter on inter-cultural cooperation. What should be stressed, though, is that in the partnership approach the significance of the contribution of MS is in strengthening the partner organisation to implement its programmes, rather than for MS to do the work of its partners.

Sustainability

What was said about impact would apply even more true for sustainability. Sustainability can only be proven ex post. Sustainability is not the same as being sustained. Many factors in different fields influence sustainability. A technically very sound and viable programme can be discontinued because the personnel was not suitable for the task, or because environmental conditions change due to influences from outside, or because the political climate changes.

Nevertheless, the concern for sustainability is important if impact is to be secured. There is little merit in establishing an activity, however profitable it may seem, unless it can be sustained. Too many are the examples of projects planned with great enthusiasm and envisaging prosperity for a whole region, which collapsed after the initiating agency left because some missing link was not thought of.

As such, sustainability is more a question of attitudes, and of efforts to take concerns of sustainability seriously, and to critically analyse prospects for sustainability. Unforeseen factors might still interfere, even with the best possible analysis of sustainability. However, the foreseeable factors can be assessed and taken into account.

It must be emphasized again that concerns for sustainability are not new. Already back in the 1970s and 1980s, it was common sense to evaluate a prospective project for its sustainability after a volunteer would leave, and this criterion was responsible for scrapping some otherwise quite promising projects. Yet this is one of the fields where informed guesses often led to disappointments. It is all the more important that concern for sustainability is intensified and instruments to predict it correctly are sharpened.

The Team members have convinced themselves that the CO has sharpened its emphasis on sustainability. There is, for instance, abundant evidence of this in the new MS-Zambia policy paper. The areas of support have been critically identified with a view to prioritising those areas that would make for sustainable poverty reduction interventions.

Furthermore, the focus on sustainability has been carried into discussions on how to implement the policy paper. In the three workshops referred to above, which were held in May 2002, focus

was extended to discussions on the monitoring of sustainability: developmental sustainability, organisational sustainability, and financial sustainability.

Concerning developmental sustainability, for example, it was noted that in the past there had been a pre-occupation with monitoring activities at the expense of impact. Impact seems to have been seen as the effect of activities, i.e. improved farming methods and livestock management, and as the interest/commitment from farmers, i.e. number of farmers' groups formed, number of participants in training sessions. Previously, there had not been much focus on indicators of monitoring impact on poverty in an area. Apparently this was due firstly, to the tendency for partners to regard their work *generally* as developmental work, rather than *specifically* as poverty reduction. Secondly, the tendency has been for partners to focus on how far/how well they are achieving the project plans, and not necessarily on whether their activities are bringing about the desired changes in the community/target groups. The three workshops, therefore, focussed not only on the areas of support, as indicated in the policy paper, but also on the elements of monitoring, with sustainability being an overarching concern.

In the fieldwork, we observed one major positive trend concerning sustainability: of all the phased out partners we talked to, only one seemed to have a bleak future, due to internal chaos, mismanagement, and also due to the fact that their major objective, election-related advocacy work, was finished when the elections were over. All the others indicated they were able to adjust and would survive and continue their work after partnership with MS had ended.

Summary

Direct impact of MS work on the wellbeing of the poorest is difficult to measure and impossible to ascribe to MS. But seen in a wider definition of poverty, operationalised in the country program as "WAPAC", impact can be observed in people having increased harvests, in women participating in debates, youths expressing political opinions, in the demands people bring to the district councils, in the intensity of debates on the land issue. Without overlooking general long term trends that work against improvements in the living conditions of the poorest, we can see that MS with its support to organizations of the poor makes a difference.

As noted earlier, the overall long term impact of MS' new partnership approach will only be effectively measured after a reasonable amount of time has passed.

CHAPTER 6: INTER-CULTURAL COOPERATION

The Concept and its operationalisation

The concept of ”Inter-Cultural Cooperation” is understood very differently, and considered by many as very nebulous, impracticable, and woollen. Many experience it as not clearly defined, and difficult to translate into practice.   However, at the same time, inter-cultural cooperation is present in MS activities almost everywhere, as an underlying mode of dealing with one another, as well as a conscious effort at enriching partnership relationships.

For MS as an organisation, inter-cultural cooperation is important as a basic criterion defining MS’ *raison d’ètre* and distinguishing it from other donor agencies. In the 1980s, volunteer services felt a crisis of becoming obsolete. If volunteers competed with unemployed indigenous people of equal or even better training and professional qualification, and ended up filling gaps in remote areas where the guest country’s own professionals did not want to go, or where the local government lacked resources for paying salaries, why should they continue sending volunteers? It would have been cheaper and more appropriate to give the funds needed for salaries and incentives to employ indigenous people.

The answer of MS was inter-cultural cooperation.   The meeting of cultures adds a dimension of enriching a work environment, adding new dimensions of experience and thought, of introducing flexibility and a more democratic and cooperative relationship into a job relationship, into an institution and its staff. For example, more than any outside information or even regulations, a meeting of cultures could replace relations of hierarchy and fear with more cooperation, debate and equity. Instead of supplying the poor with services and deciding for them, a foreigner on the staff might show that it is possible to listen to their demands and needs.

There are institutions that have inter-cultural exchange as their exclusive objective, and which are considered worthwhile efforts attracting state funding – such as international student or youth exchange programmes. MS adopted a dual objective: to reduce poverty through inter-cultural cooperation. This very combination of these two goals allows MS to integrate several of the good intentions of earlier years. Instead of providing the poor with a fish, they are taught how to fish, and receive support in getting better control over fish prices and market conditions. The meeting of cultures can assist local efforts of the poor to find solutions to their problems, and facilitate their solutions – be it neighbourhood security, job creation, training, or political organisation, democratisation, and decentralisation.

Student exchange programmes need not argue much for acceptance. It is considered evident that both parts profit from such exchange: the student who is a guest in a foreign country as well as the classmates welcoming an exchange student. It may appear strange that MS, in combining this same goal with poverty reduction in developing countries, finds it difficult to argue for the combination. In theory it is sound. The catchwords are debate, democratic modes of inter-personal relations, solidarity, advocacy, networking.

But "inter-cultural cooperation" appears difficult to operationalise in a developing society. And in practice, confronted with the realities of life of people deprived of access to information, education, influence, even food, the different aims may appear to conflict. A DW may experience that strict adherence to principles of sustainability, for example, may be interpreted as a pretext to retreat, to refuse assistance and empathy, to distance himself or herself.

MS appears to have great problems in defining and operationalising intercultural cooperation. In spite of lots of papers and discussions, the concept continues to appear lofty to many, and difficult to apply to others. The most recent "draft policy paper", circulated in MS while the team was working in Zambia, adds nothing to the debate except repeating what has been said many times, demonstrating the difficulties of defining intercultural cooperation in practice, in the South, as a development instrument.

How do the stakeholders view inter-cultural cooperation?

Most partners indicate they "understand" the concept. At least the chairperson of a partner organisation usually has some understanding, while others have more nebulous concepts. They confirm they learned from the Danes the concept of time, and they observed that Danes are more straightforward than Zambians. In their turn, they claim that they taught Danes their local languages, they cooked and ate Zambian food together. They also made Danes understand the importance of funerals in the Zambian society. Some members of the phased out partner organisations said inter-cultural cooperation had taken place partly because the DWs had married Zambians and went to Denmark with them. More essentially, some say they received encouragement and support, the feeling "You can do this…!".

Synergies are not consciously observed.

The Country Office, in its role as facilitator for the country programme as a whole, makes considerable effort in creating conducive situations, arrangements, and meetings for inter-cultural cooperation. It implements inter-cultural cooperation as an integral part in partnership contracts, as well as in other aspects of the programme.

In technical and financial matters, the cultural aspect is rather a matter of personal attitudes to people, while the prerogatives of the job prevail: in case of discovering irregularities in accounting, for example, the Country Office staff members express a need to act strictly professionally. However, they claim that partners know to appreciate the difference between a cooperative debate and personal relation and a strict application of financial control.

"We go and teach them… we discuss with them…"
"Yes, they know, they understand…"

This is a very difficult problem of combining strictness of financial rules with flexibility in learning how to apply them. The issue needs flexibility. MS is in some cases in a very difficult trade-off between accountability and sustainability. MS has to hold the partner responsible, and the partner organisation's Board is responsible for making sure that individual employees do not forget social security payments and prevent embezzlement. But on the other hand, one mistake of one employee can destroy an otherwise promising partner organisation, and thus prevent an important social service or civic activity from happening.

Seen from another angle: MS is not only helping partners to execute the agreed activities. MS is also assisting in organisation building, including administrative efficiency. This assumes there is a need for assistance in this field too. MS has also a task of teaching partners how to manage accounting and how to avoid irregularities. If a trainee in crafts makes a mistake, he is taught how to perform better, and the organisation bears the damage. If an accountant trainee makes a mistake, should it be allowed to jeopardise the activities of the partner organisation altogether? If not, there is a need for considerable flexibility. MS must be prepared to help a partner out of such a situation if it would otherwise destroy the activity of a promising organisation. Thus, in some special situations it may make perfectly good sense to bear even costs of penalties or indeed to replace funds that were embezzled, for the sake of educating partners and for the sustainability of the organisation.

In the Policy Advisory Board, as the organ in many ways epitomising the partnership approach, inter-cultural cooperation is maybe most concretely at work. Here, cultures meet, seek to influence, to correct, to supplement each other. Also, Zambian partners meet in the PAB, learn from each other and acquire a habit of listening to each other. And it appears that the PAB members are very conscious of this effect of their work. But only a few individuals are members of PAB. The Annual Meeting offers a similar chance on a much broader level. It does have a similar effect, though it does not reach the same intensity, meeting not as frequently as the PAB.

The Development Workers experience inter-cultural cooperation in different ways. Those typically in "advisory" placements, in urban settings and job-like work situations, in organisation building or service delivery, consider it often as a mere by-product of their work. Except for private contacts with Zambians outside work, they see little of it. "Only when we meet outside the work context, there is more of an element of cultural exchange…". This is also because urban Zambians are "global"; the difference in culture is not so visible.

Development workers in teaching and organising people, mostly in rural areas, in cooperative activities see inter-cultural cooperation as an essential part of their work, without which they could not function. "It cannot be separated, I confront it all the time, compare, face all the time cultural differences… I could not do my work without…." – "…How can you organise people, how can you support their empowerment without using common sense, without solidarity, without **doing** things that are needed… together with them…"

For the latter category of DW, inter-cultural cooperation is almost synonymous with common sense, applied in solidarity, advocacy, empowerment.

In sum, inter-cultural cooperation happens more than it is reflected or identified as such. People may have very unclear perceptions of what it means, while they practice it in everyday life. Inter-cultural cooperation as a means to poverty reduction can happen without reflection. It depends more on personality and experience than on a programme, and more on attitudes than on intentions. Therefore, it is problematic to plan and even more difficult to operationalise and measure its impact.

Still, it can be assisted by conscious effort and planning and by activities to create conducive situations. Solidarity in issues of social or political actuality can be one focus for inter-cultural cooperation in practice. But this focus was hardly mentioned by DW. Maybe it did not come to their minds because we did not ask specifically for it. This could concern solidarity in work for giving people a voice in certain issues – such as the land issue at the annual meeting in Siavonga, – or the partners' critical understanding of problems related to globalisation, or attitudes and activities to create awareness about HIV/AIDS, or even the political situation of the day. The team suggests, as one definition among others, to operationalise the difficult concept as *solidarity*. It could mean, among others, solidarity with the poor, with partners, with a colleague who may have problems in getting his rights accepted by a hierarchical employer organisation, with the underdog in the guest society, with the goals of an environmentalist association, and so on.

Modes of operation

In the above mentioned understanding of inter-cultural cooperation as a basic aim and a mode of handling partnerships, it is present first of all in the partnership approach: Partnerships are built on exchange and concern for each other. Partners expressed this aspect of partnership when responding that MS is not a donor because MS does care. MS says it engages partners in a dialogue on an equal base, and wants to learn from this.

But partners also point out that there is still a limitation. MS is still the stronger part in the relationship. There is equity, not equality in partnership. Especially where problems in the relation occur, it clearly shows that the two partners are not equal. MS can, for example, one-siddly suspend payments to a partner, in response to faults of one individual or a few (if the decision-makers in the organisation do not take charge). In such cases MS is not considered equal, and conflicts of understanding partnership and cooperation may lead to much frustration and disappointment.

But operation of inter-cultural cooperation is much wider than the partnership approach. It is operationalised in:

- Advocacy: for example in legal aid to women, in gender issues and the rights of children, in the land issue, in democratisation and decentralisation etc.
- Networking: for example assisting coordination of women NGOs in NGOCC
- Debates: for example issues of elections, of a third term for President Chiluba, etc.
- Exchange: for example exchange of ideas and exchange of persons
- Training: for example in administration, in accounting, or in professional and pedagogical skills, offered to employees of partners or others.
- PAB: being a representation of partners, the PAB opens the debate within MS for an inclusive participation by partners. MS opens for insight into its accounts, information, and internal transparency within the organisation, also as a model for partners.

It has to be noted, though, that there are also limitations where inter-cultural cooperation meets limits. MS is still considered the stronger part in partnerships, having budget control and being able to withdraw support without consultation or with a consultation in which the partner has to

accept some factors as nonnegotiable premises. This can lead to frustrations and disappointments: for a partner, it may appear as if their democratic participation and influence within MS ends when it comes to finance and money.

For the DW as well, there may be conflicting operational guidelines in the field of inter-cultural cooperation: On the one side, (s)he is encouraged to be open and go into debate without reservations, to facilitate and assist at his (her) best ability, to feel as part of the partner organisation and facilitate its development and its objectives at his (her) best ability.

On the other side, (s)he is told to be an adviser, not a doer; not to replace qualified Zambian colleagues; to say no to un-sustainable activities; not to make the organisation dependent on his or her services or car, and more. Such demands may be well reasoned, but may create conflicts of role expectations that are not easy to consolidate. Considerable flexibility is needed to allow a DW much own judgement in such issues since not all situations can be anticipated or prescribed. On the other hand, the whole concept of partnership puts demands on the partners to take the DW as an additional human resource.

Role and importance in MS Country Programme

At first glance, inter-cultural cooperation may appear as a mere appendix in the country programme. Asked about it, some DWs indicated that in their work it happened only as a by-product, or only in private relations outside their work.

But whether consciously planned or as a by-product or as an inherent mode of operation, it is constantly there in the country programme. It is practised when a DW does not accept a decision from the superiors in the partner organisation blindly, but takes up questions or needs of a colleague. It is there when a DW demonstrates for the counterpart that it is possible to listen to people's demands and needs, and to adjust work programmes to their wishes. We were given an illustrative example at Dzithandizeni Trades School, an old, phased out MS partner. The manager told us that the school now has established a practice by which trainees are free to go to funerals in their working time. But the time lost is deducted from their working hours. They may make up for lost time in their free time. This arrangement is a direct result of inter-cultural cooperation, by which the Danes learned about the importance of funerals, while the Zambians learned that lost working time is money lost, and that time costs and production pays. This arrangement brings flexibility into the system of the trade school, and gives room for the needs of individuals in a strict organisation. The partner claims rightly the credentials for having introduced this system. But they clearly express that it was developed through the exchange with Danish DW and with MS. Some partners appreciate this inter-cultural cooperation but also question the relevance of having a Danish DW when a qualified Zambian could do the same job at less cost.

Another example is the debate on land issues at the Annual Meeting in Siavonga. The land question is a problem partners are concerned about, and a hot issue in the political debate in Zambia. MS took it up not to interfere in politics, but to lift it up in the partners' debate, and to use it as an example of some of the issues that relate to poor people's access and control. MS also facilitated a clearer and more informed debate, by exposing the partner representatives as well as the DW to a rather advanced debate between a chieftainess and a representative of the

Ministry of Lands, and by initiating and funding a play of a theatre group, which showed how problems of land rights are experienced by rural people in Zambia, who are among the poorest in the country.

This debate may be translated into political interest, or even into political action, by partners as organisations or as individuals. It is not the role of MS to be involved directly in the political debate. But as a contribution to make the debate more informed and more engaging, it was unquestionably a timely and welcome initiative. And as a way to express solidarity and empathy with those who feel that present duplicity of legal standards and practice is hurting their rights and their life situation, and even their chances to earn a living, it was a most welcome and significant contribution to inter-cultural cooperation.

Summary

In summing up, we believe that MS has no reason to feel protective about its activities in the field of inter-cultural cooperation. There may be reasons to look into ways of operationalising this basic goal. As one possible approach we suggest to think of inter-cultural cooperation as *solidarity*. There may be a need to build more flexibility into the guidelines, in order to allow the situational judgement needed for practicing inter-cultural cooperation. But in sum, our experience shows there is much more inter-cultural cooperation in practice than the participants themselves are aware of. To a good part, inter-cultural cooperation is happening as a function of, and a precondition for partnerships and for the mode of operation practised in MS Zambia.

CHAPTER 7: PARTNERSHIPS

The concept and its operationalisation

Introductory background

Up to the 1980s, the format of Danish overseas assistance was essentially of the "stand-alone" project type, which was common in development cooperation programmes concerning developing countries between the 1960s and the 1980s. In spite of enormous quantities of development aid flowing from the developed to the developing countries between the 1960s and the 1980s, however, by the late 1980s it was apparent that in many developing countries, the economic situation was becoming worse instead of improving. In effect, by the end of the 1980s the economies of most Sub-Saharan African countries, Zambia included, were in economic crisis. For this reason, in terms of economic and social development, for Sub-Saharan African countries the 1980s have been referred to as the "lost decade".

This situation led to critical rethinking aimed at reorienting development aid strategies, in order to bring about more effective and sustainable development cooperation programmes. For Denmark this reorientation process, which began in the 1980s, culminated, in 1994, in a new "Strategy for Danish Development Policy Towards the Year 2000" (DANIDA, 1994). (Already a year earlier, in 1993, MS had presented the same concept in its MSiS policy paper.) Among the major considerations of this strategy were that:

- Since local economic, social, and political problems can easily take on a regional and international dimension, they should be addressed in partnership with developing countries, in a spirit of international solidarity and international cooperation, the ultimate goal being to turn "the 1990s into the decade where the foundation for economic growth and social equality is established". (DANIDA, 1994, p. 2)

- In the context of international development cooperation, Denmark has a commitment to help the poorest of the world, and to ensure that the assistance given reaches the intended beneficiaries – the poor.

Given that in the 1990s, approximately 20 per cent (about 1.5 billion people) of the world's population lived in absolute poverty, "poverty orientation constitutes a fundamental principle of Danish development assistance". (DANIDA, 1994, p. 6) This principle was translated into three main goals, underpinning the poverty reduction strategy of Danish development assistance:
  a) the promotion of sustainable and socially-balanced economic growth;
  b) the development of the social sector, including the promotion of education and health services as prerequisites to the development of human resources;
  c) the promotion of popular participation in the development process, and the development of a society based on the rule of law and good governance as prerequisites to stability and economic, social, and political progress.

In addition to the above, Danish development assistance encompasses three cross-cutting themes, aimed at enhancing the effectiveness and sustainability of development efforts, in the overall context of poverty reduction:

  i) strengthening the role of women in the development process;
 ii) environmental concerns;
iii) democratisation, good governance, and human rights.

The poverty orientation of Denmark's development assistance has been summed up as follows:

> "…to support the developing countries in their efforts to reduce poverty by supporting policies and activities that can promote ***dynamic social and economic development*** through broad-based economic growth and the development of human resources, where the population in the recipient country is actively involved in the development process and assumes responsibility for this process". (DANIDA, 1996, p. 5)

In 2000, the Danish Government revised its strategy for development cooperation. The new strategy, called "Partnership 2000", retains poverty reduction as the overall objective of Danish development assistance. The strategy, however, stresses long-term partnerships to enhance the possibilities for developing countries to achieve sustainable development, for the benefit of the poor. These partnerships are to include governments, the private sector, civil society, the poor, and groups that represent the poor. (DANIDA, 2000) Concerning bilateral aid, the strategy also indicates that this would focus on fewer countries and in fewer sector s in those countries.

The Partnership Approach in the MS in the South Programme
Partnership has been a major guiding concept for many NGOs since the 1970s. Like most other Danish NGOs, MS – as a development organisation – does not itself implement programmes, but works through partnerships with national NGOs or other bodies. (DANIDA, 1999) These southern NGOs are referred to as "Partner Organisations". As indicated in Chapter 3, essentially, the northern NGOs are dependent on the southern NGOs, as they need to find effective partners in order to implement their development/poverty reduction agendas.

The partnership concept, however, has had some definitional and operational problems, as indicated in a 1999 study on the impact of Danish NGOs:

> "While many northern NGOs openly describe their relationships with NGOs in the south as one of partnership on the grounds, for example, of supposed shared values, objectives and development perspective, many southern NGOs have come to question the very notion. Many of the reservations of southern NGOs are based on the fundamentally unequal relationship, which results from the transfer of resources from the north to the south and the overwhelming tendency for financial and psychological dependency that this can create. Furthermore 'mutual accountability' and transparency should be critical features of any partnership relationship, yet these are more often demanded by the northern NGOs but not willingly returned" (DANIDA, 1999, p. 56)

One MS statement on partnership reads as follows:

"MS development cooperation should fundamentally be founded in partnerships with local organisations in the South. A partnership for MS is a relationship in which two or more partners join resources to achieve mutual goals. It is, therefore, essential that the partnerships be based on common visions and on respect and knowledge of each other." (DANIDA, 1999, p. 56)

Another statement defines partnership as:

"a long-term binding cooperation between MS and one or more partners in which each partner contributes according to ability in order to achieve a common objective." (MS, 2000, p. 6)

In the 1999 study of the impact of Danish NGOs, the following responses on partnership were recorded from Bangladesh, Nicaragua, and Tanzania:

- common vision and perspective not just on project purpose but also on wider development issues;
- shared values in terms of approach and style to development interventions, with an emphasis on people-sensitive approaches and gender equality;
- mutual trust and respect and a willingness to listen to and to respect each other's views and opinions on immediate project issues;
- non-interference in the micro-management of each partner and an ability to understand different styles of project administration and management.

Key phrases that come through are "mutual goals", "common vision", "shared values", and "joining resources".

The study also points out that responses from the same project often varied considerably, reflecting a variety of views held by different levels of project staff.

A major issue in the partnership approach is the need to enhance the effectiveness of the southern partners through capacity building. In this context, "capacity" refers to the ability to perform appropriate tasks effectively, efficiently, and in a sustainable manner. "Capacity building" refers to the enhancement of this ability, and includes institutional development, organisational development, and empowerment, which refers to the enhancement of the capacities of the target group "to address strategic aspects of the causes of powerlessness". (DANIDA, 1999, p. 60)

The study concludes that, with the exception of MS, few Danish NGOs went through any kind of systematic examination of the notion of partnership with their partners before apparently and publicly committing themselves to it.

More specifically, one of the recommendations of a review of the MS in the South (MSiS) programme undertaken in 2000 is that:

"Partnership should continue to be the principal approach though which an adjusted MSiS is implemented. The approach is advantageous to the previous DVS approach in terms of cooperation between organisations rather than individuals. No immediate or

better alternative to the partnership approach in pursuance of MSiS objectives and principles offers itself at the present moment. However, it is stressed that the approach has far from found an optimal form and it must continue to be a learning process for some time. In the process, MS and its partners must focus on 'testing' different methods and draw out lessons on 'what works' and 'what does not work'." (MS, 2001, p. 73)

One criticism made in the 2000 MSiS review was that MS was "too preoccupied with rigid selection criteria, at the same time as having an extraordinarily wide portfolio in terms of themes and issues addressed". (MS, 2001, p. 89)

Partnership in the MS-Zambia Programme

Since the mid-1990s, the MS-Zambia programme has been making concerted efforts in implementing the partnership approach. The Team's findings and recommendations concerning partnerships in the MS-Zambia programme are presented below.

A general point to be made is that the policy paper 2002-2006 gives the partnership approach enhanced relevance in the selection of the MS-Zambia country programme interventions. Although the MS-Zambia policy paper was completed before the Zambian Poverty Reduction Strategy Paper (PRSP), the sectors of focus in the MS-Zambia policy paper in large measure correspond to those in the PRSP.

Partner profiles and selecting partners

In the shift towards the full implementation of the partnership approach in the late 1990s, MS-Zambia phased out those partners that were dependent on MS, in favour of more independent organisations. (MS-Zambia, 2000) In addition, the organisations that MS-Zambia is now partnering with are those that fit into the new MS-Zambia Policy Paper, 2002-2006.

The partnership approach is now based on a firmer footing than was the case when the partnership approach was being introduced. This is because many of the old Partner Organisations (i.e. up to the 1990s) were actually created by MS-Zambia, or were created with significant MS input. The more recent Partner Organisations are organisations that were already operating before partnering with MS.

At present, there are 13 active partnerships; 15 under preparation; and 3 in a pre-partnership phase. The details of the current MS-Zambia partnerships are indicated in the table below.

MS-Zambia Partnerships, as at 1st April 2003

Component	Province	Partner	Year of first contact with MS	Partnership Status	Development Worker
Agricultural Management at Community Level	**Eastern**	1. Chadiza Small-Scale Farmers' Association	2002	Partnership under preparation	
		2. Chalaka Development Project	2002	Partnership under preparation	Arriving in 2003
		3. Utala Livestock Cooperative Society	2002	Partnership under preparation	
		4. Nyambete Women's Development Club	2002	Partnership under preparation	
		5. Kazipalile Cooperative Society	2002	Partnership under preparation	
		6. Khoswe Women's Community Development Project	2002	Partnership under preparation	
		7. Nyanfizi Zizwe Farmers' Group	2002	Partnership under preparation	
Agricultural Management at Community Level	**Luapula**	8. Kawambwa District Farmers' Association	2001	Partnership under preparation	Arriving in 2003
		9. Lunkangaba Livestock Association	2002	Partnership under preparation	Under recruitment
		10. Chibalashi Youth Agriculture Centre and Hopeways Young Farmers' Club	2002	Partnership under preparation	Arriving in 2003
		11. Katwe Farmers' Group	2002	Partnership under preparation	Under recruitment
	Lusaka	12. Participatory Ecological Land Use Management (PELUM)	1997	Partnership agreement in place	DW in place
		13. Luangwa Community Empowerment Project	2001	Partnership under preparation	

Component	Province	Partner	Year of first contact with MS	Partnership Status	Development Worker
		14. Zambia Alliance for Women	2002	Partnership under preparation	
Community Based Natural Resources Management	**Eastern**	15. Mnkhanya Area Development Committee	1999	Partnership agreement in place	DW in place
		16. South Luangwa Area Management Unit (SLAMU)	1996	Partnership agreement in place	DW in place
	Luapula	17. Mansa District Forestry Department	1996	Partnership agreement in place	DW in place
		18. Kawambwa District Forestry Department	2000	In pre-partnership phase	Under recruitment
Democracy and Governance at Local Level	**Eastern**	19. Mambwe District Council	1998	Partnership agreement in place	Under recruitment
		20. Petauke District Council	2000	In pre-partnership phase	DW in place
	Luapula	21. Kawambwa District Council	1997	Partnership agreement in place	DW in place
		22. Samfya District Council	2000	In pre-partnership phase	DW in place
	Lusaka	23. Civil Society for Poverty Reduction	2002	Memorandum of Understanding in place	DW in place
		24. Chibolya Residents' Development Committee	2001	Partnership under preparation	
		25. Luangwa District Council	2002	Partnership under preparation	
		26. Kafue District Council	2002	Memorandum of Understanding in place	DW in place
Others	**Luapula**	27. Muchinka Youth Teen Club	2002	Memorandum of Understanding in	

Component	Province	Partner	Year of first contact with MS	Partnership Status	Development Worker
				place	
	Lusaka	28. ***Community Voice*** (newspaper)	1997	Ad hoc Support	DW in place
		29. Non-Governmental Organisation Coordinating Committee (NGOCC)	1996	Memorandum of Understanding in place	DW in place
		30. Inter-African Network for Human Rights and Development – ***The Monitor*** (newspaper)	1995	Ad hoc Support	
		31. Kamoto Community Theatre Group	1997	Ad hoc Support	

MS-partner relations

In particular, one phase of the partnership approach, the pre-partnership phase, allows for a thorough mutual assessment between MS and the potential partners, before the decision is taken whether or not to enter into partnership.

The transition to the partnership approach has brought about positive developments in the ownership of programmes and activities on the part of the Partner Organisations:

> "Before the partnership phase, MS controlled and decided on everything. But we began to get involved and were, therefore, able to understand what was going on in the project after the partnership phase was brought in". [Dzithandizeni Trades School]

The partnerships with MS have influenced the functioning of the Partner Organisations towards more participation for the members of the Partner Organisations, particularly in the setting of their organisations' goals and objectives, and in decision-making. The concept of "partnership", however, is still not consistently understood by the members in the Partner Organisations. While most members of the Partner Organisations are able to "correctly" verbalise the principles of partnership – i.e. according to the MS formulation, further probing reveals a tendency towards "dependency" on MS. In addition, there is inconsistent understanding of the concept across the different levels of membership in the Partner Organisations.

MS is not regarded as a "donor", but as a "partner", because MS does not just give money, but is actually interested in implementing activities together with the Partner Organisation. MS does not give huge amounts of money, but works together with the Partner Organisation.

The views several partners expressed were that MS should, in fact, be more of a donor, and should give more. However, MS is not regarded as an "equal" partner, but as an interested, much stronger partner; a partner who cares, but also "controls and restricts" (different partner interviews)

The training provided for members of the Partner Organisations as a result of the partnership with MS is appreciated, because it has enhanced the capacity of both individuals and the Partner Organisations. Views were also expressed, however, that:

- the training programmes could have been of longer duration;
- the training opportunities should have been made available to more persons.

The partnership with MS is appreciated, even after phase out:

- Some former partners still send their periodic reports to MS.
- "Even though we have been phased out, we still send copies of our financial statements to MS, because we know that they are interested, and sometimes they give us comments and advice on our budgets and accounts. This advice might not necessarily be given by a hired person". [Dzithandizeni Trades School]

As a result of the partnership with MS, practically all the former Partner Organisations are able to continue functioning after the phase out, sometimes at an even higher level than during the partnership. This is particularly the case for those Partner Organisations that had income generating activities even during the partnership with MS.

It is surprising, however, at least in one case that even though the former Partner Organisation has continued to function without the partnership with MS, many people in the local community seem to still believe that the organisation is only surviving because of continued support from MS.

Partner and potential partner organisations complain at the length of time it takes to finalise and sign the partnership agreements. Sometimes partnerships exist without a signed agreement, a point that was also noted in the 2000 review of the MSiS programme:

> "many 'long-term" partnerships were found to exist without signed formal agreements. Some Partner Organisations who have been long-term partners and are now 'phasing out' have seen, but never signed an agreement." (MS, 2001, p. 88)

In a few cases, partner organisations are not happy with certain aspects of the partner agreements; in particular, they would like the agreements to provide for more access to the Development Worker's vehicle by the Partner Organisation.

Many members of the Partner Organisations indicated that they had learnt many significant things from the Development Workers, both in the formal work situations, as well as in informal social situations. Apart from Development Workers "learning" from their Zambian counterparts, most Partner Organisations are not able to point to significant benefits that accrue to MS from the partnerships.

MS-partner relations are based on constructive engagement. This is particularly borne out in the formulation of the 2002-2006 policy paper. The formulation of the policy paper is perhaps unique in the context of Zambian NGOs in that the partner organisations were closely involved in its preparation, as indicated earlier. The process was widely consultative, involving all the major stakeholders, especially the partners (through provincial meetings), the MS-Zambia Policy Advisory Board, and several other institutions, organisations and individuals in Zambia, and finally the MS Board in Denmark.

The MS-Zambia programme *approach* aims at addressing the issue of empowerment for poverty eradication. This is done firstly through the partnership approach. In this context, partnership is defined as a relationship in which two or more parties join resources to achieve mutual goals. While recognising that complete equality in a partnership may not be possible, partnership should be founded on the assumption that MS – i.e. the Country Office and the Development Workers (who are the major contribution of MS to the partnership) – and the partner organisations that MS-Zambia works with, share a common vision and values. As partners, therefore, they will work together to achieve agreed developmental objectives, in this case poverty reduction.

The approach of the new MS-Zambia policy paper, that of empowerment through the five WAPAC dimensions, poses major challenges for both the partners and the MS-Zambia Country Office. At the start of the new policy paper, therefore, it was found necessary to hold three workshops, to discuss *how* to implement the policy paper. One workshop was held for each of the three thematic areas of the MS-Zambia programme.

The three workshops, which were held in May 2002, drew participants from the partners in the three provinces where MS-Zambia operates, as well as representatives from past partner organisations, from potential partner organisations, and from organisations and institutions with which MS-Zambia collaborates, such as government departments.

The partnership approach adopted in the MS-Zambia country programme, exemplified through the May 2002 workshops is highly appreciated, This was evidenced through the comments from workshop participants at the end of the workshops. The Team found this conclusion confirmed by many partners appreciating the approach even if some of them had reservations on the phasing out.

Phasing out partnerships

After initial difficulties, MS-Zambia is now approaching the phasing out of old partners very effectively. However, some partner representatives wished for more flexibility and more concern for the partners' genuine needs in the phase-out process. The phase-out of partnerships is done in consultation with the country coordinator. It was noted that before 2000, phasing out of the partnership was not included in the partnership agreements. After the MS policy shift, phasing-out has become part of the partnership agreement. New partnership agreements clearly state when the partnership will end. Out of the 17 partners that the Team visited in Lusaka, Luapula and Eastern provinces 8 were phased out. The evidence clearly indicates that most members in new partner organizations said they were aware of the phase-out process from the beginning of the partnership. This was not the case in old phased-out partnerships where many people said they only learnt of the phase-out when MS told them about it and there appears to be confusion among some members who still want or/and expect MS to go back and assist them. Some partner organizations claimed that they had actually protested against the phase-out but to no avail.

Many people also felt that MS should have given them a "survival" financial package so that they could carry on from were MS left them since the last normal MS annual budget allocation was considered insufficient for long term activities. The common view appears to have been that MS was not flexible on the issue and for many this illustrated that MS was not an equal partner since it had the last word on the phase-out process. At the same time, while many members of partner organizations were able to point out that MS was not a donor their demands (financial and material support) after the phase-out contradicted this. Many felt that even though MS was not a donor and emphasised capacity building, it could still give more financial and material assistance. This seems to contradict the members understanding of MS emphasis on capacity building.

Some members of PAMO Youth Development Trust, Dzithandizeni Trade School, Kosapo Skills Training School and Farmers Training Centre felt MS had phased them out prematurely because certain major goals had not yet been achieved. In addition, there was near consensus that

transport was a vital component of the activities of partner organizations, especially those in rural areas where the members were scattered over very large and far apart areas. This problem also applied to an organization like Ukusuusha and Miponda, in which MS had supplied the managers with motor bikes. It should be clarified, however, that the partners to be phased out were given a two-year phase out period, extra funds, extra training, and more attention from the Country Office, in preparation for "life after MS".

Some members of the Young Women Christian Organization lamented the fact that the MS which had offered a "life-line" to the Drop-In Centres was phasing them out at the time when they need it most. This is partly because during the second two-year partnership period the YWCA had experienced some serious financial difficulties and a reduction of its staff. The drop-in centres lost most of their permanent employees and barely survived through dedicated efforts of Zambian volunteers. In this period, MS could have made a big difference, had the DW been more flexible, and had MS supported her filling the gap. But MS continued processing the phase out. At that time, things had begun turning around for the better and the members could not understand why the partnership could not be extended. Some members felt that there was need for MS to include the possible renewal of the partnership in the contract. It was felt that the YWCA was helping many disadvantaged women and still need MS assistance. On the other hand – perhaps due to the internal difficulties in the organisation – other donors also pulled out.

In general, most of the phased-out partners appeared to have been doing fairly well because they had adopted survival tactics that included cutting down on staff and some activities. This was part of the phase out process, which focussed on reviewing partners' expenses. In some cases, the partners revived and/or introduced new income generating activities, for instance, Mnthila Kubili Agricultural Project activities included providing training to other institutions at a fee while Family Farming Scheme revived operations of its hammer-mill. Of the eight phased-out partners, YALON appears to have been the only organization whose future looked bleak after they were – as they saw it – pre-maturely phased out. Otherwise, most phased-out partners seemed to be optimistic that they would continue to exist.

On the overall, most members of all phase-out partner organizations felt that the phasing-out was right in principle, but that the implementation was unnecessarily rigid in practice. The general view was that the process would have been done in a "better way" such as being given more time and recourses, being allowed to engage in more income generating activities before the phase-out. Short of providing a phase-out "financial package", many members felt that MS should have implemented a gradual reduction (e.g. from 100% to 75% and then 25%), of financial support than the instant cutting-off at the end of the partnership period. Others felt that the preparations for the phase-out could start from the beginning of the partnership. These sentiments appear understandable given the fact that the old partners had been dependent on MS support for a long time and could not easily adopt to the new MS change of policy that emphasized capacity building and poverty reduction throughout intercultural cooperation.

In one case, many members of the partner organization felt that the phase-out was not done according to the phase-out document, for instance, the memorandum of understating had not been signed. This is important because potential future partners would want proof that the organization's partnership with MS has ended before doing business with them. Because there

was no final phase-out document spelling out the transfer of ownership of assets, one organization had difficulties trying to obtain title deeds from the City Council.

The Team felt that there seems to have been a problem of communication in the phase-out process because it was not done in a uniform way. The fact that the period of phase-out was clearly stated in the partnership agreement and this was orally repeated at of the end of the partnership appears to have been insufficient. The few partners who had a farewell party after the end of the partnership had no problems accepting the fact that the partnership had ended even they, like many others, still felt there was still need for MS assistance. Perhaps the most frustrating cases were those where MS had decided that the partnership had been suspended until the partners organization had put its "house" in order. This created the impression that once the organization had archived this goal the normal relationship with MS would be resumed. As a result the partner organizations expected that the relationship would be normalized. But MS was not satisfied with the efforts of the partners. As a result, in may cases MS was very clear that the organizations involved had not met the requirements and therefore the partnership had to be terminated. However, this does not appear to have been clearly put in writing to the concerned partners who were still awaiting a positive response from MS. Moreover, partners expected guidance from MS as to how to put their house in order. They expected this too to be a part of partnership.

It is partly in this context that the findings of the study suggest that there appears to be a very serious misunderstanding by some partners regarding when exactly the "partnership" is supposed to end and when it has ended. Many partners gave the impression that apart from the partnership agreement, there is no other "formal" document that shows that the partnership had ended. Others appeared to have been waiting for a party to be held to signify that the partnership has ended. The use of the term "suspended" appears to be unclear and confusing to the affected partners who still had many expectations from MS.

The issue of equipment and title deeds does not seem to have been very clear either on the side of the partners. While most partners really appreciated MS's training, financial and material contributions it appears as if there is no formal hand-over document or ceremony (for assets), apart from the statement in the partnership agreement, that is given to the partner. This is the reason why there have been some problems of title deeds when the partner tries to officially take over the assets. All this could be sorted-out with better communication of the phase-out on the part of MS, since the misunderstanding appears to be on the partner side.

The Team also found out that the following are some of the major concerns/fears of some on going partnerships regarding the phase-out:

a) when the DW goes the programme/s are likely to face serious difficulties or even end;
b) lack of transport after phase-out;
c) need for income generating activities, before the phase-out, to ensure sustainability;
d) some people felt that MS needs to make some of the courses longer and available to more members in partner organisations.

The information that was gathered also suggests very clearly that in the cases involving mismanagement, MS was quick in acting decisively and the many partners seem to be aware of this. On the other hand, the partner organizations affected were very unhappy that the financial mismanagement by a few irresponsible individuals had resulted in the termination of the partnership. Action was taken to try and correct the situation in both partner organizations that were visited, but MS's felt that the deeds fell far bellow their requirements and therefore terminated the partnerships. In one case, the partner organization claimed that MS had not only audited the books once after two years and had refused to help them in a court case and as a result they lost the case. It also alleged that MS had refused to let the books of the organization to be audited by another firm or person because this job was supposed to be done by the MS Country Office.

It was further claimed that the relations with MS had soured after the Board members fired their manager who was liked by MS. Whatever the case was, it was very clear that after that manager and the cashier had left the financial records became a mess because untrained people took-over the organization. The MS Internal Audit report for the organization confirms this and concludes in part as follows:

> "There is definitely a big problem at the project, as there is no understanding of accounts by the people concerned and there is little or no control over the cash in the project...the manager admitted lack of knowledge...there is need for the people involved to have some training in the maintenance of their books." (MS-Zambia Internal Audit, 2002, p. 3)

MS suggested the organisation could employ a qualified cashier. Whatever the case, the issue of book keeping is a serious one and there is urgent need for a good and long lasting solution, be it training more people in the organisation or employing qualified staff.

In both cases, there does not appear to have been any clear formal (written) confirmation from MS that the suspension had been turned into a final phase-out. In fact both partners were in a phase-out process already before the irregularities were discovered and MS suspended payments, and later ended the contracts without resuming them. Despite the phase-out, which appeared to have been confirmed informally, some of the members of one of the partner organizations still had hope that MS would disburse the last instalment of their grant. In this partner organisation, members still hoped for renewed MS support in reviving the partnership.

Conclusion

It is clear from the evidence presented above that MS Country Office is Zambia has effectively implemented the phase-out program regarding the old partners. It is also evident that many of the partners were not happy with the phase-out process due to the fact that they "had not achieved their goals" or needed more time and resources to "stand" on their own. In general, the fact that MS had gone ahead with the phase-out regardless of whether the partner felt ready for this or not, proved to many that MS was a stronger partner and that in that sense the partnership was unequal. Despite this, the data suggests that most of the phased out partners were doing well and will continue to do so for a long time to come. Contrary to the phased out partners' complaints, therefore, they were in fact ready for phase out.

Most partners had also expressed gratitude to MS for the financial and material support as well as the training that they had received. Finally, the old partners long dependence on MS for financial support seems to have developed a financial "dependence syndrome" that was not easy to get rid of. On the other hand they new partners appear to have different expectations from MS because they are aware of the phase-out right from the beginning of the partnership.

The team feels that some rather particular recommendations should be discussed at some more length. They might allow improving relations to some of the more problematic partners. For that reason, we specifically add a section on recommendations to this chapter. – Discussing them might be useful, but need not enlarge the chapter on overall recommendations.

Recommendations

On the partnership approach

a)   MS-Zambia should continue applying the partnership approach; however, the shortcomings highlighted in the study should be attended to.

As was recommended in the review of the MS in the South (MSiS) programme undertaken in 2000:

"Partnership should continue to be the principal approach through which an adjusted MSiS is implemented. The approach is advantageous to the previous DVS approach in terms of cooperation between organisations rather than individuals. No immediate or better alternative to the partnership approach in pursuance of MSiS objectives and principles offers itself at the present moment. However, it is stressed that the approach has far from found an optimal form and it must continue to be a learning process for some time. In the process, MS and its partners must focus on 'testing' different methods and draw out lessons on 'what works' and 'what does not work'." (MS, 2001, p. 73)

b)   There should be more communication between MS and the partner organisations, with emphasis on discussing, explaining, and encouraging the partners to take charge of their programmes and activities.

One complaint registered by some partners in the 1999 review of the MS-Zambia programme was "…our queries remain unanswered…". (MS, 2000, p. 54) This problem has still not been adequately addressed.

It is unclear why there are so many issues hanging and a number of apparent misunderstandings, when there are so many formal and informal meetings between MS and the partner organisations. Communication needs to be improved in order to optimise the proper functioning of the partnerships.

c)   Important decisions must be in writing, even after agreement has been reached in oral discussion. This will help minimise misunderstandings or misinterpretations in future.

d)   It would be desirable to assign to the PAB the role of representing or advising to the Country Office on the interests and complaints from partner organisations.

On the phase out

e) The phase-out process needs more communication and elaboration, especially where old partnerships are concerned.

f) Phase-out workshops should continue but they should also be used as an opportunity to make it crystal clear what phasing out of the partnership means as well as spelling out responsibilities of each partner – i.e. MS and the partner organization.

g) There is need for a document other than the agreement (that states that the partnership will automatically end at a certain stated date) showing that the partnership has ended.

h) There is a need for an additional written document for the official handover of all necessary documents, buildings, equipment, vehicles, etc.

i) There is need to review the partnership halfway in the process.

j) In cases where there is need for a genuine extension of the partnership in order to get the partner to a level of self sustainability, the extension should be granted.

k) During the phase-out process MS should emphasize strongly, through communication, and ensure that the partner organization/s fully understand/s that after the end of the partnership MS is no longer responsible for them

CHAPTER 8: INSTITUTIONAL DEVELOPMENT

Modes of operation and governance

The introduction of the new partnership policy in the 1990s also meant an increased responsibility for the Country Office for creating and maintaining an encouraging and supportive relationship with the partner organisations, which includes an active dialogue and readiness to support partners both in their work for poverty reduction and in their organisational strengthening. This task placed a heavy additional work load on the Country Office, given that relations with partners had to be given considerably higher priority and intensity.

Thus, the organisation of the MS Country Office was re-oriented to become geared towards **implementing** the MSiS programme and the MS Zambia policy paper 2002-2006. The change in emphasis as specified in the MSiS paper appeared difficult to apply in Zambia, at least in the beginning. It was only enforced since 2000. Before that, the implementation was not thorough enough. The implementation of the partnership approach was intended, but not understood in all its implications. In effect, the programme continued largely as before. However, when the change came, it had consequences both for the internal organisation and routines, and also for the staff and the structure of internal relations.

Most importantly, the change had consequences for the relations with partners. Within the relation between MS and its partners, emphasis was increased, in addition to poverty reduction, towards issues of sustainability, ownership, but also strict financial accountability and scrutiny.

In practice some tension occurred between different objectives: While it was emphasized that partnership involved only a temporary support with limited duration, the emphasis on long term poverty reduction underlined the partner's responsibility. While MS emphasized being a partner, not a donor, working with the partners on a common goal, in a flexible and cooperative spirit, it became more rigid in terms of financial scrutiny. And while the partnership approach demanded much closer cooperation and coordination with partners, both individually and as a group, the new enforcement of the programme imposed a much more rigid attitudes and efficiency also in phasing out and in implementing financial controls.

Major changes in the CO were implemented in 2000 and 2001, when a new co-ordinator arrived, equipped with the intention to enforce implementation of the partnership approach and the MSiS programme. The three programme officers were made responsible for relations with the partners in one province each. There was also some restructuring of the CO, which had personnel consequences.   A new personnel structure was put in place, aimed at facilitating decision-making; the position of "Director" was renamed "Coordinator", and the previous position of "Deputy Director" was abolished. Other positions that have been abolished at the CO are those of Programme Assistant, Receptionist, and Housekeeper.

Much more time and energy was put into discussing with each partner, on an individual base, about a partnership relation, with the view to identifying common goals and approaches, and to

agree on a partnership agreement or a phasing out contract.   This emphasis also led to changes in routines and procedures to facilitate the new emphasis on partnership relations.

The Organisation

The Country Office is responsible for the implementation and overall administration of the MS programme in Zambia. This includes both the promotion of a conducive working environment for the Danish DWs and a thrifty and correct administration of funds spent in Zambia. Above that, it includes responsibility for a strong foundation of MS' work in the Zambian society including good relations with the authorities as well as with other organisations and with the general social and political environment.

Currently, the Country Office can be said to have simultaneously a number of functions that include being responsible for:

- the administration of the country programme, with p.t. eleven DWs, with an expectation to increase their number to 23 . The CO cares for their well-being and for creating conducive conditions for their functioning in their partnerships;

- a programme profile which centres around partnerships – for the time being 31 – and for developing relations between MS and the partners and among the partners; developing partnerships or phase-out contracts etc.;
- financial administration of the programme, including provision of transport and equipment needed for the work and the living of the DWs;

- running the office and maintaining its equipment, including transport facilities – a difficult and expensive but important task;

- follow-up of financial assistance to partners, including budget controls and training in accounting and financial accountability to partner staff and Board members;

- follow-up of partners in a continuous relationship of the "common goal" of poverty reduction; including training activities, programme advice, and daily problems;

- organising and facilitating the work of the Programme Advisory Board;

- other related activities such as:
    - training courses;
    - advocacy, solidarity with partners in certain issues such as women's rights, AIDS, or the land question;
    - networking, on behalf of MS and its relations with other NGOs and INGOs and other organisations in the country;
    - networking on behalf of partners and their needs, with other partners or organisations in Zambia, in Denmark, or in other African countries;
- information work – creating public awareness around the problems of partners, development issues, information around common problems of partners or other issues of concern (as

mentioned above), both in relation to the Zambian and to the Danish public, and extending into a world wide information system.

Staff situation

The core team of the CO consists of two expatriates and six Zambians: the co-ordinator is a Dane and the Administrator a Norwegian; there are three Zambian programme officers, responsible for one province each, and two accounting officers, plus one logistics officer responsible for houses and practical arrangements in the office, a transport officer, responsible for cars, an office assistant, and a driver. In order to improve cost-effectiveness, such services as cleaning, catering, and gardening have been contracted out to private firms.

In addition there are at present three Danish DWs working in the CO, two of them dividing their time between the CO and one partner. These are the information officer, a half time IT officer, and one DW working half time on an ad hoc basis, assisting in organising debates and preparing meetings. Lastly, the CO occasionally engages a Zambian consultant from the University, whenever a need arises.

The integrating factor between the departments is the co-ordinator This is even more important in a situation where he or she has to enforce a major change in the programme. It needs an ability to inspire people and create enthusiasm. It needs efficiency and at times the ability to be quick in cutting a prolonged discussion short, to get things done. Especially in a society like Zambia, where things are not always expressed in a straightforward manner, partners may easily experience him or her as dominating, getting things done the way (s)he wants them, at times even at the expense of the partners' concerns. Therefore it needs diplomatic skills and a carefully balanced approach in negotiation with partners. On the other hand, partners could immobilise negotiations through prolonged debate and endless litigation. Tough decisions are sometimes needed to move forward – but also concern for the partner's needs.

The restructuring of the programme and introduction of the partnership approach has – at least temporarily – placed a heavy work load on the programme officers.

Procedures and routines

The procedures and routines at the Country Office are very much informed by enthusiasm for the new programme, the partnership approach, and what it implies. The office gives the impression of being geared towards making it work. Enthusiasm is important, but it cannot replace the day-to-day work and routines. The office meets practical difficulties when meeting the realities in the country.

As mentioned earlier, restructuring the programme also entailed restructuring and strengthening the programme section. Still, even though the CO now has three programme officers, there is not as much time and opportunity to visit partners as the officers would wish and as would seem necessary for maintaining a close follow-up and an intense partnership on the ground. Nor is there enough time or logistics available to maintain close supervision and guidance in financial management and accounting in the partner organisations. The programme officers are supposed to visit all partners at least twice a year.

Educating financial management in the partner organisations is a Sisyphus job. Especially the most remote partner organisations face problems in finding competent accounting personnel. And if MS offers one of the accounting staff an occasion to attend a course to improve qualifications and performance, it increases the likelihood that the person will find a better paid job elsewhere. Where trained and qualified staff is rare to find, this is to be expected.

As far as the programme officers are concerned, more frequent visits could improve the close relationship, and it would be desirable with more follow-up of individual partner organisations, especially if internal crises occur or other conditions demand closer cooperation. But distances are long in Zambia, roads are notoriously bad, and even deteriorating, and travel costs are tremendous. Though MS has its own fleet of cars and can overcome logistics problems, the time needed for travelling limits the possibilities for visits by the PO. In this respect, the 1999 review pointed out that:

> "the programme of MS-Zambia is ambitious and at some points too ambitious. A less ambitious programme would give the Country Office more time for dialogue to be more creative in creating links among partners and between partners and other organisations (networking)." (MS, 2000 b, p. 18)

The current phase of the restructuring of the country programme has, perhaps, caused a temporary period of overload for the CO's programme section. This has been further compounded by the additional task that has been assigned to the coordinator to lead the winding up of the Lesotho programme. It should be stressed, however, that the programme officers are key to the smooth functioning of the country programme; whereas the Coordinator plays an integrating role. As pointed above, it is the programme officers that play an active interface role between the partners and MS.

Problems observed in the daily administration

Partner files are kept rather haphazardly. The files do give a chance to find important documents and letters sent are filed. But much detail is missing, so it is difficult to follow the development of a partner through time, or to get a complete picture on the partnership, its objectives and problems and its strengths and weaknesses.

This is no uncommon experience. It is a time consuming task to keep files in a way that mirrors the development of a partnership. We take the incomplete files as indicating the limited time of the programme officers. In terms of institutional memory, this is a loss, as the files should allow the reconstruction of major events and the experience in a partnership. We also believe the communications gap mentioned in other places in this report is reflected in the files. More emphasis on communication with partners should also be reflected in the files. Before the personnel restructuring, there was a programme assistant who perhaps ensured that proper filing was done. In the absence of a programme assistant. More attention needs to be paid by the programme officers to the issue of filing.

In the financial administration, a much more "professional" atmosphere is at work. The enthusiasm for the new programme is, according to the administrator, largely left outside the accounting and financial management.

When major decisions in a partnership involve both departments, a Programme Committee, consisting of the co-ordinator, the programme officer and the financial administration, debates the issue, weighs concerns and makes decisions which are then communicated to the partner by the programme officer.

The Country Office appears to be generally efficient in its organisation. There may be a need to review the integration of financial control routines towards partners with the programme officers, to guarantee better communication and follow-up, and more concern for the sustainability of a partner organisation. If an otherwise promising partner is hit by financial mismanagement or embezzlement from one unfaithful or unable employee, formally it is still the responsibility of the organisation, and MS can suspend payments until it has cleared up the problem. But concerns for partnership and sustainability may demand a different reaction, offering assistance in clearing up.

MS Zambia has earlier been criticised for having accepted certain costs: for example, one case was quoted where MS accepted to pay a fine a partner had to pay for defaults in paying social security contributions for their staff. While we did not scrutinise the case, we think there may well be reasons to accept such costs in the spirit of partnership, if a promising organisation got in trouble out of inexperience or even through the fault of one negligent employee. If partnership means also organisational capacity building, it must be accepted that partner employees can make mistakes. Certainly replacing the loss of a partner organisation in that way is not sustainable. But in some cases, it can be a lesson towards it.

MS Zambia has decided to open its accounts, including the internal account of the organisation, to partners. In practice this means that partners do know what MS pays for DW salaries, for transport costs, for other partners and so on. We find this a remarkable and welcome step towards openness and inclusive relations, towards realising equality in "partnership".

The MS Zambia Policy Paper, 2002-2006

The process of developing the Policy Paper for MS Zambia lasted for over a year, and was an elaborate series of debates and consultations ending with the adoption of the document. It was a well administered and organised process for which the Policy Advisory Board was made the responsible body in MS Zambia. This process gave the PAB an independent standing and a programmatic relevance.

The team was impressed by the enthusiasm developed in the process, in particular among the Zambian members of the PAB, who constitute a majority in the Board. This process must also be considered a major achievement in terms of giving the partnership approach meaning and significance beyond the individual relations between the CO and the partner organisations.

In the process, not only the PAB was involved in defining the premises and debating the programme, but all partners got a chance to actively participate. Workshops were held in all

three provinces, and all partners in the province were invited to the debates, to come with inputs, to bring their concerns, to influence the programme. An intense debate involving all partners continued in the Annual Meeting of 2001. The process was guided by two persons – the coordinator and an external consultant. It ended in the adoption of the policy paper in 2001, which has since then been guiding the programme of MS Zambia.

The Policy Advisory Board

The main event that integrated the PAB in the work of MS was its role and responsibility for the process leading towards the Policy Paper. Without this process, the PAB has a limited influence and cannot do much except debating and giving non-binding comments. It will be difficult to maintain the high spirit and enthusiasm created in the PAB after this process is finished. We suggest MS looks for possibilities to strengthen the PAB and widen its influence, if it wants to maintain this Board as a resource for the partners.

The Team has, among others, suggested that the PAB is given a more direct mandate to represent complaints from individual partners towards decisions or actions of the Country Office. We have come across several partners who, in spite of generally appreciating the partnership with MS, had complaints about the way the CO handled certain events or problems. We think it would strengthen the partners as well as the PAB if partners were to have a general consciousness of having a Board that speaks up for their interests and takes up their complaints, negotiating on their behalf. In general, the PAB can only maintain a high morale and enthusiasm if it is given a role of being the speaker of the partners.

Actually, partnership agreements mention the possible role of the PAB as "mediator". But the "Constitution of the PAB" does not assign such a role to the Board. Also, we suggest the borad should not only mediate, but represent the partners. This would allow partners to see PAB as their representation.

We also suggest that, in line with such an added responsibility, the representation of partners in the PAB should be increased from 33 to at least 50 per cent. There is no reason why 11 DWs should have three representatives on the Board, just as many as the 30 partner organisations together. Even if the number of DWs should rise while that of partners may decrease, the PAB could become more of a voice for the partners in MS in Zambia.

We realise that MS can hardly be expected to give partners any direct influence on decisions about finance, in particular when it comes to financial support to partners. Nor can MS open its major decisions on partnerships, such as decisions on which partners to support, for influence from PAB. But we believe there are still other areas where PAB could gainfully contribute. And certainly, a representative voice of the partners can be helpful for MS.

Another role for PAB to play is monitoring of the country programme, which has already been agreed. There are certain aspects of this task that could be handled by the PAB, as itemised in the policy paper. Other monitoring and evaluation aspects would be best left to external persons. This issue is being flagged for MS to consider.

Programme structure

It may appear accidental that MS is today represented only in three of the nine provinces, Luapula, Eastern and Lusaka. But this self-limitation is historically grown and is functional. The choice of these three provinces goes back to the 1996-2000 MS-Zambia policy paper, following upon a 1994 review that recommended that the programme should concentrate activities in fewer provinces and on fewer themes. The choice of the three provinces is based on the fact that the Eastern and Luapula provinces are among the poorest in the country. The reason for Lusaka is that it has significant pockets of urban poverty. (The Chibolya Residents' Development Committee is a case in point). The 1999 review recommended that the geographical focus should be maintained in order to benefit from the knowledge and experiences gained so far in the three provinces. Also, MS has hardly the capacity to cover more areas. The costs in terms of transport and travel expenses, and not least in terms of time, would be prohibitive.

We suggest, however, that priority should be given to more frequent partner visits, to the degree there is some room in existing capacities.

Organisational learning

MS is an organisation producing much paper. The number of documents concerning the restructuring of the programme, the new profile, the "partnership approach", "inter-cultural cooperation", the evaluations and reviews fill shelves. There appears much repetition, and papers commissioned to clarify certain issues may end up a step behind what was said before. This aspect has been criticised before, and we will not add recommendations here.

Better and more systematically kept partnership files, which record the major developments in the organisation, would enhance organisational learning and the transfer of experience from one generation of DWs and staff members to the next.

DWs in similar placements – for example, four DWs working as advisers to District Councils, plus three others in similar placements – could learn more from each others' experience through better exchange. At present, the exchange of experience is largely left to the initiative of the DWs themselves. In the Wrap-up workshop, our suggestion of meetings of these DW to exchange experience and learn from each other's successes and failures was met with the remark: How can we organise a meeting of DWs to exchange experience, bypassing the partners? Well, if MS thinks partners would feel discriminated if DWs met without the partners, why not meet with the partners, include them in the exchange of experience?

The process of preparing the policy paper was among others also a major success in organisational learning. So was the organisation of other meetings and debates – we quote as an example we were privileged to attend, the high quality debate on the land issue at the Annual Meeting in 2003. Introduced with a play of the Kamoto Community Theatre Group, featuring the problems farming families face in the security of land holding, a debate was held over a full day between the partners, including a chieftainess and a representative of the Ministry of Lands.

Institutional development in partner organisations

As far as MS is concerned, the development of organisational capacities in the partner organisations, and their relations with MS as a partner, is also part of institutional development. Since this aspect of partnership relations is dealt with in other parts of this report we will not repeat our evaluation here.

One group of partners is facing particularly large difficulties in institutional development – but also seem to offer wide prospects if these problems can be overcome. The team discussed at length whether District Councils are appropriate partners for MS.

Firstly, they are considered the lowest level of "devolution of power". However, if power evolves from the people, how can it be devolved from above? Can decentralisation of democracy be granted from above, or has it to come as a demand from below? This is not merely a theoretical question, because District Councils have an administration that in practice depends on the government and relates to it. Unless there is a concrete pressure from the people, putting demands and holding the Councils accountable, the Councils will continue to prepare decisions and give them an appearance of local democracy, without being based on any form of active participation from the people in the districts.

Secondly, the Councils have no money to meet their budget requirements, very little income generation capacity, and practically no means to implement any programmes in response to popular demands. It can not be expected that they would develop into representatives of the will of the people, even if they were conceived to do so. And even if a DW should succeed in assisting a Councillor in establishing a relation to the people in his constituency (i.e. through Ward Development Committees) and to use his position for actively lobbying for the people's needs, the District Council would not have any means to give assistance to their projects or to implement any plans for tangible improvements.

For this reason, the team questioned the wisdom of partnership with the District Councils. Yet, the District Councils may eventually give people more self-consciousness and democratic participation, and develop into proper representation of the people's needs and requests. And if so, partnership can have a considerable influence in advancing just such a development. This is a potentially very promising partnership precisely for institutional development, if partnership can help to direct the way in which Councillors interpret and implement their roles.

For this reason, the team decided not to suggest MS to phase out work with the District Councils, in spite of heavy problems at present. Instead, the team suggests MS to supplement the work in the District Councils with more emphasis to helping the people in the concerned districts to organise. In organisations or as individuals, people in the districts where MS has a partnership with the DC should get increased assistance to develop their democratic potential, to put up demands to the Councils, to demand accountability from the Councillors they elected, and to take active steps to claim the District Councils as their democratic institutions, their inroad into the political sphere in the Capital. Preferably DWs should work in pairs from inside and outside the District Councils, to maximise their impact on institutional development in the service of democratisation and decentralisation from below.

Performance indicators

Phasing out some 18 partnerships, drafting and negotiating and concluding phase-out agreements with each of them, is one indicator of performance, demonstrating not a small achievement in itself, in restructuring the programme. Signing 6 partnership agreements and 4 memoranda of understanding, and having another 15 partnership agreements in preparation, all in a period of three years, is another. These contracts and agreements epitomise the implementation of a programme transformation and the introduction of a new programme. The preliminary assessments from the fieldwork indicate that most partners had already started benefiting from the new programmes in terms of training which they indicated as positive and should continue.

Another performance indicator is the very successful organisation of the policy paper process mentioned above. A third one is the successful arrangement of the Annual Meeting, with representatives of some partners present and participating in a debate which was demanding and for most of them very challenging and relevant.

Finally, since the new programme is in its infancy, the best that can be said about it now is that MS Zambia appears to be on the "right track" and it will require more time before extensive comments can be made about its overall impact.

Summary

Remarkable achievements have been made to improve openness and allow participation of the partners: the financial books are now kept open; the partners participate in the annual meetings of MS, and the PAB gives participation to partners. Much was achieved also in restructuring the programme, though some backlogs remain, in communication with partners, and in record keeping of partner files. MS has strengthened its support to the organisational capabilities of partners. MS should attempt to overcome the partners' weaknesses through communication and education, and help partners in difficulties to re-establish their accountability towards and confidence of their members.

CHAPTER 9: PERFORMANCE OF DEVELOPMENT WORKERS

The role of the Development Worker

The most recent definition of the role of the development worker is attempted in an internal discussion paper from the International Department, dated January 2003, entitled *"Between visions and realities – the DW role"*. When completed, the paper is supposed to work as an "inspirational guideline", to be used for continued discussions in the Country Programmes. It refers to the MSiS policy document "Solidarity through partnership" of 2001 which abandoned the former orientation towards the triple role of the DW as working in professional, political and informational activities. Instead, the MSiS policy paper links the DW role more directly to the twin basic goals of poverty reduction and inter-cultural cooperation. The 2003 discussion paper observes a gap in the MSiS policy and the concrete job descriptions of DW. It also refers to "different and sometimes incompatible expectations" from the DW. It particularly refers to very different partner expectations "ranging from solid professional advice to contacts to donor agencies and access to a car". It observes that DW functions may – and do – change over time.

Though this discussion paper is not official policy (yet?), but circulated as a draft for a debate, it reflects present thinking in view of the MSiS policy and other policy documents in MS. It highlights *facilitation* as "a central aspect of the DW role", and specifies three basic competences needed: *intercultural and social competence; professional and technical skills;* and *development knowledge.* It describes a process of shared learning as an ideal relationship between DW and partners through which they can work together towards the common goal of partnership.

The MS Zambia Policy Paper 2002 – 2006, on which the present country programme is based, does not define the role of the DW further. In only one short paragraph it treats the DW as an important programme resource and a crucial element in the MS Zambia programme. In this context, "their major role is to give advice in the development, implementation and management of the activities carried out in the specific partner organisation…" (p. 22).

The role of the DW in MS Zambia country programme

Zambia has at present only 11 Development Workers in the country. According to the Coordinator, there are plans and attempts to expand the number, but the process of preparation of the job descriptions and subsequent recruitment is long, time consuming and difficult, and one can only expect a slow increase. There have been considerably higher numbers of DW (and volunteers in earlier years) in Zambia, but the restructuring of the programme has effected a temporary decline which appears difficult to make up for. The target number of DWs for MS-Zambia is 23 and is set from Denmark. This is a budget-related MS Board decision on the size of the individual Country Programmes. By the end of 2003 MS-Zambia will have 17 long-term DWs in place, slightly below the budgeted figures planned from 2000. This means that by the end of 2004, the Zambian country programme will have reached the target of 23 DWs and 25-30 partners – well before the current policy paper has to be reviewed. Because of overlapping, the Team could talk to twelve DW, and the following list gives some aspects of their situation and placement:

Development Worker	Sex	Partnership and -type	Duration	Partner	Province	Job Title	Poverty Reduction
Pernille Friis	F	2b	LTDW	Mnkanya CRB	Eastern	Community Facilitator	1-3
Henrik Juul-Nielsen	M	2a	LTDW	SLAMU / ZAWA	Eastern	Community Resources Management Advisor	3
Peder Thorning	M	3a	LTDW	Samfya District Council	Luapula	District Planning Advisor	2-4
Bente Faergemand	F	2a	LTDW	Mansa Forestry Dept.	Luapula	Bee Keeping Advisor	1,2,3
Lotte Klinte	F	3b	LTDW, ½ / ½	Chibolya RDC / CSPR/MS CO (YALON)	Lusaka	Organisational Capacity Building Advisor	3(1) 2
Jesper Klinte	M	3a	LTDW	Kafue District Council	Lusaka (rural)	District planning Advisor	3
Thomas Kristiansen	M	3b	STDW ½ / ½	NGOCC / MS CO	Lusaka	ICT Advisor	3(2)
Tim O'Connell	M	1c	LTDW	PELUM	Lusaka	Organisational Advisor	3(2)
Manja Soerensen	F	5	LTDW	MS CO	Lusaka	Information Worker	4
Helle V. Hansen	F	4c	LTDW	YWCA	Lusaka	Women's Human Rights Advisor	2(3)
Kikuvi Mbinda	M	3a	LTDW	Kawambwa District Council	Luapula	District Planning Advisor	3(2)
Jette Moeller	F	3a	LTDW	Petauke District Council	Eastern	District Planning and Management Advisor	3(2)

Explanation of Abbreviations:

Partnership according to MS-Zambia Policy Paper components (themes):
1 = Agricultural Management at Community Level
2 = Community Based Natural Resource Management
3 = Democracy at Local Level
4 = Gender issues
5 = Associated to Country Office
a = District Council/ Government Institution
b = CBO
c = NGO

Duration:
LTDW = Long Term Development Worker
STDW = Short Term Development Worker
½ = Part time assignment to partner
ad hoc = ad hoc DW placement

Poverty Reduction:
1 = technical work with the poor, service delivery
2 = political, advocacy and awareness raising
3 = indirect work for poverty reduction, f.ex. strengthening administrative capacity for an NGO organisation
4 = information

The members of the team met all development workers at the Annual Meeting, and talked to all of them , and with all but one, at least one meeting and discussion was held. On the basis of a structured interview schedule, debates concentrated on individual issues, as the team members conducting the interview or discussion felt necessary.

All of the twelve DW are long term development workers except for one short term DW. There is no rainbow DW or YEP youth in Zambia. Two DWs are at present dividing their working time between the Country Office and another partner. One DW works half of his time advising NGOCC on the feasibility of building up information technology centres in urban and rural districts for the improvement of communication and information for the member organisations and the women belonging to or affiliated to these NGOs. The other half of his time is devoted to assessing the possibilities and obstacles in establishing basic resource centres in rural Zambian communities, as part of the overall MS strategy on information and communication technology . The other DW is on ad hoc basis giving advice to the organisation Civil Society for Poverty Reduction (CSPR), which is referred to in Chapter 3. Before this assignment, she was also a part time adviser to YALON, a youth NGO network, on election related democracy teaching and advocacy for the urban youth and their NGOs, and also to Chibolya Residents' Development Committee She also spends the other half of her time at the Country Office.   None of the partners had more than one DW at the same time, but for several partners the present DW was the second one.

The distribution of the DW on provinces is at present: in Lusaka Province there are 5 DW (thereof two in rural areas, three in town), plus one in Lusaka town whose contract just ended; in Luapula province and in Eastern province there are three DWs each. There are no placements in other provinces than those the country programme adopted for concentration.

Selection prior to deployment

According to MS policies, it is the partners who agree with MS Country Office when requesting a DW, as part of the partnership agreement or within its framework, and prepare a job description which is then discussed with the CO. In practice, the Country Office is giving more than advice in the process. It is the Country Office outlining the possibilities and limits, tha t has more influence in defining the role and the competence profile and the professional qualifications of the DW to be applied for. However, the partner organisation has to approve in writing – and thereby stand responsible – for the request and the job description. After a potential candidate has been selected and is presented to the CO as potential development worker, the partner is given the personal data and has again to accept in writing the suggested DW. In some cases, a partner is given more than one personal file, to select the person preferred as DW.

The selection of applicants is done by MS in Copenhagen, on the basis of their application papers, interviews, and references, in a rather elaborate and thorough process. Major criteria are acade mic qualifications, experience, and personal qualities of the applicant, which are tested in an elaborate psychological examination. A number of additional criteria may be taken into account, such as special expectations the job description may request for, or issues like age, marital status, health, interests, hobbies, sports, experience and interests in other than professional fields, or the personal career profile of an applicant. The latter aspect was particularly mentioned as a concern gaining in importance. In applying for employment in development NGOs, international organisations or government agencies, two years of practice as a DW is becoming increasingly valued as relevant experience and considered an asset.

Normally selection is done for a specific request. But changes do occur, and occasionally a DW is even offered a different assignment after having come into the country. While this remains an exceptional event caused by unforeseen circumstances, it used to be (but is no longer) the practice that an assignment was searched for, even maybe created, for a spouse of a DW selected for one partner. While it cannot be excluded that such assignments may be both necessary for the family and useful and productive for the partner, one may question whether they are compatible with the MS profile and programme. Nevertheless, if the Country Office can make proper use of their special talents, experience and professional qualifications, we see no principal objection to spouse placements that fit into the MS profile. It may be better to devote some time and resources to finding such placements, than to repairing the damage to a family because of the continuous frustration of one spouse.

Selection of DW is a process laden with continuing problems. Both partners and Country Offices and DW have different expectations, and some of them will inevitably not be met. Not all expectations are expressed, some are even not conscious or at least not reflected. Such expectations often contradict each other. Many of them are never taken into consideration.

Partners consider first of all job qualifications when formulating a job description. But they may expect much more than they ask for: they may expect a person who fits into the team of their staff; who brings new ideas; a person who helps to calm internal conflicts; one who fills gaps and brings resources; a person who comes with a car. Some may expect a person who can be used for everything – a kind of "potato". In addition, partners may often orient their expectations on their memory of an earlier DW or volunteer they met in the same or another organisation.

Job descriptions never reflect all those unconscious expectations. In addition, only few staff members of the partner organisations are involved in making job descriptions, while many more colleagues may measure a DW against their expectations once he or she has arrived. In one case, a partner organisation complained that they had asked for a technical DW but were given one who was not. The partner organisation was very disappointed while the DW basically said he thought he was the right person. Further discussions with the DW revealed that he was not even interviewed for this particular job when he was recruited in Copenhagen.

In addition, the situation may change from the time the job description is formulated to the time the DW arrives. The process inevitably takes a long time. A good selection avoids as many mal-placements as possible. It is a process that needs its time to be done properly. Shortcuts can have severe consequences for quality. At the same time, the job of adviser can be very difficult for a DW. In one case the DW advised the partner organisation not to to fire one of their members of staff because the reason given for this action was ridiculous. However, the partner organisation ignored the advice and fired the employee, who sued the organisation and won the case. The DW felt bad because he felt in certain cases it would be good for the DW to assert certain positions and stopping the partner organisation from taking an action that was in the end harmful to the partner.

The Country Office too has different expectations. In line with the MS policy, the CO expects that a DW should not only be qualified professionally for the job: in addition, (s)he should be able to communicate, having and showing solidarity and empathy, personal involvement, the ability to critically apply inter-cultural cooperation, to refrain from an un-sustainable "doer" involvement, be able to create good personal relations and integrate himself or herself in the local society, and so on.

Expressed and unconscious expectations will never give a perfect match. There will always remain good and bad placements. They cannot be avoided by the best possible selection process. We know of examples (not from MS) where the same development worker was in one placement considered a complete failure, doing nothing and sitting idle and isolated in his office. After an involuntary transfer to a remote area, he suddenly became one of the most active development agents, organising peasants into cooperatives which thrived and proliferated, and became a model for the country's administration of a major land reform.

Also the knowledge transmitted in Danish personal files can be insufficient, and in some cases deceiving. We saw one example where a partner, offered CVs and personal files for two potential DW, to choose from, and opted for the wrong one – as it later proved. Their expectations being guided by the example of an earlier DW, they opted for a professionally qualified person. When the DW arrived, they measured him against the example of his

predecessor, and were frustrated. They could not make use of the professional skills because the personal qualities differed too much, and for both parts the placement became a frustrating experience. In another case, a DW was frustrated because most of the staff of the partner organisation with whom she was supposed to work had in the meantime left the organisation, and instead of being an adviser to them she was supposed to replace them and to teach new volunteer staff members how to do the job.

One frequent and almost general complaint about recruitment was that it takes too long time. In most cases, even with a good and speedy match in Copenhagen, it takes at least a year from the date of an application until a DW arrives at his job. In the meantime the situation in the partner organisation may have changed completely. The job may be done already and a new assignment may be awaiting for the DW. New needs may have changed the priorities. The staff may have changed, and with it the expectations. This problem is difficult to solve.

Training

After candidates have been selected by MS in Copenhagen and accepted by the partner and the Country Office, the training takes place in three steps: a preparation course is offered in Copenhagen. DWs who are to go to Zambia are then given an extended training – called the Africa Orientation Course in Arusha, which is organised for all DWs assigned to Eastern Africa. When they arrive in Zambia after two months in Arusha, they are almost immediately sent to their partner organisation and start in their respective assignments. The third step in the training is in Zambia and is composed of three aspects: first there is the two-week Zambia Orientation Course, which is done three or four months after they have started working, sometimes even later. Secondly, most DWs, depending on the nature and geographical location of their place-ment, also receive training in the relevant Zambian language. Training in the local languages has proved to be particularly useful in inter-cultural cooperation. Thirdly, there is a variety of sector-specific workshops, etc. available to both DWs and members of partner organisations.

Unless they have taken up contact on their own initiative and have received response, DWs in Zambia thus start in their job without more than rudimentary country-specific introduction, and even less partner- and job-specific preparation. They do, however, receive briefings from their respective programme officer. Both partners and DWs appreciated the arrangement by which in-country training is postponed. All the DWs we asked emphasized that they gained more insight into the complex social and political environment after having experienced for some time the living conditions in their respective communities and the ways their partners work. A supplementary motivation may of course be that after a long period in Arusha, they feel exhausted and want finally to start working, not going to yet another introduction course. This is also by design; the DWs need time to settle down in their new work environment.

For the partners, a similar consideration may motivate appreciation of the late introduction course: they have already waited long for the DW to arrive, and may feel easier prepared to give him or her leave for an introduction course later, when (s)he has commenced his (her) work. Against this, however, speaks the frequent complaint from partners up-country that the DW travel to Lusaka too often and spend too much time there, at the expense of work in their proper job. Although it may be questioned whether another introductory course is justified at all, after two months in Arusha and 3-4 months on the job, and at the expense of absence from work, in

fact DWs find Zambia Orientation Course extremely useful for their work in Zambia and speak highly of the course.

Role in institutional development and capacity building

Most DW in Zambia are today working in positions which are defined first of all as institution development and capacity building. This is not surprising given MS' shift in policy away from direct work in poverty reduction and service delivery towards capacity building and advocacy.

This shift in emphasis has a side effect of making it more difficult to measure effects of MS' work in terms of its impact on poverty reduction. However, depending on the good selection of partners, there is good reason to expect that an impact on organisational capacities in poverty-related organisations will have considerable positive influence on their capacity to assist people in their poverty reduction work. To some degree, thus, emphasis changed from DW selection to partner selection.

Role in poverty reduction

As indicated above, the change in emphasis from directly poverty relevant activities like income generation or agricultural management towards capacity building and institutional support to NGOs has brought a rather indirect role for the DW in poverty reduction. A success in institution building in a partnership of relevance for poverty reduction may well bring more, and more sustainable results than work as agricultural adviser or carpentry teacher. But suc h success will in any case be more difficult to measure, and even more to isolate the effects of the work of MS.

Development at grassroots and service delivery has a direct effect on poverty which is visible and appreciated. Measured against the principal goal of MS to reduce poverty, the role of the DW has become more complicated and less gratifying in terms of response and of visible results.

Advocacy

Development workers are to different degrees involved in advocacy work in their partnerships and their jobs. But the effects of such involvement are extremely difficult to observe or even measure: Development workers are to support partner activities, they are not doing the advocacy work themselves. How much of a possible success is due to their support?

But MS as an international non-governmental organisation in Zambia has taken on some functions of advocacy which are commendable. The most obvious example of this function has been mentioned earlier and shall here only be named: the encouragement and support given to the theatre group that developed and performed at the annual meeting in February 2003 a play on the problems of land alienation in Zambia, followed by a debate on the land issue, in presence of a chieftainess and a representative of the Ministry of Lands.

Also the selection of partners does bear witness of concern for advocacy for particular disadvantaged groups, women, and the rural poor.

Role in inter-cultural cooperation

It was interesting to note that the concept was understood very differently among the DW. Some DW saw their role in this field as rather limited, considering it just a by-product in their work, and considering inter-cultural cooperation an aspect of their private relations to colleagues or to others in their spare time. Others understood inter-cultural cooperation as an essential part of their work, without which they saw no meaning in working with the people.

This may seem astonishing, as work in a foreign country necessarily includes some aspects of inter-cultural meeting. If not reflected and consciously developed, it can become negative: it can give a partner the impression that Danes do not care, are stingy, adhere strictly to the rules even where the human needs should demand a more emphatic attitude, or that they care for their own individual needs first.

We have not come across such judgements from partners nor others. Nor was there, in Zambia, any suggestion or insinuation about racism. The partner most critical of one DW insisted that this criticism was concerning one individual DW who was, according to the partner, not willing to take any tasks outside the defined job description, even though he was the only person having both the qualification and the opportunity to do so; for trying to dominate rather than subordinating himself to the coordination of the organisation; and insisting on rules rather than on the needs of the organisation, and on having no good relations to the staff members. All this criticism was all the time confronted with the example of the former DW who was portrayed as the direct contrast to the present one.

It belongs to the same story that the DW himself indicated that the partner was disorganised and without relevant staff, those whom he was sent to give advise were not working in the organisation any more when he arrived, and had not been replaced by new staff, as the organisation was in economic difficulties. Under these conditions he considered his work unsustainable and insisted in recruiting staff and having a proper administrative capacity instead of filling the gap by himself.

In general, the twelve DW we met carried the same enthusiasm as the CO and went to their work with the a spirit of the country programme, trying to be facilitators in empowerment and capacity building for the poor. They interpret this role differently, according to their own background and to their actual work situation. All of them make choices to the best of their ability every day, in an effort to apply the MS country programme as best possible, to the benefit of their partner and of the poor. The country office has the difficult task of supporting this process to ensure that decision making remains informed by theory and experience. The team has the impression that the CO uses this key quite consciously, if discreetly.

Summary

Most Development Workers do very well, a few have problems in meeting conflicting expectations and demands. Their attitudes and their active solidarity are more important for their performance than the rules and the definition of an advisory role. The performance of a Development Worker depends on his/her personality, professional qualification and social

surroundings, and is influenced by many unpredictable factors. A perfect match is seldom achieved, but much can be done to come as close as possible. The new programme of organisational capacity building offers a chance to apply the policy paper's "WAPAC" approach for a better match.

Altogether, the DWs in MS do perform well, with good support from the country office. Individual partner complaints are dealt with competently in the CO.
The present DW programme of MS can be supplemented with other tools. But MS would loose much of its identity and its present comparative advantages if the DW programme were eliminated. In particular it would loose (most of) the inter-cultural element.

CHAPTER 10:   SYNERGIES BETWEEN MS' DUAL OBJECTIVES

Separate or mutually reinforcing objectives?

MS Zambia in its policy paper, which was developed in responsibility of the PAB, insists in integrating the two basic objectives of MS. The policy paper states as the mission of MS Zambia: "MS –Zambia engages in cross-cultural partnerships that seek to empower the poor at local level to improve their livelihood" (p.1).

It may still be debatable whether this formulation establishes the two goals as separate objectives, or whether it defines one as a means thr ough which to reach the other. MS Copenhagen appears to insist that it wants both independently from one another, but in realising synergies between the two: inter-cultural cooperation is considered a goal in itself, but also an important asset in realising the second goal, poverty reduction. We saw examples that indeed inter-cultural cooperation can be an important factor in assisting the poor to improve their livelihood and their influence. The reverse appears much less obvious, even if it is thinkable that improved livelihoods among the poor would facilitate intercultural cooperation.

In practice, the Zambian programme is integrating the two goals on different levels. The PAB is a practical example to show that inter-cultural cooperation is bringing results in terms of empowerment – here in the form of Danish DW and Zambian PAB members working together. The solidarity from and the exchange with MS certainly strengthened the partners' views on the land issue and their enthusiasm and effort in pursuing it outside the context of the Annual Meeting. The same may be said about MS involvement in issues like women's liberation or the fight against HIV/AIDS.

But are the two objectives considered as separate goals – or as two sides of the same objective – or as mutually supporting twins?

Poverty reduction and inter-cultural cooperation

The head of the MS CO administration clearly sees the two as separate goals. In the field of professional accounting and economics work, he sees no place for the inter-cultural aspect, apart from the fact that the money he spends is coming from abroad and is donated because of international solidarity. Financial accounting is a professional work, inter-cultural cooperation is a cultural relationship outside. They meet in the programme, but not in the accounting.

Some DW see cultural exchange as a by-product of their work. Others see it as an integral part of their work, and do not draw any line of separation between their private life and their work. Without solidarity across cultural boundaries, there would be no meaning in their work for the poor. A third category are those who see an important aspect of their work in solidarity with certain issues, and hence with those people who work for advancing the objectives of

environmental protection or women's empowerment or human rights, especially the right to food, health, and education.

The inter-cultural goal is not immediately present in some activities, but more integrated in others. It is not visible, for example, in organisational capacity building, or in a DW building up IT-centres in rural districts. But it is highly present in the partnership approach. This approach emphasizes concern for the partners and solidarity with their cause. It is also highly present in other activities like those concentrating on advocacy, on debate of common issues, theatre performances, in AIDS campaigns, or in information work and training activities. When NGOCC got MS assistance in organising Zambian women's participation in the Beijing Conference, it was a central aspect of the effort.

The inter-cultural aspect is highly integrated in the work of the PAB, especially while preparing the policy paper, and it is expressed in the decision of MS to open its accounts to partners.

Inter-cultural cooperation as a vehicle for enhancing the capabilities of the poor

But these examples also show the limitations of the dual objectives: The concept of inter-cultural cooperation is difficult to operationalise. It is difficult to integrate. It is difficult to measure. And it is difficult to implement, at least if considered a twin goal to poverty reduction.

An experiment in thought may be clarifying: We imagine to cut out inter-cultural cooperation, and to give the partners money to employ a qualified Zambian person instead to fill the job of the DW. Would that significantly change their work?

It would demand a very highly qualified Zambian to do the work as adviser to a district council meaningfully. The placement depends on the DW's experience in an administration of democratic institutions in another country. But is that all? If so, would it be cheaper and more efficient to provide relevant experience in the Danish parliament or in Danish local administrations to Zambian advisers to local democracy? We could repeat the experiment with other placements, with similar result.

Still, even in case of the District Councils, the cultural cooperation component is more a means towards reaching the goal of poverty reduction. While MS insists on inter-cultural cooperation being a separate goal besides and on equal standing with that of poverty reduction, we see three possible relationships between the two: Inter-cultural cooperation can be:

- a separate goal;
- a motivating force for engaging in solidarity with the poor;
- a means to reach poverty reduction.

In summary, we suggest to follow the logic of the Zambian policy paper formulating the inter-cultural cooperation as a means to reach the basic goal of poverty reduction, and to operationalise it as solidarity with the poor. Such solidarity includes, among others, enhancing their capabilities, supporting their organisations, facilitating their access to resources and strengthening their fight for more influence and power.

CHAPTER 11: CONCLUSION

The conclusions that follow in this chapter are based on the Team's findings and are organised according to the following concerns:

- Partnerships
- Institutional Development
- Poverty Reduction
- The Performance of Development Workers
- Inter-cultural cooperation
- Synergies.

Partnerships

Zambia is one of the countries in which a concerted effort has been made to implement the partnership approach, and the partnership strategy has obviously benefited most partners. In particular, the wide participation in designing the country programme, through the policy paper for the period 2002 to 2006 – more so than for the previous policy paper, 1996-2000 – was useful training and living democracy in practice. The composition and functioning of the Policy Advisory Board and the participation of partners in the annual meetings and other events are other elements of importance. These aspects give partners a living feeling of what it means to be co-responsible. In addition, within the partner organisations, the new approach has brought in new elements of intensified democratic participation.

However, the partnership approach and concept seem not to be consistently understood by all as yet. Many partner representatives are able to "correctly" verbalise the partnership approach, but unrealistic expectations persist. For example, many partners indicate that they know the difference between a donor and a partner, and emphasize that MS is not a donor. However, when it comes to concrete decisions, the same partner representatives may indicate regret that MS is not more of a donor. It was observed, though, that awareness is better in new partners – suggesting that a consistent information from the start of partnership does improve understanding.

There are indications that this lack of understanding is, in part, a reluctance to understand. Accepting the full implications may not be in the interests of the partner organisation because of some of the partner responsibilities that this entails. At the same time, there appears to be lack of understanding of the concept of partnership because it is not always adequately explained within partner organisations.

Partners experience MS as the stronger partner in the relationship because MS:
- controls the funds
- not only monitors, but controls performance
- can decide and dictate certain conditions, such as phase-out.

We agree that control is needed in financial matters. The issue here is not whether it is needed, but how control is integrated into the capacity building effort.

There are complaints from partners about the length of time it takes to finalise and sign partnership agreements. The Team came across several cases with unduly long processes. This may be a result of difficult negotiations, of components to be put in place, and other delaying factors. However, it may also be a result of a heavy work load in a CO trying to introduce a new structure in many partner organisations at the same time.

In some cases, there is a communications gap between the CO and the partner organisations. Many things – starting from the above mentioned debate to decisions on suspending payments or concerning advice on how to deal with an irregularity in finance and other issues – are communicated to individual leaders but not disseminated to all concerned.

Strictly speaking the observed communication gap is not a problem in MS but within the partner organisations. However, it affects the work of MS if employees or members of partner organisations have not sufficiently understood the information. MS needs to make considerably more effort to make sure that not only the leaders of a partner organisation are informed, but that the dialogue reaches all concerned persons effectively.

Training given through assistance from MS is much appreciated. In fact, many partners indicate a need for much more training. This is a Sisyphus task, though, because often, persons who have been given training as an essential input into their particular jobs in the partner organisation (for example, accountancy training) are tempted to change into a better paid job in another organisation, precisely because of the added qualifications gained.

Overall, partnership with MS is appreciated by the partners. This holds true even after phasing out.

The Phase-Out Process

The phase-out of old partnerships has been done much more efficiently by the CO after the review of 2000. Most concerned people, both in management and others, were told in advance when the partnership would end, and workshops were held to clarify the modes and consequences. Most phased-out partners appear to be doing fairly well, though some had to reduce staff and some activities as survival strategies. Most are optimistic that they will continue to exist.

However, in many incidents MS is still not able to effectively communicate the phasing-out as a matter of partnership and a consequence of the mutuality of the programme. It is only able to make partners accept it as a necessary, if unfortunate, fact. A number of partners understood the phasing-out as being "terminated". The phase-out workshops were for some partners a shocking experience, because they felt they "were not yet ready for phase-out". Most phased-out partners felt the process could have been done in a "better" way. They asked for more time, for gradual reduction of financial support, for provision of transport, and for "being allowed to engage in income-generating activities" before being phased out.

There remain some misunderstandings with some partners about when exactly the partnership ended. Partners expected and waited for a document of termination (which would in addition indicate the formal transfer of assets), and even a formal celebration ending partnership.

Institutional Development

What is definitely a new democratic development is the Policy Advisory Board. This institution gives the partners an input and an influence in policy decisions in the CO (and beyond, in the representation of the PAB in annual meetings in Copenhagen). Recently, the PAB has consolidated its role in the country programme, through the effective role it played in the formulation of the policy paperUnfortunately, only a few individuals are represented in the PAB. Therefore, its educational effect is limited and needs to be widened. Also, the influence of the PAB is limited, and its democratic potential remains restricted.

MS Zambia has after 2000 done much more effort to implement the partnership approach – sometimes enforced at the expense of clarity and transparency, and/or overcharging the partners who could not fully understand the implications, particularly of the phase out process. The enforced implementation process may at times have overstretched the capacity of the programme officers. The Co-ordinator should probably not have accepted the additional task of administering the phasing out of the Lesotho programme of MS. In spite of all personal efficiency, the programme in Zambia is a full time job – and well so.

Poverty Reduction

With the partnership approach, the measurement of the contribution of MS to poverty reduction becomes difficult. It can be said that implementation is too new for meaningful measurements to be made. The effects of MS on partner organisations can be observed. They are supposed to enable them to better handle their efforts towards poverty reduction. But the second step, the effect of MS and its new strategy on the poor, will need more time to become measurable. What is indicated from this evaluation is that the overall approach of MS giving assistance to self-reliant development towards poverty reduction through partners is well-conceived. However, it needs time to work, in a context of a very different social reality than when it was conceived. What has been observed so far is a significant strengthening of partners.

Moreover, it will probably never be possible to separate the success of MS from that of its partners. What is required is more attention on methods of measuring the contribution of the *partnership* to poverty reduction. The "Most Significant Change" method can help to identify some of the effects and successes.

The Performance of Development Workers

The experience of Development Workers varies considerably in relation to partners, location, context, job description, and others. Some DWs experience different degrees of conflict between the demands of MS policy and the requirements of their job and the expectations of their partners. They feel confronted with demands and expectations that they consider unsustainable.

The role of the DW depends on at least three elements: a) sound professional qualifications b) personal ability to encounter people, solidarity, and empathy and c) conducive local and work conditions. These three factors can only to some degree be influenced trough preparation and training and through work with the partner organisation.

A rigid distinction between "doer" as against "adviser" may be counter-productive. In order to be an effective and meaningful adviser, it is often necessary to be involved to some extent in the partner organisation's activities as a "doer", as part of the necessary learning to be an informed "adviser", and as part of the solidarity with the members of the partner organisation.

Above all, the more one gets away from formal job relationships and technical, economic, and infrastructural services, the more there is a need for the guidelines given to the DWs to be applied with flexibility and common sense, without overriding the principles of "ownership" and "sustainability".

Most DWs see the three phases of their training as adequate and useful. Comments suggest that the in-country training after they have stayed with their partner organisation for a few months is appreciated, as more benefit is gained from this arrangement.

There is significant potential for DWs to learn from one another. This needs to be institutionalised by creating room for more exchange of experience, in writing or orally, in order to feed the lessons learnt into an institutional memory. However, the team is concerned that efforts to facilitate exchange should not lead to more absence of the DW from the work place and the paertner. We suggest to include partners also in this effort.

Inter-cultural Cooperation

The concept of inter-cultural cooperation seems to be too woollen, imprecise, and not operationalised. In addition, the concept is understood very differently, and considered by many as impracticable. At the same time, inter-cultural co-operation is present in MS activities in many fields.

It is there, to a different degree, in the daily work of the DWs and in their meetings with Zambians in their daily life. Moreover, it is there, first of all, as the very bottom and base of the partnership approach itself. Still, the very demand to prepare "operational guidelines" for the concept indicates a need to put the concept into a more tangible, applicable, and touchable tool for MS work, but also demonstrates its evasiveness and the problems inherent in applying it in practice.

The team suggests to operationalise inter-cultural cooperation as solidarity with the members of partner organisations (and beyond) in their endeavours towards poverty reduction.

Partners indicate they "understand" the concept. At least the chairpersons of partner organisations usually have some understanding, while others have more nebulous concepts.

Synergies

However, the synergies between inter-cultural cooperation and poverty reduction are not consciously observed. We believe this to be a positive finding: Inter-cultural cooperation helps

in poverty reduction without people reflecting over it. Some DWs, for example, experience inter-cultural co-operation merely as a by-product of their work. This is so mostly for those typically in "advisory" placements, in urban settings, in a job-like work situation, and in organisation building. Other DWs experience solidarity with local people as the everyday basic element of their work. Inter-cultural co-operation is experienced as a central element in mobilising and empowering the poor. DWs in teaching and organising people, mostly in rural areas, and in cooperative activities see inter-cultural co-operation as an essential part of their work, without which they could not function.

Moreover, in its role as facilitator, the CO makes a considerable effort in creating conducive situations, arrangements, and meetings for inter-cultural cooperation. In the Policy Advisory Board, as the organ in many ways epitomising the partnership approach, inter-cultural cooperation is maybe most concretely at work. Here, cultures seek to influence, to correct, and to supplement each other in a collective effort at poverty reduction.

CHAPTER 12: RECOMMENDATIONS

This study evaluated the activities of MS Zambia as part of a broad evaluation of Mellemfolkeligt Samvirke (the Danish Association for International Cooperation). It focused on the period 1997-2002 and identified the following key recommendations for improving the organisation's operations:

- **Need for the "partnership" approach to continue as the principal vehicle for achieving MSIS objectives. There is no better available alternative at present.** The data from the field study strongly suggest that MS and its partners must continue to work together to find ways of achieving the best methods and ways of achieving their goals.

- **Need for more communication between MS and partner organisations.** The study findings show that there is need for more communication between MS and its partners. In particular, there is much need for emphasising, explaining and encouraging the partners to understand and grasp, not just verbalise, the "partnership approach" as well as taking control of their own programmes and activities. At the same time, MS needs to adequately attend to the queries and concerns of its partners and communicate all important decisions in writing even if these are reached in oral discussions. This will reduce future misunderstandings and/or misinterpretations and promote more harmony. **MS needs to accept that communication problems exist within partner organisations, and that they have repercussions on MS. MS needs to do considerably more effort to ensure that it communicates not only with a few leaders, but that the dialogue reaches all persons concerned within all partners.**

- **Need for clarity on income generation:** Several older partners were of the opinion that they were not allowed to have any income generating activities if they want partnership with MS. This appears to be a relict of earlier rules which are no longer valid. MS should remove any possible ambiguity and communicate widely that it welcomes partners to generate their own income and by that make their work and their organisation more sustainable.

- **MS should continue providing training to members of partner organisations.** The results of the study strongly indicate that most of the respondents singled out training as one of the single major benefits that they had received from MS. Consequently, MS needs to continue providing training which many people felt needs to be prolonged and made available to more members in the partner organisations.

- **Need to continue the three phases of the DWs' training.** Most DWs see the three phases of their training as adequate and useful. Comments suggest that the in-country training should continue to be given after the DW have stayed with their partner organisations for a few months. This form of the "third phase" is appreciated, as more benefit is gained from this arrangement.

- **Need for more effective monitoring and evaluation of the impact of partnership activities vis-à-vis intercultural cooperation and poverty reduction. The team** acknowledges that it is too early for the partnership approach to have significant direct impact on poverty reduction. The effective implementation of the programme started only in 2000. MS and its partners need to develop effective mechanisms of assessing

successes and failures. The information from this study suggests that currently it is extremely difficult to effectively measure the enhanced impact of the partnerships, especially where capacity building is supposed to contribute to poverty reduction.

- **Need for an interim Letter of Intent or Memorandum of Understanding to be put in place. Given the long time it takes to finalise and sign the partnership agreement, a MoU can help to fill the gap. MS should simultaneously work to reduce the time it takes to finalise partnership agreements.**
- **Intercultural cooperation needs to be put into a more practical context.** The findings from the study clearly suggest that there is much more intercultural cooperation in practise than the participants are aware of. Since this is a very important component of the "partnership approach" and poverty reduction, it is imperative that flexible guidelines and modalities on how this can be efficiently put into practise by MS and its partners are developed. The team suggests as one way (among others) of operationalising inter-cultural cooperation to define it as solidarity with the members of partner organisations (or even beyond), in their endeavours towards poverty reduction.
- **Need for the phase out to be effectively communicated to the partner organisations.** The Team appreciates that MS Zambia has taken effective steps to phase out old partners that do not need support of this type any more, and to develop procedures for phasing them out. Such procedures are important because they allow partners to know what they have to expect, and make the process less accidental. It is very important that the phase out remains an integral part of any new partnership agreement. However, the results of the fieldwork illustrate that there were misunderstandings on the partner side, regarding the phase out. This does not seem to be the case in the new partnerships except where the term "suspended" was used. The phase out workshops should continue and must be used as another opportunity for effectively communicating what is meant by phase out and its implications. In addition to the partnership agreement, MS should also provide a written formal handover document that clearly indicates the end of the partnership and what assets, if any, belong to whom and the responsibilities of each partner. There is also a need to record major decisions in writing, to be handed over to the partner and put on file both at the CO and by the partners.
- **PAB should be given an additional task of representing the partners in situations involving misunderstandings or "conflict" between partners and the CO.** The data from our study strongly suggest that currently there is no "neutral" body that acts as a go between. Partner agreements mention the PAB as a "mediator" (not as representing the partner), but the constitution of the PAB does not assign it that task. If the PAB assumed this task, it could enhance the pride and consciousness of partners for having access and influence, and of being equal.
- **MS must continue to extend the partnership agreements in cases that merit this**. However, to do this consistently, MS must develop a system of reviewing the partnerships, say half-way in the contract, on a regular basis. This entails regular visits to partners by the project officers. The regular visits should take the time needed to create mutual understanding and to communicate it to the staff and the members.
- **Need for MS to effectively deal with the transport problem** The information from the field shows that transport is a serious problem affecting many partner organisations. There is urgent need for this issue to be addressed because it is very important especially after the phase out in organisations that are dependent on the DW's vehicle. We are not

saying that MS should buy vehicles and provide maintenance facilities. Owning a vehicle can be unsustainable, the first step towards bankruptcy for a small organisation. We merely emphasise that a solution needs to be found, otherwise a lot of good work will come to an end due to transport problems.

- **Need for efficient and up to date record keeping at the MS-CO.** The evidence from the study suggests that there is need for MS to keep its records up to date and to record more systematically all major decisions made, as well as the general development of the partner relation. There were cases where information on partner files was incomplete or missing. Good record keeping is very import for obvious reasons. It is vital in case of a disagreement or serious misunderstanding that can easily be cleared by going to the files.

Finally, it the sincere hope of the Team that MS and its partners will find these recommendations useful.

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APPENDIX 1

List of partner organisations visited

In order to allow the persons we interviewed greater freedom to speak freely, the team decided to grant anonymity to persons interviewed. The following list consequently does not name persons met during partner visits. Though the official functions of partner organisation officers may allow to identify them, we decided not to indicate any names.

Luapula Province

Chibalashi Youth Agriculture Club
- Chairperson
- Committee member

Mansa District Forestry Department
- DW
- Government Forestry Extension Assistant
- Committee Vice-Secretary (Bee Celebration Committee)
- Treasurer and CMC chairperson
- Vice Chairperson
- One member of the Bee Celebration Committee
- District Secretary
- Chairperson Ng'oma Community
- Ordinary members
- Chairperson Natweshe Bee Keepers
- Natwapane Club
- Member

Kawambwa District Council
- DW
- Council District Director
- Council Chairperson
- Treasurer
- District Secretary
- Councillor
- Acting Director of Works

Mansa Diocese (Catholic)
- Project officer

Ukususha Ilungu Kwendamo Farmer Training Centre
- Manager
- Vice Secretary
- Treasurer
- 2 Board members
- Former Acting treasurer
- Livestock supervisor
- Committee member
- 4 Ordinary members

Kosapo Skills Training Centre
- Principal
- 2 Ordinary members
- 2 Instructors – one a former co-ordinator
- student

Miponda Family Farms
- Manager and former PAB member
- Committee member
- Ordinary member

Muchinka Youth Centre
- Chairperson
- Vice Chairperson
- Youth Chairperson
- 5 Ordinary members
- cashier
- Committee member
- Youth secretary
- Treasurer
- Project co-ordinator

Samfya District Council
- District Planning Officer
- DW
- Treasurer

Eastern Province

Petauke District Council
- Council Chairperson
- Council Secretary
- Acting Director of Works
- Assistant District Planning Officer

- Councillor
- DW.

Mnkhanya Area Development Committee
- Board Chairperson
- Area Councillor
- Community Development Officer
- 3 Community Members
- DW

Mthila Kubili Agricultural Project
- Board Chairperson
- Board Vice-Chairperson
- Senior Board Member
- Chief's Representative
- Project Manager
- Board Secretary
- 7 Ordinary Members
- former DW

PAMO
- Board Chairperson
- Executive Coordinator
- 4 Board Members

Lusaka Province

YWCA
Executive Director
Administrative and Human Resources Manager
Drop-in Centre Coordinator
Gender Advisor
DW

NGOCC
Board Chairperson
Executive Director
Documentation Officer
Communication and Advocacy Coordinator
DW

YALON
Manager
Board Chairperson

Chibolya Residents' Development Committee
      Board Chairperson
      Community Development officer
      DW

Dzithandizeni Trade School
      Board Chairperson
      Manager
      Head of Department/Staff Member.

Development Workers the team met

Thomas Kristiansen	NGOCC and MS - CO
Helle Vibeke Hansen	YWCA
Peder Thorning	Samfya D.C.
Bente Fagermænd	Mansa D.C.
Lotte Klinte	Chibolya R.D.C. – formerly, but no longer, Civil Society for Poverty Reduction, and MS – CO; formerly YALON
Jesper Klinte	Kafue D.C.
Manja Sørensen	MS CO – Information; ad hoc Community Voice
Pernille Friis	Mnkhanya A.D.C.
Kikuvi Mbinda	Kawambwa D.C.
Henrik Juul-Nielsen	SLAMU
Jette Møller	Petauke D.C.
Tim O'Conell	PELUM
Svend Martensen	Mthila Kubili
	(DW unitl 2000, but still resides in Lundazi District)

List of persons met
Margaret Machila
Chieftainess Nkomeshya Mukamambo II
Lars Engberg-Pedersen
Besinati Mpepo
Several Peace Corps volunteers
Several German Development Workers

List of CO officers met

Lis Bjarnesen	Co-ordinator
Olav Osland	Administrator
Glory Mukonka	Project Accountant
Susan Mwanza	Programme Officer (Luapula)
Carlton Sulwe	Programme Officer (Eastern)
Malekiado Phiri	Programme Officer (Lusaka)
Manja Sørensen	Information Officer

From Himmelbjerget to Himalaya

MS in Nepal

Final Report

Tone Bleie
Lok Bhattarai
Krishna Bhattachan

August 2003

Contents

Executive summary

The Chr. Michelsen Institute was commissioned by the Danish aid agency, Danida, to evaluate the Danish Association for International Co-operation (MS) as part of a comprehensive evaluation covering MS's activities in Denmark and abroad, including three country studies on Nepal, Kenya and Zambia. Comparative findings in these sub-studies will be integrated into the main (synthesis) report. This report deals with the Nepal country case.

In conducting this exercise, this team has made use of mostly qualitative, but also quantitative data sources. A review of secondary sources (official reports, plans and statistics, and internal policies, strategies, guidelines and reports), semi-structured interviews with key individuals and focus group discussions have been combined with a more limited use of direct observation and case studies. To the degree possible within the time constraints of the team, triangulation and dialogue were used to cross-check and validate data at different stages of the evaluation work. To cover a cross-section of different partners a sample of partners was selected on the basis of these criteria: (1) type of organisation; (2) operational approach; (3) focus on strategic and practical needs: (4) sector emphasis; (5) length of partnership; and (6) geographical location.

An introductory country presentation is made of Nepal as a currently destabilized state, the combined result of a historic legacy of gross gender and caste inequalities and rapid economic and cultural globalization. As part and parcel of the cultural globalization (including the expansion of the human rights-based international regime) and of economic globalisation, there has been since the 1980s a rapidly evolving presence of international aid agencies and an unprecedented growth of NGOs and INGOs.

One cumulative effect of many INGOs' and NGOs' rights-based advocacy work is a heightened political awareness of the social contract between the government and the people as citizens. The NGO sector in Nepal is currently facing mounting criticism internally as well as externally from the government and from various other sections of civil society at national and local levels. This criticism concerns certain shortcomings, such as a limited impact on poverty reduction, a predominantly Northern and donor-based accountability, low transparency and weak coordination. But ironically it is also related to some specific achievements, such as the increasing public focus on the state's non-compliance with human rights and the NGOs' partial substitution for government functions in some areas.

Within the large and diverse NGO sector MS-Nepal has been known as one of the smaller INGOs, and has been associated mostly with what many - in spite of MS's own policy and terminology changes – still call a "volunteer programme". MS's policy decisions to collaborate with Dalit and ethnic organisations and to strengthen representation and accountability to its partners (through the creation of a Policy Advisory Board) have been positively received by many within the sector and within the larger civil society establishment.

In the 1990s a personnel-based partnership programme was set up, consolidated and expanded in an effort to secure a continued high level of financial support from Danida, while responding to the global policy shift (in the early and mid-1990s) from self-implementation to working through national and local intermediaries. The special funding situation has created the overarching

parameters for how MS Nepal has seen its own opportunity situation, has managed its personnel policy and its use of limited administrative resources, has implemented the partnership strategy and has seen the Danish DWs as the very backbone of the new partnership programme.

During the period under scrutiny MS Nepal has developed a comprehensive country programme policy based on two goals: (a) poverty reduction and (b) intercultural cooperation. Some noticeable gaps in the policy framework notwithstanding, the policy is relevant in relation to other major stakeholders and is linked to a comprehensive and well defined strategic planning framework. The policy's basic thrust is found to be well-conceived: (a) the insistence that poverty is mediated through complex gender, caste and ethnic hierarchies that pervade both the society and the state, and (b) the key elements in the strategic framework emphasising geographical concentration, a strategic mix of partners (including a sizeable number of locally accountable CBOs) in order to create synergies and a recognition of the importance of collaboration with local institutions.

MS-Nepal is concerned with making the greatest possible impact on poverty while engaging in intercultural cooperation in a sustainable and cost-effective manner. This team has found that these intentions, also convincingly articulated in MS's own country programme policies, are far from being fully realised due to a number of institutional dynamics that are localised partly at the country level in Nepal and partly at the MS level. These dynamics are to a considerable degree generated by the large and resource-demanding personnel programme, which has had a number of consequences for the working priorities of a fairly small centrally-located CO staff, the competence levels of MS staff (not least of the Danish DWs) and for the selection and maintenance of partnerships.

Our finding is that as MS reoriented its partnership programme, the well-conceived set of strategic considerations (e.g. a geographical concentration in the most poverty-ridden areas in the Western development regions, the selection of partners according to an elaborate set of criteria and a strategic mix of partners) were to some degree set aside, partly because of other more practical organisational priorities and expediencies. The end result was a considerable number of mostly smaller partners, many of them spread out in the vast Western region, allowing limited opportunities for synergy and a critical mass of impact.

A major planned consequence of the collaborative programme at the partner level is capacity building in sub-areas related to planned project and financial management. The DWs have played an instrumental role in achieving these results. This capacity building has also had unplanned, rather negative consequences in two areas in particular. There has occurred a massive one-way influx of Western technical policy and planning concepts and practices that have not been sufficiently accommodated to local realities, and have mostly overlooked a wealth of locally-based knowledge about, for example, social justice, social responsibility, leadership accountability, livelihood and environmental change. Another unintended consequence of inadequate attention to the intercultural dimension of the taxing competence building effort has been the devotion of less attention and resources to pressuring livelihood-focused work and local accountability building.

Organisational reform aimed at enhancing transparency and representation has shown uneven results. In some of the organisations visited by the team certain potentially important reforms are

underway; but these are so new that the final effects have yet to be seen. In other organisations, initiatives are piecemeal, signalling the current leadership's resistance to more fundamental changes. Sensitivity to gender issues has improved considerably in some organizations and to a limited degree in others. The gender composition of paid staff in a number of organisations shows some improvement, but less so at the board/trustee level. The level of awareness of caste and ethnic discrimination in the partner organisations varies. Improvements in the representation of service castes and indigenous ethnic groups seem slow in many organisations and satisfactory in some.

This team finds overall that there are some serious gaps between the country level policy and the impact at the beneficiary level. The period under scrutiny saw a policy shift from a predominant focus on service delivery/technology transfer and self-help to capacity building and advocacy. This team recognises that the capacity building and advocacy approach connects to livelihood issues in a more indirect manner. Thus it may take time for a cumulative impact to be seen.

The team concludes that the recent approach has so far been implemented in a piecemeal manner, often with too limited attention to how to link capacity building and advocacy with the daily struggles of the disadvantaged for greater social and economic security and well-being. The unplanned constraints created by the volatile political situation and the relative novelty of the partnership-based programme notwithstanding, earlier direct and indirect impacts could have been generated if more of the partners had focused on creating synergies between low-profile awareness raising, functional literacy, legal and civic education, income generation, improving capacity to negotiate access to local user groups, local level government, to still functioning traditional voluntary associations, and to exerting greater pressure for improved and expanded government services. The intermediary NGOs have created a fairly small number of community organisations, but few of them so far show signs of evolving into genuine grassroots-based entities. In addition, the multiplier effect is low, i.e. we have found meagre evidence of indirect benefits to people that were not themselves members of the local groups. Some partners' achievement in building community ownership, in addressing pressing livelihood needs, in raising new awareness of discriminatory practices and laws and building leadership qualities, represent some notable and encouraging exceptions to this rather dismal picture.

Project components based predominantly on a service delivery and self-help promotion approach have so far been showing more visible results in respect of the livelihood situation than has the capacity building and advocacy approach. As an example, the mobilisation of group-based savings is encouraging in some places, but has yet to be properly linked with productive and entrepreneurial activities on the one hand and issues of more equitable access to the basic necessities of life within households on the other.

The recently approved policy on intercultural cooperation is the most comprehensive effort on the part of MS-Nepal so far in defining intercultural cooperation and dialogue. The team finds the new policy forward looking in some respects. Even so, the policy does not adequately express how the two goals of poverty reduction and intercultural collaboration interrelate. Notably, the cultural and political aspects that are also inherent in MS-Nepal's own partnership collaborations are inadequately understood. At the concrete level of cooperation (based on the goals of intercultural cooperation) too much strategic thinking, concrete facilitation and financial resource

have gone into north-south cooperation (mostly benefiting Danes) at the expense of south-south cooperation.

Our finding is that the Country Office is pressured by the mounting expectations of an increasing number of partners and a comprehensive personnel programme. In spite of a considerable effort to strengthen all the units of MS-CO, including some innovative administrative strategies for managing the partner collaborations, partnerships are still mostly not managed in a process-oriented mode. This opens the way for us to suggest a few alternative options for the decentralisation of the country office management.

This team finds that the current composition of MS-Nepal's CO staff in terms of caste, ethnicity and gender also raises pertinent questions when considered in relation to MS's pluralist policies pertaining to gender equity, caste discrimination and cultural rights. A range of complementary measures such as quotation, tailor-made training, "golden handshakes" and language policies are proposed to improve the gender, caste and ethnic composition of the Country Office.

In order to allowing the composition and mode of functioning of Policy Advisory Board to realise MS's pluralist vision, a range of measures is suggested, including, amongst others; an increased number of seats for partner representatives, the use of quotation, a greater focus on simplification and (cross-cultural and mother tongue) translation in oral and written communication, and careful regular pre and post-meeting facilitation.

MS and its partners have put considerable effort into making the monitoring and evaluation system more flexible, user-friendly and impact oriented. Even so, many partner-level users find the system demanding to follow. The system does not in any accurate and comprehensive manner monitor the interconnections between inputs, outputs, effectiveness and results at partner and beneficiary level. Thus there is no proper monitoring system in the organisation to check regularly whether efforts ultimately result in actual poverty reduction, less social discrimination and enhanced wellbeing at a scale that the partners and MS can be satisfied with.

All interviewed DWs were found to be motivated to contribute to their host/partner organisation. This is an asset in itself. There is, however, a discrepancy between the DWs' own self-assessment of the magnitude and positive consequences of their performance, and how the evaluation team, with some notable exceptions, judges these impacts. The DWs' most significant contribution to capacity building and institutional development is most marked in areas related to administrative management. Many Danish DWs are found to lack the combination of an adequate grasp of Nepali (or any other mother tongue), a basic political understanding, institutional knowledge and knowledge of local-level livelihoods that is vital for being able to strengthen the partners' capacity to make an effective impact on both DAGs/PoPs organization building and livelihoods. Few of the current Danish DWs had, prior to their current assignment, relevant professional experience from comparable poverty- stricken and hierarchical multi-ethnic societies.

Due to a lack of proper institutional arrangements, the working capacity of quite some of the current DWs is found to be underutilized. This is questionable from a cost efficiency point of view. The team has made an effort in different ways to gauge the cost-effectiveness of the DW arrangement and finds serious reasons to question the cost-effectiveness. The team highlights

these findings, although the team is aware that MS centrally and Danida assess the long-term impact (after the DWs' contract periods are terminated) as also being extremely important.

Since the DWs' impact at partner level is not as substantial as expected, and also not very cost-effective, the team suggests that the whole personnel programme should be looked into. If MS decides to retain the programme at its current level, this will have some repercussions for impact that can only to some degree be compensated for by increasing qualification criteria and improving in-service training. Alternatively, the number of Danish DWs could be reduced by at least 50 per cent in the next planning period and replaced by development workers from Nepal and the neighbouring countries. The most radical solution would be to phase out fully the Danish component in the next planning period, and only recruit staff on the national and regional labour market. The team acknowledges that the ultimate decisions regarding the number and role of the Danish volunteers are made at the level of Danida and MS centrally.

Acronyms and Abbreviations

9th Plan	HMG 9th Five Year Plan
10th Plan	HMG 10th Five Year Plan
AIR	Annual Impact Review
BASE	Backward Society Education
BPEP	Basic Primary Education Programme
CBO	Community Based Organization
CWD	Centre for Women's Development
DAG	Disadvantaged Groups
DANIDA	Danish International Development Agency
DDC	District Development Committee
DEO	District Education Office
DKK	Danish Kroner
DLAs	District Line Agencies
DW	Development Worker
DWO	Dalit Welfare Organization
FDC	Fisheries Development Centre
GDI	Gender Development Index
GEM	Gender Empoverment Measure
GO	Government Organizations
HMG-N	His Majesty's Government of Nepal
HDI	Human Development Index
HUGO	HumanRights and Good Governance Programme
INGO	International Non-Governmental Organization
JAYC	Jana Adarsha Social Centre
KSSC	Kalika Self-Reliant Centre
Kamaiya	Bonded labourer
KYC	Kirat Yakthung Chumlung
LFA	Logical Framework Analysis
M&E	Monitoring and Evaluation
MS DK	MS Denmark
MS	Mellomfolkelig Samvirke (Danish Association for International Cooperation)
MS-CO	MS Country Office in Nepal
MSiS	MS in the South
NEFEJ	Nepal Forum of Environmental Journalists
NFE	Non-Formal Education
NPI	Nepal Press Institute
NEWAH	Nepal Water for Health
PAB	Policy Advisory Board
PO	Programme Officer
PoP	Poorest of the Poor
PP	Policy Paper
PRSP	Poverty Reduction Strategy Paper
RDA	Royal Danish Embassy

RL	Radio Lumbini
RMP	Radio Mandan Pokhara
SSD	Samaj Sewa Doti
SSDC	Sidhartha Social Development Centre
SWC	Social Welfare Council
ToR	Terms of Reference
UNDP	United Nations Development Porgramme
VDC	Village Development Committee
WWA	Women Welfare Association

1.   Introduction

The Chr. Michelsen Institute (CMI) has been commissioned by the Danish aid agency Danida to evaluate the Danish Association for International Co-operation (MS). The evaluation will cover most of MS' activities in Denmark and abroad. For the evaluation of the MS in the South programme, three country case studies will be conducted in Nepal, Kenya and Zambia. The comparative findings of these country studies will be integrated into the main (synthesis) evaluation report.

The Nepal case study takes as a departure point an analytical overview discussion of the civil society in Nepal and then places MS-Nepal and its partner organizations within that very historical and contemporary context. Most of this study is focused on assessing the partnership arrangements and impact at the beneficiaries' levels in the light of the Country Programme, with an emphasis on the 1997-2002 period. The evaluation covers the following aspects:

- Effectiveness and impact on selected partners and on beneficiaries, in the context of country-level policies and strategic approaches
- The concept of partnership and partnership in practice
- Intercultural co-operation in relation to poverty reduction
- The performance of development workers (DWs) in relation to the goals of poverty reduction and intercultural cooperation
- Organizational development in the light of the partnerships
- Degree of realization of the synergies inherent in MS-Nepal's dual goals of poverty reduction and intercultural co-operation.

2. General country background – Nepal

Political background

Nepal has been a Hindu kingdom since the ethnically and religiously diverse central Himalayan belt, with its independent chief and kingdoms, was unified through a combination of military force, alliance building and cultural assimilation in the late 18th century. The modern history of Nepal can be divided into the Shah period (1789-1846), the Rana period (1846-1951), a transition period between 1951-1960, the Panchyat period (1960-1990) and the multiparty democracy period, introduced by the Peoples' Movement in 1990.

After the reinstatement of the multiparty system, the hard-line left parties pressed for an election to a constituent assembly as a means of delivering a new constitution. Instead of a constituent assembly, selected representatives of the Nepali Congress, the mainstream left and the palace took on the task of drafting the new Constitution. While the merits and internal contradictions of the 1990 Constitution continue to be debated, one can say that ethnic affiliations have a certain degree of official recognition in the Constitution. From August 1994 Radio Nepal started to broadcast news in eight national languages for the first time (Raj, Gurung, Magar, Limbu, Bhojpuri, Awadhi, Tharu and Tamang). By that time a combination of state prosecution of activists from the Communist Party of Nepal (the Unity Centre) and of the new parliament's inability to deliver pr o-poor and forward-looking political decisions had alienated the Unity Centre from parliamentary politics. Early the next year, the Unity Centre (renamed the Communist Party of Nepal, Maoists) adopted a plan for People's War. And a couple of months later, in February 1996, the Communist Party presented the by now famous 40 demands to the minority government of the Communist Party Nepal (UML). Soon afterwards, the Peoples' War was launched. In the first period, the uprising was not given much attention by a hung parliament, which, influenced by self-serving interests, tried out a number of coalition strategies.

The palace massacre on 1 June 2001 put the whole nation is a state of shock and disbelief. This disbelief persisted after the official report on the murders was made public. The massacre put the Maoists on the offensive. Successful attacks on police stations and disagreement between the erstwhile Prime Minister Grija Koirala and the palace led to the Prime Minister's resignation and his replacement by Sher Bahadur Deuba, who announced a ceasefire. This truce lasted only for a few months and ended in a series of successful military attacks by the Maoists. As a response to this escalation of the military conflict and Shere Bahadur Deuba's announced dissolution of the parliament and postponement of the upcoming election, the new king sacked his Prime Minister on 4 October 2002, and appointed his own cabinet. Under this cabinet, secret negotiations took place, leading to the announcement of a ceasefire in late January 2003. At this moment the prospects of an enduring peace are unsettlingly uncertain, as the talks are moving slowly and are threatened by the mainstream parties' staunch opposition, the US's so-called "global war against terrorism" and the triangular conflict between the King, the political parties and the Maoists.

Two rounds of talks were held on April 27 and on May 10, 2003, but they yielded few results. Both the Maoists and the parliamentary parties have criticized the King's appointment of Surya Bahadur Thapa on June 3, as a royal move to strengthen the kingship in contravention of the country's constitutional monarchy. The relations between the King, the political parties and the

Maoists are complicated. On one side the Maoists wish to negotiate with the King, but they also like to have support from the major political parties that is represented in the dissolved parliament, in order to gain legitimacy for the negotiations. The distance between the major political parties and the King is also widening as the King has twice rejected their demand to constitute an elected government and allow the parliamentary system to be put on track. It will prove critically important if the Maoists agenda to replace the present Constitution with a new one (prepared by a constituent assembly) and the political mainstream parties' agenda to restore the parliament and pursue reforms can be united to deal in a strong manner with the very ambitious monarch.

Economic situation

Until very recently and for about 15 years Nepal's annual economic growth was about 5 percent. Growth has come largely from the non-agricultural sector, which currently contributes about 60 per cent of the GDP, compared to about 40 per cent less than two decades ago. The structural transformation of the economy has been segmented and partial. A large portion of the labour force has had no or marginal access to the more productive non-agricultural sub-sectors. Since as many as 80 per cent of the population are still employed in the agricultural sector, due to lack of access to lucrative non-agricultural sub-sectors, income distribution has become more differentiated and uneven. In the agricultural sector, a vast proportion of the households struggle to survive by diversifying their economic participation, including through strategies such as local and international migration. The absence of able-bodied youths and adults (mostly men) has intensified the labour burden of children, adult women and the old, accentuating household dilemmas about investment in education, health and well-being and resulting in accentuated deprivation, ill-health and mortality.

The escalation of the war between the Maoists and successive governments has had a number of rapid impacts on the Nepalese economy. The tourist sector, a vital foreign exchange earner, has shrunk considerably as a result of a radical decline in foreign tourist arrivals. In many rural areas most governmental service functions have closed down or literally been destroyed in the Maoists' military operations. The free movement of people and goods between villages and commercial markets has been disturbed, affecting employment, income and the flow of vital goods such as grain. Reports of cases of extortion of food, money and tradable assets from common villagers have become widespread. Many youngsters and adults have fled the affected rural areas and many others have joined the Maoists, resulting in further worsening of the already seriously strained household economy and the rural economy at large.

Comparisons of household surveys over the last 25 years are tricky, due to various methodological difficulties, but seem to indicate that income poverty in Nepal has at least not declined and more probably increased, despite certain advances in health and education indicators.

In the current Tenth Plan (2002-2007) poverty reduction is the overall objective. In the government's Poverty Reduction Strategy Paper (PRSP) growth is expected to occur through increased agricultural productivity and in the private sector. In recognising the interdependence between poverty reduction and good governance, the paper emphasises decentralization, civil service reform and the increased role of the large NGO sector in service delivery.

Dimensions of inequality and poverty

Nepal is divided into five regions (the eastern, central, western, mid-western and far-western), each of which is divided into three ecological zones (mountain, hills and the Terai). From an administrative point of view, Nepal is divided into seventy-five Districts and about 4,000 Village Development Committees (VDCs).

While Nepal's level of poverty as measured by the Human Development Index (HDI)[1] is very high by international standards and even higher than some other South Asian countries, disaggregation along the above-mentioned 15 eco-development regions shows some striking disparities. The mid-western mountains and far-western mountains have the two lowest HDI rating of all. The far-western hills have the third lowest, followed by a group of western, central and eastern mountains, mid-western hills, and western and far-western Terai (Human Development Report 2001).

The persistently low and aggregated level of human development in Nepal hides a number of intersecting basic disparities between urban and rural populations, between women and men, and between ethnic groups and castes. The recently measured Gender-related Development Index (GDI)[2] shows a fairly significant national gender disadvantage, which again varies by urban-rural location and by region. The GDI is lowest (and disparities most marked by this measure) in the mountain regions and in the mid-western and far-western development regions. The apparent co-variance between HDI and GDI must not be taken as a proof that women are simply worse off because their communities and families are so poor. There are a number of important intermediate connections between aggregate HDI and GDI measures that decision-makers and development actors who want to work in these eco-regions should be acutely aware of. For example, the Terai shows a HDI higher than the national average, yet the GDI/HDI ratio is lower than the national average, indicating the presence of strong intervening gender hierarchies.

The Gender Empowerment Measure (GEM)[3] is a supplementary index that measures the degree to which the two genders take part in political and economic life, including decision-making. This index shows even greater gender gaps, indicative of discriminatory laws (that relegate women into positions as inferior citizens) and of subtle cultural and social control mechanisms (that effectively hinder women's participation in local and national decision-making bodies). The last Human Development Report (HDR) on Nepal from 2001 (p. 16) argues that a comparison of the ratio of GDI to HDI indicates an improvement in gender equality, caused by improvements in life expectancy, child mortality, immunization coverage and Vitamin A intake. We find reason to caution against such reasoning, as change in some aspects of health with effects on survival - positive as they are - do not necessarily translate into greater gender equality.[4]

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[1] The Human Development Index (HDI) measures average achievements in human capacities, comprising three elements: longevity, educational attainment and standard of living.

[2] The Gender Development Index uses the three variables of the HDI to measure gender disadvantage.

[3] GEM uses the percentage share of women and men in administrative, managerial and technical positions to measure economic participation and decision-making power. Political empowerment is measured through the level of participation in local and national elections. An income variable measures certain kinds of economic choice.

[4] The current debate on improvements in women's livelihood and empowerment compared to overall indication of human development is complicated by the way in which these composite indexes have been constructed. It is, for

The latest HDR from 2001 largely ignores two other central dimensions of social inequality and poverty in Nepal: ethnic affiliation and caste status. Other research on inequality and poverty shows that there is a hidden interconnection between the prevalence of service castes (Dalits) and of ethnic groups or Indigenous Nationalities (Janajati) in an eco-region, geographical region or district and the level of income poverty and capability poverty. Janajati groups in the hill regions exhibit the highest level of poverty if measured by the HDI. A survey conducted some years back of the caste composition of persons with graduate-level education or more showed that the three upper castes' share of graduates by far exceeded their proportion of the population, while the ethnic groups and the service (earlier untouchable) castes held percentages far below their relative share of the total population (Gurung 2003).

This measure indirectly shows a particular historical legacy of disadvantage in the country. Brahmins were priests, the custodians of the text-based Hindu tradition, and state officials (together with Chettris and a small elite segment from some of the ethnic groups) occupying the higher ranks within the state apparatus. The perpetuation of this historical legacy is indicated by the current situation in which the higher castes still have a comparatively high level of education and of access to public sector employment and decision-making. The Human Development Report of 1998 (p. 266 Annex 3.7) showed marked differences in adult literacy rates, life expectancy and per capita income between certain higher castes, ethnic groups and the service castes. The latter category and one religious category (Muslims) consistently showed the most marked deprivations.

These aggregate disparities aside, there is among the hard-core rural poor a considerable portion of Brahmins and Chhetris in a number of districts. Since the relative proportion of especially the ethnic groups varies considerably between eco-regions and districts, some districts and eco-regions that score high on the Human Development Index have severe levels of poverty among some dispersed or concentrated populations of particular ethnic and caste backgrounds. One such serious case is the Limbus (located in a number of eastern districts), of whom 71 per cent are below the poverty line .

Poverty and governance

The political marginalization of women, ethnic nationalities and dalits from the state apparatus, from leadership positions in the political parties and from representation in parliament is reinforced by social discrimination at community and households levels. Together, state and social hierarchies rationalize exploitation and exacerbate poverty.

The meaningfulness of the concept of one civil society in Nepal may be debatable on some accounts. If one examines the kinds of organization which have sprung up, their agendas and membership bases, they express a continuum from special interest groups collecting support for commercial purposes (such as the Nepal Chamber of Commerce, the Hotel Association of Nepal and the Federation of Community Forest Users' Groups of Nepal) to private and public trusts (such as the Buddha-Gandhi Foundation and the King Mahendra Trust for Nature Conservation),

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example, highly questionable whether the component "standard of living" can be meaningfully measured by an income index.

to cultural and social associations like the different traditional kinds of Newari Guthis, and to newly formed organizations like Kirant Yakthung Chumlung. The kinds of organization and development agency that tend to be associated with civil society per se - the advocacy, relief and development-oriented CBOs and NGOs - represent a certain spectrum of civil society. What unites all of them is a common understanding of a social public space in which the rights and responsibilities of individual citizens can be articulated collectively vis a vis a state undergoing democratization.

There are a number of major obstacles towards democratization that all development actors in Nepal ought to be concerned with:

- organized political interests have continued to be dominated by men who predominantly come from the higher castes. There is a deeper connection between this male dominance and the persistence of a large number of gender-biased laws in Nepal.
- there has in recent years been an increasing polarization within and between political mainstream parties, combined with an excessively clientelist political culture.
- there is an increasing blurring of legislative and executive functions, which undermines the neutrality and decision-making ability of the civil service. This civil service has yet to develop a sense of being a neutral "servant" of the people.
- The state exhibits both features that are unduly interventionist (use of increasing state violence and strong centralising tendencies) and others that are non-interventionist. Partly due to convenience and partly to incompetence, the state avoids redressing sex- and caste-based violations of social, cultural and economic rights occurring at household and community levels.
- The Nepalese authorities have recently used a state of emergency to combat the Maoists, curbing and also grossly violating a range of human rights.

A number of INGOs and NGOs in Nepal have substantially contributed towards raising the political awareness of the social contract between the government and the people as citizens. In contributing towards a widespread political awareness, the INGOs have contributed towards democratization in Nepal. But by taking on responsibilities for poverty reduction in a piecemeal manner (responsibilities that to a considerable degree properly belong to the government) and by largely failing to stimulate especially economic and social development (the right to work, and to education and culture), a genuine frustration and alienation have resulted that have not only become directed against the government but also against the INGOs themselves.

The NGOs and the INGOs face a number of challenges in meeting the most immediate adverse impacts of the violent conflict through improved documenting and monitoring of human rights violations; enhancement of an understanding of international humanitarian law by civil society, the police and army; support to local and national institutions that can report on and tackle impunity; closer relations with local stakeholders which have key roles to play in local peace-building; and support to displaced people and to reintegration of refugees and combatants. The longer-term challenge for the sector is undoubtedly addressing gender, caste and ethnicity-based discrimination, and the resulting exclusions, within a comprehensive development framework for the poor and disadvantaged.

3. Descriptive and analytical overview of the NGO sector in Nepal

Account of the current situation and a historical flashback

Brief historical markers of NGOs in Nepal

Traditional voluntary organizations (TVO) have existed in every society at all times. Indeed, no society could function without TVOs. Traditionally Nepal used to rely heavily on voluntarism for everything, including governance, resource mobilization, and cooperatives (Bhattachan 2002). These traditional voluntary organizations survived even after the territorial unification of Nepal in 1769, because lack of transportation and communication hampered the new central authority's ability to control far-flung, diverse and remote regions.

The first formal NGO in Nepal was the Nepal Gandhi Charkha Pracharak Trust (NGCPT) founded in 1926 by Tulsi Mehar (Maskay 1998:75). In 1948, 21 years after the establishment of the NGCPT, the second formal NGO, the *Paropakar Samsthan*, was established. After the downfall of the family rule of the Ranas in 1951, the Tharus, one of the indigenous nationalities of Nepal, formed a NGO called Tharu Welfare Assembly in 1951. Probably the first NGO imported to Nepal from abroad was Rotary Club, founded in 1959. The first foreign-funded and -initiated NGO was the Nepal Family Planning Association, founded in 1960. Since then, a couple of national NGOs have been added every year.

One should remember that the term *non-governmental organization* (NGO) originated in the international community with the UN Charter of 1947. Active and widespread use of the term really took off from the 1980s onward.

The first conference of Nepali NGOs held in 1971 underlined the need for institutionalization. Subsequently, the Social Service National Coordination Committee (SSNCC) Act was introduced in 1977 and formed the SSNCC to coordinate NGO activities in Nepal. During the 30 years (1960-90) of the autocratic, undemocratic Panchayat political system, the NGO sector grew very slowly, due to political control and bureaucratic hurdles when seeking to establish an organization.

The restoration of democracy and a multi-party political system in 1990 was a great turning point for the NGO sector, which began to grow rapidly. The period 1991-1996 was the high point for the NGO sector. During this time any group of least seven founding members could register a NGO and start working anywhere in the country, with any donor's support. His Majesty's Government of Nepal (HMG-N) offered freedom to the NGOs and invited them to enjoy it.

The last seven years has been a period for self-reflection over failures and achievements within civil society at large and within the NGO sector especially. This reflective mood has been engendered by the rising Maoist insurgency. Since the insurgency started on 13 February 1996, it has gradually become impossible for many INGOs and national and district level NGOs to work in many of Nepal's districts, especially in the Maoist strongholds in rural areas. The rising

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critique of NGOs and INGOs from both mainstream leftist intellectuals and from the militant left can also be heard from within the NGO movement itself.

The heated debates which took place during the recently held Fourth National Conference of the Federation of Non-Governmental Organizations (FNGO) illuminate some current contentions. Speakers at the conference (held in March 2003) charged that "NGOs run by family members and close relatives of former prime ministers and secretaries - apart from members of the National Planning *Commission* (NPC) and influential politicians - were indulging in financial irregularities" (see *The Kathmandu Post*, 15 March 2003).

The team is of the view that these brief historical markers might be helpful in better understanding the preconditions for the emergence of cemi-modern (hybrid) and modern voluntary organizations and the transformation of and decline in many forms of traditional voluntary organizations in Nepal.

We shall in the next section proceed by presenting a brief analysis of salient trends in the NGO sector, though *without* evaluating as such achievements and failures of the whole sector. This chapter is partly based on structured interviews with a number of leading Nepalese intellectuals with long and varied experience from politics, public administration, NGO-research and NGO-advisory roles. In addition, wherever deemed relevant, we attach own assessments of relevance to the INGO sub-sector and MS in particular. Our own analysis and findings have benefited substantially from one of the team members own research on the NGO sector and from scrutiny of published and unpublished studies of the sector.

The current situation

There is a rising wave of NGO and INGO bashing, not only by government officials and Maoist insurgents, but also from academics and the general public. In all these sectors of Nepalese society there is the perception that there are many "bad apples" in "the basket" of the NGO sector. Many NGO people themselves share this perception, but somewhat paradoxically they often suggest appreciating also many positive achievements, usually referring to work done by NGOs like their own organization. Clearly, the NGOs and INGOs shoulder a heavy responsibility for countering this negative image through sincere work, transparency, and increased accountability to the people they work for and with.

All the respondents interviewed were appreciative of leading NGOs and INGOs role in raising awareness of the social contract between the government and the people as citizens. But they were at least as concerned with important negative aspects of NGOs and INGOs, many of which they also felt troubled the INGOs that operate in Nepal. The interviews with these leading Nepalese intellectuals confirm our impression of the huge challenges faced by both INGOs and NGOs in improving their own organizational conduct and performance with regard to poverty reduction. NGOs are seen as often failing to be decentralized, transparent, financially self-reliant, autonomous, serious enough in achieving results, needs-based, and pro-poor in practice. In addition, respondents questioned the policy direction of many INGOs. Their rights-based policies appear hollow as long as they make no significant impact on the poverty situation. If effectiveness and impact on the ground is truly measured, INGO operations are often expensive and far from cost effective.

In addition, our respondents were concerned about the persistent client orientation within the Nepalese NGOs, as well as the urban concentration, the poor membership base, the continued social exclusion, the greed of too many NGO founders and managers, and the lack of voluntarism. They were also concerned about the NGOs' weak contribution to alternative knowledge production about democratization, social exclusion and its current and historical legacy. The donor-driven "consultancy wave" has swept the NGO sector and made many capable, as well as less capable, NGO activists too donor-dependent and intellectually uncreative. Self-evolution and self-transformation do not occur in many NGOs in Nepal. This is related to the fact that the national elites and dominant social groups often co-opt INGOs and also misuse some NGOs. As some of the malpractices have become publicly known, the national elite have resorted to blaming others for their own failures.

The higher castes, predominantly Hindus, Nepali speakers and those who are Kathmandu-based, have, in effect, control over the NGO sector in Nepal. In fact, in terms of caste and ethnic representation the (I)NGO sector looks quite similar to the government. Many Bahun-Chhetris-dominated NGOs are very pragmatic in their policies, which they adjust to the shifting donor agenda. With the increasing focus on disadvantaged groups such as the indigenous nationalities and Dalits, these NGOs will pick up on such issues, but without necessarily questioning the social hierarchies they perpetuate within their own ranks. Some respondents characterized these organizations as "travel agents" between the donor as "carrier" and beneficiaries as "travelers".

While recognising some harsh criticisms of NGOs, most of the experts interviewed by the team appreciated the work of some NGOs. One of the respondents noted that about 50 Kathmandu-based national level NGOs supported by donors are doing useful work in various areas such as Dalit rights, children's rights, human rights and women's rights. One of the positive sides of NGOs' and INGOs' activities in Nepal, as pointed out by a respondent, is that they try to bridge the gap created by the government and private sector, which are weak in responding to people's needs and aspirations.

Roles played by INGOs

The team questioned the experts on the democratic, public, equity, secular, social responsibility and subsidiary roles of especially INGOs in Nepal. We also invited comments on how they perceived MS-Nepal managing these roles. This topic is summarized in this sub-section.

Democratic role: All respondents interviewed by the team opined that most of the INGOs are not fully democratic. Some respondents said that MS-Nepal, unlike many others, appears to be relatively democratic as it allows partner representation and volunteers on the Policy Advisory Board (PAB) by election.

Public role: Many INGOs are rather invisible in the public arenas in Nepal. Some participate in public debates on an issue basis. MS-Nepal's role in the Kamiaya movement was mentioned as one example. Some were critical about the selective issue-based engagement of INGOs, and argued that INGOs ought to be visible more continuously in a range of policy areas.

Equity role: The INGOs are to some degree aware that they should strive towards reducing inequality and contribute towards equality. But the INGO staff's own high salary level (not much below the wage levels in bi- and multilateral aid organizations) contributes towards a price hike on foodware, house rents and real estate in the capital. Together with the fact that the INGOs' poverty-reducing effects are confined to scattered pocket areas, INGOs in effect have contributed to a further widening of the gap between "haves" and "have-nots" in Nepal. Some respondents mentioned that MS-Nepal's partnership with Dalits, with women of various castes and ethnic backgrounds, and with indigenous nationalities (particularly the Limbus) as indicative of MS-Nepal's increasing struggle for equity.

Secular role: Not all INGOs are considered secular and not involved in non-partisan politics. INGOs such as the United Mission to Nepal (UMN) and International Fellowship (INF) have been charged by Hindu fundamentalists with covertly proselytizing people in poor and otherwise disadvantaged communities. However, a recent verdict by the Supreme Court of Nepal indicated that the allegations were baseless.

Reflexive view on social responsibility: Many respondents noted that far from all INGOs have a reflexive view on social responsibility. According to our respondents, MS-Nepal largely has such reflexive policies, but MS has yet to demonstrate that they are able to respond in practice.

Subsidiary: Generally NGOs and INGOs play a role as subsidiaries of their major donors. Several respondents were aware of MS's heavy financial dependency on DANIDA. They assumed that this dependency influenced the MS policy agenda and institutional dynamics. They had, however, meagre concrete information about the degree to which DANIDA set MS priorities and MS's room for manoeuvre.

In this team's assessment, MS-Nepal, like all other INGOs and NGOs, must take very seriously the failures of the last decade when it comes to democratization and poverty alleviation. MS-Nepal, like others, must reflect more on the deeper interconnections between the NGO sector's failure to make a significant impact on poverty and to contribute to the democratization of grassroots democracy and the escalation of the armed insurgency and the deepening crisis of governance. It is no coincidence that early Maoist strongholds, such as Gorkha, Rolpa and Rukum, are districts that have had a high donor presence contributing to the level of education and of political awareness but only marginally to poverty reduction.

The dilemma of maintaining neutrality or taking sides

This team discussed with the independent NGO experts whether it is possible (as many NGOs claim) to maintain policies and development practices that are neutral towards the basic structural conditions that produce and reinforce multiple inequalities in Nepal. We also discussed how these dilemmas could be understood. The team's own observations follow immediately under each paragraph.

Politics of difference: In the last seven years, HMG-N has increasingly realized the necessity of directly addressing issues of the exclusion of and discrimination against indigenous nationalities, such as the service castes (Dalits), as well as women. Successive governments have therefore established commissions on indigenous nationalities, on Dalits and on women. Elaborate

programmes for these social categories are incorporated in the Tenth Plan. Donors and INGOs are as yet reluctant to start addressing these contested issues of inequality in Nepal directly. Some respondents opined that (I)NGOs[5] engage in a dangerous and uncritical "play with politics of difference" game by allowing men mostly from the higher castes to dominate the whole sector, thus preventing any necessary transformation of Nepalese society and maintaining the status quo. In this sense, (I)NGOs, whether they are aware of it or not, become a replica of the patriarchal, caste-based state. Some INGOs, such as Action Aid-Nepal and MS-Nepal are to some degree seen as exceptions, since they address the issues of the lowest castes, ethnic groups and women directly.

The team notes that MS-Nepal has initiated a partnership with 2 of the 59 indigenous nationalities, namely, the Limbus (from 1997 onward) and with the Tharus (from 1992 onward). MS also has a fairly comprehensive gender policy. We can therefore observe that MS-Nepal has started to take a more conscious and active role in supporting some groups suffering from the politics of exclusion.. In general we like to remark that any responsible policies on such contested issues must not only be based on a continuing concern with trade-offs in the relationship between MS and the Nepalese government, and with civil society actors. Also MS as other likeminded organizations are strongly advised to select partners who play the politics of difference in a way that also builds common ground across caste, gender and ethnic boundaries, ensuring a more stable and pluralistic state in Nepal.

Political neutrality: Most respondents indicated that INGOs should work independently of influence from political parties. Doing so requires more than good intentions; it demands proper insight into how party politics are being played in both national and local arenas, and how these influences also penetrates NGO and grassroots institutions. If INGOs can build "a development constituency" of their own, by winning the "hearts" and trust of ordinary people, and can avoid supporting strongly partisan NGOs, then they can maintain a certain independence. Otherwise, they will be trapped by local partisan political interests, who know the game of Nepalese politics far better than the INGOs. INGOs must not assume that local politics are more innocent and less divisive and self-serving than national politics. One of the respondents underlined strongly the difference between the politicization of development and the current partisan, self-serving and clientelist development practices.

Class neutrality: INGOs are not class neutral in their principles and policies as they advocate empowerment of the poor and disadvantaged. Many of these organizations, however, have yet to prove that their practices actually do this. INGOs do not have affirmative policies for the poor and disadvantaged, except in some cases for women. Some respondents appreciated MS-Nepal's stated goals of empowering the poor and disadvantaged and its practical efforts in this direction. Many respondents interviewed by this team opined that the idea of a "class-neutral approach" is misguided and has reproduced the status quo for the exploited and excluded groups.

The team wishes to underline that MS Nepal could benefit from a better grasp on how the changes from a caste-based to a more class-based social formation are now occurring in Nepal, especially men's access to education and salaried jobs, resulting in new forms of household

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[5] The term (I)NGO is used when respondents or the team emphasize similarities between Nepalese NGOs and INGOs.

mobility. The private consultancy firms that many INGOs support, create particular opportunities for such mobility, mostly for educated men. The team thus wishes to underline that the professed inclusiveness of MS-Nepal and others must be underpinned by a range of measures (including affirmative action) to counteract reinforcing new class and gender inequalities in Nepal.

Gender neutrality: Some respondents interviewed by the team said that most of the (I)NGOs, as organizations, are de facto largely male-biased when it comes to matters of access, control and benefits, even if they profess to be gender sensitive. Few of those working on women's rights and gender issues have fully institutionalized gender equity in their own ranks, or have good enough measures in place to ensure that their partners are not perpetuating gender discrimination. Empowerment of women must be mandatory in Nepal in many different policy areas, strategies and programmes. There should be a wide variety of strategies for targeting either women only, or both women and men, in different ways and at different stages of the programming cycle. Gender mainstreaming has started to rectify the gender imbalances, and to challenge the myth of gender neutrality in the NGO sector.

The team register that MS-Nepal has a comprehensive gender policy and appears to be keenly aware that gender neutrality is neither possible nor desirable.

Caste/ethnic neutrality: Many respondents interviewed by the team noted that almost all (I)NGOs claim adamantly to be caste/ethnic neutral, while in fact, through their own staff recruitment and other benefits, and through their choice of partners, they favour the higher castes (such as Bahuns, Chhetri and Newars). These practices reproduce the marginalization of women and men from already disadvantaged castes and ethnic groups such as Dalits, indigenous nationalities and Muslims. His Majesty's Government has lately realized a need for caste/ethnic mainstreaming. Donors and INGOs are still reluctant to move forward. Some of the NGO experts pointed out that donors and (I)NGOs should immediately start engaging in caste/ethnic mainstreaming directly, through partnership with their respective organizations, before it is too late to prevent another round of violence and counter-violence. Many respondents appreciated the fact that some aid agencies have increased their clear focus on Dalits. Some respondents expressed appreciation for the partnership between MS-Nepal and Kirat Yakthung Chumlung and hoped MS would increase its collaboration with other indigenous nationalities.

The team register that MS-Nepal has started to give advantage to the disadvantaged caste/ethnic groups. Later in this report we shall evaluate MS achievements so far, and recommend how this stance can be taken forward in the years to come.

Region-neutrality: Some INGOs, such as MS-Nepal, have focused on specific regions of poverty and disadvantaged groups. Ignoring the need for poverty mapping with disaggregated data on sex, caste/ethnicity, language and religion, INGOs and also NGOs have often landed in inappropriate regions. Recently, some INGOs, including MS-Nepal, have shifted their focus to the much ignored mid-western and far-western development regions. Some respondents pointed out that the poverty mapping done by ICIMOD/SNV, also used by MS-Nepal, actually does not make it clear that those indigenous nationalities living in eastern and central development regions are in fact among the poorest, by national standards.

The team wishes to underline the fact that most of the INGOs still ignore the plight of the Madhesi population in the Terai region. It is also important to act on the basis of the poverty research that shows that some ethnic groups and castes in the central and eastern regions have among the worst poverty levels in the country. In later sections of this report we will come back to the importance of having reliable poverty data as a basis for a choice of partners and core districts.

In the light of the above issues, there is a dilemma: to what degree should MS and other INGOs reflect their own image, based on Western humanistic values, and to what degree the cultural image of the host society? INGOs such as MS work in many countries. The MS vision and mission is to struggle for a more equity-based and just society; in doing so one is bound to see local cultural values and practices that are built on hierarchical ideas as barriers. It is important not to forget that such notions are deeply ingrained and even accorded positive value by many Nepalese, while to some degree being discarded by others. Societal change of the nature MS-Nepal envisions is bound to be painful and to some degree disruptive; periods of backlash must also be expected. The team considers MS-Nepal's emphasis on developing intercultural dialogues with different cultural groups of Nepalese society to be a golden opportunity to come to terms with this rather difficult dilemma.

Classification of NGOs

The NGO sector in both the North and the South is generally said to lie between the state and the market and to be characterized by diversity in many respects. The criteria for the classification of NGOs may include: goals, legal status (registration/non-registration), target groups, sources of funding, level of operations, level of democratization, level of participation, level of volunteerism, functions, value orientation, management pattern, geographical coverage, thematic areas, membership, election, extent of people's control, extent of donor and government dependency and autonomy, ownership, transparency and accountability and so on. Both definitions and classifications of NGOs are loaded with political overtones. Classification systems, according to Tvedt (1998:24), "always imply simplification, and to some extent give a distorted picture of what are complex realities and relations."

One definition may put some organizations in the NGO loop, while another definition may put them out of the loop. NGO classification may, as already indicated, depend on its legal, economic or financial, cultural, structural, functional and operational definitions. Thus, there are different classifications used by different organizations and academics (see Box A-1). Legally, NGOs may be classified into two groups on the basis of registration with HMG-N: (1) registered with the District Office and (2) registered with the Social Welfare Council.

Given the complexity and diversity of NGOs and multiple modes of classifying them, the ET suggests, in the context of Danish cooperation for development in Nepal, to classify Nepalese NGOs on the basis of their focus on the "disadvantaged" and "poor".

1. NGOs/CBOs *of* the "poor" and/or "disadvantaged": There are NGOs and CBOs established by the poor and disadvantaged that are engaged in advocacy, service delivery and development work. Some of them are registered with the government and some are not. These NGOs can be divided in two groups:

1.1. Locally rooted NGOs with no or little donor support: There are many CBOs and NGOs which are locally rooted and have no linkage with donors. They are neither hooked up with any donor or INGOs, nor do they know how to seek external help and support. Instead, they are run through voluntary support and donations of the community members and are limited in geographical coverage and scope of work. Many organizations of indigenous nationalities, including traditional voluntary organizations and ethnic organizations, fall into this category. Some organizations like Kirat Yakthung Chumlung (KYC) represent an emerging hybrid form of organization, which maintains its traditional support base while accepting some donor support. If the dependency on external assistance becomes great, an organization like KYC will change classification from *1.1 to 1.2*.

1.2. Donor-induced and/or dependent NGOs: There are some donor- and INGO-induced or dependent NGOs of the poor and disadvantaged. They may work on advocacy and/or service delivery. A few of them are internally and to some degree internationally acclaimed and successful at the grassroots level. Backwards Society Education (BASE) of the Tharus is one such example. BASE is mostly dependent on external help and support. If such help and support were to cease, the organization would still survive but with truncated activities and its community ownership-basis makes greater mobilization of funds possible.

2. NGOs *for* the "Poor" and/or "Disadvantaged": There are many NGOs that claim to work for poor and disadvantaged, yet all or most of the NGO workers themselves do not belong to the categories of poor and/or disadvantaged.

2.1. Local and self-reliant NGOs: There are some local NGOs that work for poor and disadvantaged, but all or most of the NGO workers themselves are from neither a poor nor a disadvantaged background. Some of them have made some positive contribution for the poor and can contribute more. Active facilitation is needed to encourage and pressure these organizations to give political space for women, low castes and ethnic nationalities. Under optimal conditions organizations under this category can over time evolve governance, accountability and financial structures that render them more suitably classified into *category 1.1*

2.2. Donor-induced and/or dependent national and local NGOs**: There are many donor- and INGO-induced national and local NGOs. They rely solely on multilateral or bilateral donors' and INGOs' money. Many of they receive and use aid money for mostly narrow self-serving interests, in the name of the poor and disadvantaged. Donors and INGOs too often trust them as they master the development rhetoric, write impressive proposals and have powerful connections in the government and among the donors. Any real scrutiny of their work on the ground would reveal in the case of many, a very mixed performance. If donors were to pull out their support, most of them would quickly collapse.

The team would like to suggest that MS-Nepal uses this simple classification as the basis for a close scrutiny of their current partners and candidates for future support. The classification can form the basis for a relevant set of criteria used for initial screening, participatory monitoring and self-evaluation, aiming at deliberate reform and restructuring that may also allow for reclassification of an organization.

Patterns of growth and contraction

The growth patterns of NGOs in Nepal can be described in the following way:

As mentioned earlier, NGOs grew in leaps and bounds after the restoration of democracy in 1990. In the first half of the 1990s, Kathmandu-based national NGOs increased extraordinarily fast (Figure 1; and Annex Table A-1). Local- and district-level NGOs multiplied during the second half of the 1990s, as the rising Maoist insurgency caused the number of Kathmandu-based national NGOs to shrink.

The recent rapid growth in the number of NGOs in Nepal indicates a number of structural trends. As late as in 1977/78, only 17 NGOs were registered with the then founded SSNCC (now SWC). And in 1989/90, the number was just 193. By the year 2001/02 the number had climbed to 13,686 (see Annex Table A-1). Analyzing the estimated total of 10,000 NGOs in 1995, Maskay (1998:92) estimated the proportions of NGOs registered with the Social Welfare Council as compared to those with the Chief District Office or unregistered to be 1:3. As the total number of NGOs registered with the Social Welfare Council is 13,686, the total number of NGOs is estimated at about 41,000.

Figure 1. Growth of NGOs Registred with Social Welfare Council (1977-2002)
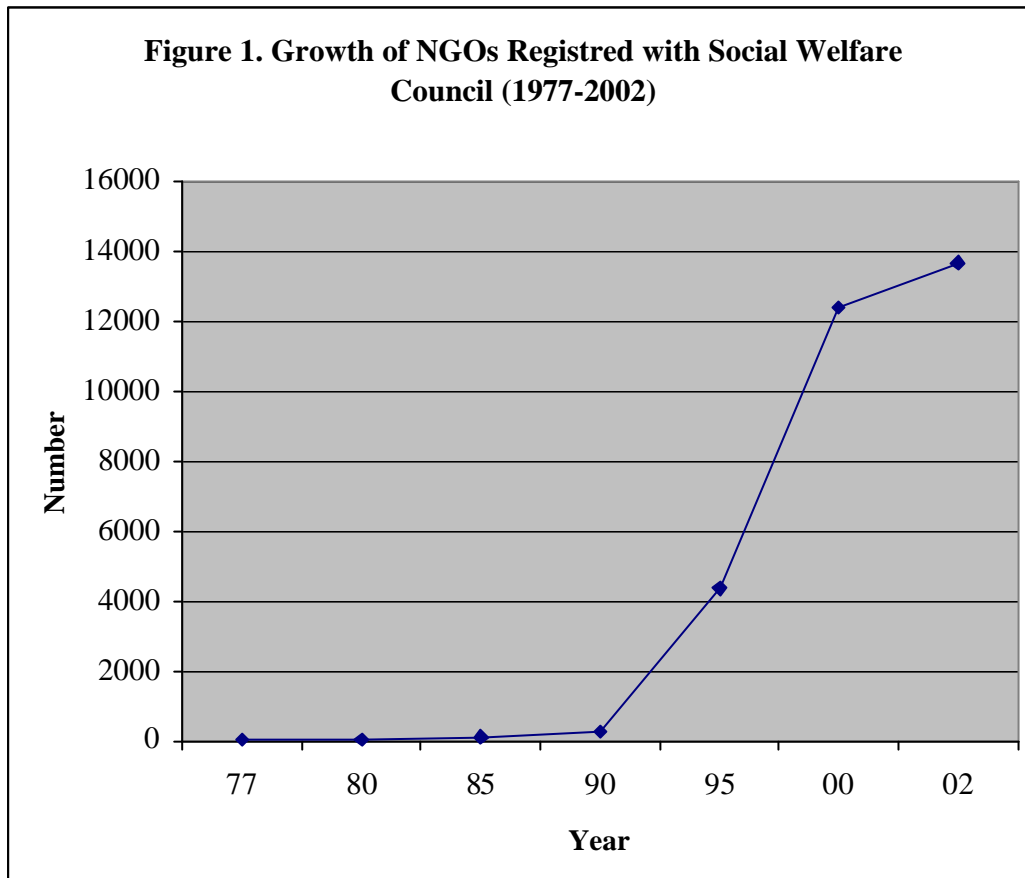
A rather important and recent trend is the establishment of a number of national federations. There were 1,456 NGOs affiliated with the NGO Federation of Nepal in 1998. In 2000 its membership had increased to 2,200 NGOs. Similarly, 102 NGOs are affiliated with the Dalit NGO Federation. Out of 59 indigenous nationalities recognized by His Majesty's Government of Nepal, organizations of 48 indigenous nationalities are federated with the Nepal Federation of Nationalities (NEFEN). Women's organization of 8 indigenous nationalities are affiliated with the National Indigenous Women's Federation (NIWF).

The numbers of INGOs have also been increasing. The United Mission to Nepal was the first INGO established in Nepal, in 1954. By the year 2001/02 the number of INGOs affiliated with the SWC reached 100 (see Annex Table A-2 and A-3), as well as 124 with the National Planning Commission of Nepal (NPC). A little less than half of INGOs are from the United States of America and the United Kingdom; the remaining ones are mostly from different European countries and a few from South-East Asian countries. Most of them are in the field of community development, followed by health development and child development (Annex Table A-3). The list clearly shows that there are no NGOs from communist countries like China, North Korea and Cuba, nor from African and Latin American Countries (Annex Table A-2). Only 48 INGOs have taken membership of the Association of INGOs in Nepal.

The team considers the main reason for the relatively large growth of NGOs in the South since the early eighties is primarily due to the expansion of the international aid regime and the proliferation of INGOs as part of the philosophy and practice of neo-liberalism. The Western governments could tap into many well-established voluntary movements who expanded their solidarity and humanitarian commitments from their home countries to the third-world. The increasing allocation of development funds for the NGO sector by the Northern states was instrumental in the rise and expansion of Southern NGOs and Northern INGOs all over the world. Nepal was captured by the global trend rather late, that is, in the early nineties. The democratic constitution of 1991, founded after the global wave for democracy beginning with the fall of the Berlin Wall and of the Soviet Union, was catalytic in capturing the global wave of NGOs also in Nepal. The constitution provided new legitimate spaces for state, market and civil society. New bureaucratic procedures eased registration of both political parties and NGOs, although not all parties and NGOs registered with the government for a variety of political and practical reasons.

Some of our NGO expert interviewees argued that the rapid growth of the NGO sector in Nepal was primarily due to the failures of the redistributive mechanisms of the state and of market forces to deliver services, economic growth and human rights to the masses of people in Nepal. The NGO sector came in to close an immense and growing gap that was anyway far greater than the sector could possibly fill.

There are in (this team's assessment) a number of direct and indirect interconnections between economic globalization, a stranded democratization and the Nepalese state's failure to perform its most basic functions, on the one hand, and the immensely rapid increase in NGOs on the other. That said, the main challenge for both the sector and the government is to find a better balance between advocacy, political and macroeconomic reforms, delivering basic quality services and stimulating economic development at the grassroots.

Main reasons for recent expansion and/or contraction in NGO activities

Until the late 1990s, most of the INGOs focused on service delivery activities, working directly with community participation and without intermediary NGOs. The most popular sectoral service delivery included agriculture extension, irrigation, forestry, drinking water, basic and primary health education, and primary health care (see Acharya 1997:84-86).

Given limited resources and infinite needs, INGOs became frustrated with working in the service delivery sector, which indeed is the prime responsibility of the government. Many of them, therefore, shifted their attention from service delivery to rights-based movements. Their focus was heavily on children's rights, women's rights and emancipation of the Kamaiyas. Within human rights, the focus has predominantly on civil and political rights and the right to development, and less so on socio-cultural rights. In the second half of the 1990s, some donors and INGOs began to focus on Dalit rights. The rights-based issues of indigenous nationalities continue to be marginalized by all multilateral and bilateral donors and by most INGOs.

As we discussed earlier, the numbers of NGOs were continuously on the rise since 1990. Only in the last 6-7 years have both the geographic and thematic working areas of INGOs and

Kathmandu-based national NGOs shrunk enormously. NGO experts estimate that the mortality rate of NGOs is as high as 4 out of 10. The main reasons for such contraction are discussed below.

Rising Maoist insurgency: The Nepal Communist Party (Maoist) has been waging a "people's war" since 13 February 1996. Maoist insurgents consider INGOs to be the "agents of imperialism" who serve "the evil interests of the imperialists" and contribute to the destruction of the country in the name of development by preventing the transformation of Nepalese society (Bhattarai 1996:12-13, Bhattachan 2002:273). The Maoists have also charged the INGOs with slowing down a societal transformation by recruiting the best youth for INGOs and thereby preventing them from partaking in revolutionary work. Maoist insurgents, therefore, have attacked some INGO offices, including Action Aid-Nepal and Save the Children (US), in different parts of the country. The Maoists own rhetoric aside, they cleverly tap into popular frustration over failed donor-funded development projects and programmes and a budding popular awareness of discrimination and government failures. Due to the deteriorating security situation and loss of government control, except in the district headquarters, and the escalating violence and counter-violence between the Maoist insurgents and the government security forces, most of the INGOs and national NGOs have pulled their programmes out of the rural areas. As a consequence, most of the Kathmandu-based NGOs have ceased to work in Maoist-controlled areas. However, some sincere and transparent INGOs, which include MS-Nepal, are working in Maoist-controlled areas without major problems with local NGOs that are trusted by local villagers. The fact that MS Nepal could retain a sizeable number of expatriates in for example Doti District in 2001 and 2002 is indicative of a sound level of local support and of successful political maneuverings.

In this security situation, the number of local NGOs is increasing. This means that some degree of NGO decentralization has taken place due to Maoist insurgency. INGOs and national NGOs have been forced to respond to local problems, and to try to build more accountability than in the past. Such new demands obviously restrict rapid expansion of programmes and programme areas. If the currently slow-moving peace negotiations fail, the Maoists might actually do what they have threatened to do; namely to shift the armed struggle fully from the jungle to the capital valley. In this worst off scenario, the INGOs might for security reasons have to scale down operations in Katmandu or fully move out.

Drifting policies and priority of international aid regime: NGOs in Nepal grew rapidly in the past to respond to ever increasing foreign aid. Now the NGO sector is declining in tandem with decreasing foreign aid. After the event of September 11, the US and its allies focused on a "global war against terrorism". Therefore, the priorities of the global aid regime have also been changing towards conflict mediation and resolution in conflict-prone areas such as Afghanistan, Bangladesh and Sri Lanka. As Nepal is facing internal conflict, donors and INGOs are increasingly focusing on conflict transformation and peace building.

Lack of sustainability: Most of the Nepalese NGOs are not self-sustained and rely heavily on foreign aid. A very few NGOs, such as Tewa, have shown their ability to raise money from domestic sources. Many NGOs have lost INGO and other donor support. According to Dev Raj Dahal (2001:86), "A relief approach to development, providing the less well off citizens essential goods directly, is generally unsustainable, because the bulk of the affected is too large."

Changes in NGO poverty-reduction policies

The government and donors have used a mix of standard entry points for poverty reduction. These entry points include credit and savings groups, community development activities, geographical area and other targeted programmes. The main reasons for the policy and strategy shift by the government, increasing its focus on poverty alleviation, are partly global (the changing ideology in the aid regime) and partly national (the escalation of the Maoist insurgency in Nepal).

The use of different ways of defining poverty and tools to measure poverty in Nepal is not only debated among scholars, it is also heavily politicized and subject to manipulation for political purposes.

With the introduction of Bisheshwor With The Poor Programme by the government, poverty was defined by using multiple indicators such as those who own less than 0.4 hectares of land, have an annual family income of maximum rupees 2,100, food sufficiency for less than three months, no family members with a permanent job, and lack of access to drinking water, basic health services and sanitary facilities. The programmes have started to focus on "socially deprived communities" (such as Darai, Satar, Raute, Dhimal, Chepang, Musahar, Dom, Chamar, Rajbanshi, Kamaiya, Tharu, Hayu, Danuwar, Kumal and Thami.), "downtrodden and oppressed families" (such as Sarki, Kami, Badi, Damai, Lohar, Chyame and Pode), and women and children under difficult conditions, including street children (HMG-N 1999a). The government's poverty alleviation programmes include Food For Work, Bisheshwor With The Poor, Jagriti Women Income Earning Program, Western Terai Poverty Alleviation Programme, Enhancing Self-reliance for Poverty Alleviation in the Arun Valley, and the Poverty Alleviation Fund (Dhakal 2002:85-7).

All the independent NGO experts interviewed questioned to varying degrees whether the INGOs can be said to have any independent pro-poor policies. It was emphasised that whatever policies the larger multilateral and bilateral donors have, due to their financial dependency the INGOs mostly simply follow their donors' poverty policies. A number of respondents found it rather worrying that the swings in Nepal's poverty alleviation policies mostly reflect changing poverty paradigms formulated around conference tables in global centers, rather than any cumulative learning from the most effective poverty alleviation practices in Nepal.

Contemplating the INGOs' contribution to poverty alleviation, some respondents thought that they have made some contribution in their circumscribed project areas, but have not achieved a critical mass and scale resulting in noticeable improvement in the statistics at regional and national levels. Some respondents were of the view that quite a few INGOs hardly contribute to poverty alleviation at all. Some of them work one-sidedly with awareness rising and advocacy, thereby in an rather irresponsible manner raising peoples' expectations, but having no real answers as to who should meet their basic right to work, food, clothes and shelter, and how. Such advocacy efforts have decreased the legitimacy of the government, increased alienation and fuelled the rebellion. One of our respondents argued that INGOs have not yet reached those who live below the poverty line because of immature and inconsistent notions of what needs to be done both locally and nationally to really enable people to improve their own economic situation and social status. Many respondents argued that the INGOs face a huge challenge in putting into

praxis their wealth of knowledge at the levels of policies and plans. Without making this connection, the majority of the people of Nepal will not get the chance to become the key agenda-setting actors in a bottom-up development process where external assistance can be reduced to a complementary and manageable level. Some respondents interviewed cautioned against a view under which the NGO sector was accorded a central role in poverty reduction. They considered that it was the primary responsibility of the government to do so.

In addition, some of the respondents argued that INGOs, despite lots of goodwill, do not have an adequate grasp of how poverty is mitigated by caste, ethnicity and gender, and the historical reasons for this. For example, it is not enough to claim that Dalits suffer due to caste-based untouchability, that indigenous nationalities suffer due to language oppression and other socio-cultural policies, and that women suffer due to patriarchy. The INGOs must move beyond easily bought political rhetoric, since deeper understanding of the nature of social hierarchies is the very basis for coming up with some workable solutions. Therefore, also an enlightened debate about affirmative action must be conducted with a sound understanding of Nepal's historic legacy of privileges and of both short-term and longer-term obstacles and gains of affirmative action.

Many respondents interviewed by this team suggested strengthening the organizations of Dalits, indigenous nationalities and women as a major strategy to realize equity. Donors and INGOs could and should make organizations of Dalits and indigenous nationalities (including women organizations) as their partners. Transparent NGOs and CBOs formed by displaced, landless and marginal farmers could also be their partners. The nature of the support should depend on skill, history, scope, qualifications, and learning process. The most appropriate programmes would be rights-based advocacy through capacity building of their organizations, along with community development and resource mobilization with a heavy focus on income generation and education, in which basic and primary education should be in the mother tongue and later education in other national and international languages of their choice.

One of our respondents, Dr. Harka Gurung, former Vice-Chairperson of the National Planning Commission and former Minister, gives the following answer to the question what the donors could do: "assistance to subjugated Janajati [indigenous nationalities] and Dalit in a Hindu state would strengthen donor advocacy in the building up of a democratically just society" and "targeting of these programmes to Janajati and Dalit who are mostly poor would be an appropriate strategy" (Gurung 2003:10).

Relations between domestic NGOs: Collaboration and rivalry

The relations between domestic NGOs in Nepal are tilting more towards isolation and rivalry than towards collaboration.

Isolation: Many NGOs, national and local, and INGOs operate in isolation. Generally, one is not much concerned about what others are doing. They do not give high priority to using time for discussing their policies, strategies, programmes, activities, approaches and methods in any regular, open-ended, and systematic fashion. They not only often deprive others of the chance to learn from them; they also lose the chance for cumulative learning from their own efforts. One of the NGO experts and academics we interviewed said rhetorically, "The NGOs are more private than the private sector." Some respondents interviewed remarked that the lack of cumulative

learning reveals a lack of sincere institutional commitment to addressing injustices against the poor and disadvantaged.

Rivalry and confrontation: There is rivalry in the NGO sector in Nepal. As the number of NGOs has increased more than the available funds, the competition for scarce resources has become fiercer. Some NGOs try to monopolize publicity, to take the major share of credit for achievements on certain high-profile issues, and to belittle the contributions of other NGOs. Such competition is mostly negative when it also reduces collaboration on the ground. Rivalry and confrontation exists among NGOs working in the fields of child rights, human rights, women's rights, micro-credit and income generation, community development and so on. In some NGOs rivalry has become so intense that fission occurs due to personality clashes, or due to other serious disagreements in the leadership.

Collaboration: Collaboration among NGOs is quite uncommon, if not exceptional. Those NGOs which work in collaboration do so under certain conditions, such as having support from the same donor (eg. district level or regional coordination), or the same persons running two NGOs that work in related areas, or key persons having a special personal relationship, or the organizations being members of the same alliance (such as the Save the Children Alliance in Nepal). Some NGOs cooperate during dialogue, but not in implementation and action. Generally, NGOs working in advocacy collaborate with other like-minded NGOs.

We would like to remark finally that the whole incentive structure of the aid regime in Nepal (as elsewhere) stimulates individual performance and competition among NGOs in a market-like fashion. The end result is a large number of small and medium-sized NGOs and INGOs, which have over-ambitious policies and plans and face severe bottlenecks in their capacity to realize their programmes.

State and NGO-civil society relations

Administrative and political environment: NGOs are a part of civil society, which comprises economic organisations, social and cultural associations, educational and informational institutions, promotional and protective interest groups, relief and development associations including NGOs, advocacy groups, civic groups, public trusts and private philanthropic associations (Dahal 2001:37-8; Diamond 1999). Due to increasing NGO and INGO bashing, some INGOs, such as the South Asia Partnership (SAP)-Nepal, identify themselves now as civil society organizations rather than INGOs.

There are some key laws that to some extent regulate civil society in Nepal, including NGOs. The oldest legislation relating to civil society, including NGOs, is the Assembly or Organization Act, 1949. It was amended in 1965. In this legislation, civil society organizations are expected to promote their advocacy for changes in government policy and legislation in a peaceful way. Another significant law is the 1977 Organization Registration Act. This Act defines organizations sufficiently broadly to include organizations, associations, clubs, councils and study centres. These may be in social, religious, literary, cultural, scientific, educational, intellectual, theoretical, physical, economic, professional and philanthropic fields. The District Office registers organizations if seven or more people apply with a constitution of the organization and submit basic information about the organization. As there has been no amendment of this Act,

though such was demanded, especially after the restoration of democracy in 1990, both non-profit and voluntary organizations and profit-seeking and non-voluntary organizations have to register under this Act.

The SSNC Act of 1977 defines social organizations as bodies "which are established with the main objective of bringing about the general welfare of the public and which are declared by the SSNCC by notification published from time to time in the Nepal Gazette as falling under one of its committees." (Maskay 1998:69)

The 1991 Constitution of the Kingdom of Nepal is very significant for the proliferation of NGOs in Nepal. The constitution recognizes the freedom to form unions and associations as one of the fundamental civil rights related to the right to freedom.

In the post-1990 political and administrative context, the Social Welfare Council (SWC) has been very influential in regulating the NGOs and INGOs and also in providing policy advice to the government. The Social Welfare Act, 1992 defined social welfare "as services given to weak, helpless and disabled people and activities to empower economically and socially disadvantaged groups". The Act defined social organizations and associations as NGOs that work in these fields. As the activities of the Council progressed, it tried not only to regulate but also to gain more direct control over all NGOs of Nepal.

In 2001, the Council drafted a Bill on Non-Governmental Social Development Organization Act, 2001. The Act contains provisions stating that INGOs have to get its permission and that NGOs are required to get the Council's approval before receiving money from foreign donors. SWC officials claim that the Bill is intended to guide NGOs by defining what they can and cannot do. Also, they claim that the Bill does not put up any obstruction for NGOs, which they view as complementary to the government. Furthermore, the officials argue that the government has every right to know from where the NGO money is coming and where it is goes. Irrespective of such claims, heavy criticism by and pressure from the NGO Federation of Nepal and its affiliated member NGOs persuaded the government not to table the Bill in Parliament.

One of the provisions of the Local Self-Government Act, 1999 was that the local bodies, that is, the District Development Committees (DDC), Municipalities and Village Development Committees (VDC), had to encourage and financially support NGOs and work in coordination with them. This Act stands in some contrast to the SWC's effort to try to control NGOs.

In the Ninth Plan (1997-2002) and the Tenth Plan (2003-2007), His Majesty's Government of Nepal recognized role of civil society and NGOs. According to the Tenth Plan Document,

> "Non Governmental Organization established with specific objectives within broad concept of civic society plays an important role in development of a nation. Civic society and non-governmental organization of local and national level plays an important role in the implementation of programmes of Tenth Plan like women education and empowerment, disabled, mainstreaming of ethnic and indigenous people, population management, income generation and environment protection through effective public participation" (http://npc.gov.np).

The Tenth Plan Document also states that the government will "encourage international non-governmental organizations to work with national and civic society in a combined way and to increase their capacity development."

Relationships between the state and the NGO sector

This team observes three principal aspects of the relations between the state and the actors of the NGO sector in Nepal. These are as follows:

Rivalry: Relations between state and NGOs are characterized by both dependency and a certain degree of mistrust. The state cannot go against NGOs for several reasons. One of the main reasons is that all donors at the moment favour NGOs and the state also depends on these donors. Another significant reason is that the government is unable to deliver services efficiently and quickly to more remote areas, while NGOs are said to do so. Due to liberalization and privatization policies, the state has had give space to markets and non-governmental organizations. The state nevertheless knows that it is huge compared to the NGO sector. In other words, there is a set of basic functions that only the state has the (potential) legitimacy, strength and institutional capacity to perform.

However, both the state and the NGO sector are competing for finite donor resources, both financial and technical. Until the eighties, donors supported primarily the state. From the early nineties, donors began to support the NGO sector heavily as the latter was thought to be more efficient and sincere in its use of resources. The members of the National Planning Commission of Nepal estimated that the proportion of the annual budget of the state versus the NGO sector was about 1 : 5, which is quite substantial on the part of the NGOs when compared with many other countries (http:// npc.gov.np/event/event_files/ingo_profiles.doc). The state, therefore, to some extent sees the NGO sector as a parallel "government". The response of the state has been to increase its efforts to gain some degree of control over the NGO sector, by wanting to approve aid assistance granted to NGOs.

The relation between the state and the NGOs working in the area of rights-based movements, including human rights, child rights, women's rights, indigenous people's rights, Dalits' rights, equal language rights and religious rights, are not particularly good for other reasons too. The inability of the Nepalese state to embark on a process of democratization, including its inability to meet the challenges from the expanding militant left other than by repression and state-led counter-violence, has made it and its subsidiaries responsible for extra-judicial killings, torture in custody, disappearance of detainees and a range of other violations of human rights. As the new and emerging civil society continues to document state violations in a range of rights-based areas where the state has taken on binding commitments, relations are bound to remain conflict-ridden.

B. K. Maskay (1998:156).identifies four sets of issues that sour relations between the government and NGOs. These are: "(1) NGOs' orientation (visions, values, ideology on development, etc.), (2) issues of control over and use of externally procured resources, (3) issues on NGOs' organizational modes and operational styles and (4) issues on NGO's demands for entry into development debates and at decision-making points".

Subsidiary roles: His Majesty's Government of Nepal implement programmes such as The National Foundation for Development of Indigenous Nationalities and the National Committee for Development of Dalits, Marginalized and Oppressed Community, Bisheshwor With The Poor, Jagriti and Ganeshman Peace Campaign though NGOs.

Cooperation: There are some civil society organizations and NGOs with which the government cooperates, but with some mix of self-assertion and accommodation. This relationship is riddled with party politics. All political parties have created or co-opted "their own" civil society organizations, including NGOs. Past or present planners, policy makers and bureaucrats in fact run many NGOs and thereby influence the aid agencies. Kansakar, Kayastha and Acharya (1999:2) write, "…educated and unemployed persons as well as retired civil servants have opened NGOs." Civil society organizations and NGOs and the state only develop cordial relations when their political party or parties comes to power.

Long-term scenario

In the next few decades, most of the service-oriented activities carried out by INGOs and NGOs at present should be performed by the government, as it is the responsibility of any government to provide these basic services. Some of our respondents pointed out that activities undertaken by NGOs should be carried out by the local governments and NGOs should to some degree complement their efforts because a high level of political accountability can only be maintained by local governments through regular fair elections and interaction with the electorate on a daily basis. Some respondents interviewed hoped that the government would in the longer run be strong enough to regulate NGO sector and they should not encourage INGOs to implement programmes directly.

If this team looks two to three decades ahead, we are cautiously optimistic that there might be a gradual democratization in Nepal, also creating the preconditions for improved governance, including a gradually more socially responsive and redistributive state. We are hopeful that NGOs run by socially excluded groups will be catalytic in these painful changes, leading to a gradual reduction of poverty and empowerment of the disadvantaged castes, ethnic groups, women and regional groups.

Donors' relations with the NGO community

Given the fact that donors prefer to some degree to work with NGOs rather than with the state and that the NGO sector is donor dependent, it would be unrealistic to imagine that their relations would not be cordial and cooperative. However, many respondents were cautious about making any generalized predictions because donor-NGO relations vary greatly between the donors.

This team is of the view that donors' relations with national and local NGOs will in the longer term depend both on the prospects for a lasting peace agreement and on the possible improvement of governance in Nepal. Currently, the main patterns of donor-NGO relations can be described as follows:

Patron-client: A patron-client linkage is one of the dominant features of donor-state and donor-NGO relationships in Nepal. Both state and NGO policies in Nepal are in many respects moulded by the priorities of the major donors. Nevertheless, while the state to some extent has the strength

and legitimate space to evade fulfilling its obligations, NGOs in Nepal have less leeway if their
donor support is not to be jeopardized. This fact has been recognized by an ODI report entitled
European Aid for Poverty Reduction in Nepal. According to the report, the general pattern of
donor-recipient relationships looks more patron-clientlike than partnershiplike (Gsanger and
Viopio 2000:66-67).

An unbalanced reciprocity: Donor-NGO relationships are characterized by a skewed reciprocity,
characterized by a strategic exchange of financial support for a certain donor faithfulness on the
part of the NGOs, and a shared investment in poverty reduction and human rights as a joint moral
high ground. In such a situation, NGOs may remain darlings, at least as long as the flow of aid
does not decrease significantly and governance remains poor indeed in Nepal. With a continued
high level of development assistance, the NGOs might continue to thrive on donor support, even
if they are less effective and result-oriented than they usually claim. Some respondents pointed
out that most of the donors have created their own circle of Nepali NGOs, and maintain support
to them as long as they do not exhibit very poor results or blatant organizational irregularities.
However, the respondents belonging to the NGO sector themselves said that the relations
between INGOs or donors and NGOs are more balanced and harmonious wherever the former
give more autonomy to the latter in policy formulation and implementation. Some of the
partnerships of MS-Nepal were held up as examples of such relations.

Partner-partner: The partnership concept is highly elusive and can certainly be used strategically
to conceal the fact that financial power and knowledge power are as unequally divided as it was
earlier when donor-recipient terminology was used Many donors, including INGOs nowadays,
say that they have multiple partners: the state, civil society, the NGOs and the private sector.
Partnership is said to imply equal respect for each other's work, joint responsibility, and
collaboration for common benefit. Maskay (1998:55-56) has identified five different patterns of
donor-NGO partnership at the institutional level: (1) consultative partnership, (2) coordinative
partnership, (3) complementary partnership, (4) collaborative partnership, and (5) critical
partnership. Some respondents noted that some partners (including some INGOs) tend to put
most of the responsibility for ineffectiveness and failure to reach the target groups on the local
partners. Some respondents belonging to the NGO sector cited the relations between MS-Nepal
and partner NGOs as an example of a more balanced relationship in which partner NGOs can to
some extent influence the policies of INGOs and their donors.

Antagonistic relations: There are also not infrequently antagonistic relationships between NGOs
and partners-cum-donors. Such relationships develop mostly in a range of situations. For
example, if NGOs are always being kept out of the loop by the donors, they tend to be critical of
such donors. If NGOs develop differences with donors over important policy issues, on strategy,
programmes, and approaches and also over personal matters, rather antagonistic relationships
between donor and client/partner NGO develop. Under such circumstances, the relationship may
break for good and turn antagonistic. Several such instances have been observed in aid circles in
Nepal. Also, relations sour, if not developing into antagonism, after either an abrupt phase-out or
a phase-out in spite of the local partner's intense interest in continuing the partnership.

Relations between RDE and MS Nepal

MS-Nepal has a longstanding and close collaboration with the Royal Danish Embassy (RDA), and still maintains close regular formal contacts with the Embassy through participation in various networking and coordination mechanisms. It is our impression from discussions with the Embassy that one hopes that MS-Nepal can play an important intermediary role in Danish support to civil society in Nepal. More concretely one excepts MS-Nepal to play roles that optimise coordination and synergies between the different Danish actors in Nepal. The solidity of the relationship seems to be firmly based on an overall positive assessment of the personnel programme and a strong conviction about the positive contribution of numerous batches of former MS DWs in Danish civil society and as service holders in other aid organizations.

Considering Danida's current and future support to civil society in Nepal, a recently commissioned working paper on that subject[6] is of special relevance (though it has yet to be finally approved and made an integral part of Danish policy in Nepal). The report stresses the NGOs' achievement in raising a rights-based agenda, but also NGOs' failure truly to affect policies and institutional structures in ways that realise human rights and democratization. The report argues, along similar lines to this report, that a democratic deficit and a state failure to deliver social services breed popular discontent, support for the rebellion and mistrust towards the mainstream civil society, including the NGOs. The report proposes that Danish Development Assistance should be focused on support to the critical interface/collaboration between (local) government and civil society to support democratization and peaceful development. Several Danish actors are expected to contribute based on their comparative advantages in supporting the following areas:

- the emergence and growth of the popular organizations of the poor;
- the delivery of social services; the strengthening of cooperation between local government and popular organizations and advocacy-focused NGOs;
- building alliances with and expanding the membership bases of human rights organizations;
- increasing human rights organizations' capacity to work in conflict resolution and mitigation;
- involving civil society in assessing information and giving feedback to the planning and monitoring of national sector programmes, and finally;
- enforcement of the Code of Conduct developed by the Nepal NGO Federation.

MS-Nepal is already receiving support under larger programmes such as the Human Rights and Good Governance Programme (HUGO) and the Basic and Primary Education Sector Programme (BPEP). With a consolidated and renewed effort to strengthen collaboration with Dalits, indigenous nationalities and other gender/women-focused organizations, MS should be able to prove its comparative advantage. In light of Danida's declared further support to other key productive areas such as decentralised energy management, environmental policy development and management and natural resource management, some interesting opportunities should indeed emerge for MS-Nepal to strengthen the partnership programme's focus on the promotion of sustainable livelihoods.

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[6] IDP/Danida. Civil Society in Nepal: Mapping, Analysis and Strategy Considerations (restricted circulation).

The recent change of government in Denmark, however, represents a possibly influential external factor that may affect Danida's view of the importance of the NGOs in Danish development assistance to Nepal. Should the Danish government decide to cut spending on foreign aid substantially and also initiate other redirections of aid priorities, this could also affect MSiS and ultimately MS-Nepal. With diminished funds, the current rather generous support to the NGO sector might again shift towards a greater concentration on government to government cooperation.

Relations between domestic NGOs and INGOs

INGOs are also NGOs in their respective countries, but when they work in Nepal and elsewhere they become INGOs. Meena Acharya makes a distinction between northern NGOs and INGOs. She writes, "Recently, many INGOs have been organized primarily to take advantage of the donor money available in the southern countries, while northern NGOs have originated primarily with citizen concerns about various issues in the North or as welfare institutions operating in the South" (Acharya 1997:74). MS itself has a rather distinguished record of humanitarian work in Scandinavia since the Second World War. The relationship between foreign and domestic NGOs is often in a precarious flux between cooperation and confrontation.

Almost all functioning NGOs in Nepal are externally dependent financially. Their relationships with their funding foreign NGOs are obviously cordial. Also, foreign NGOs tend to maintain good relationships with Nepali NGOs if the latter unconditionally accepts their technical support and prioritized areas for implementation. Some of our respondents showed their concern over the unequal division of labour between local NGOs and foreign (I)NGOs. Local NGOs bring in knowledge and at least a certain degree of accountability from the local level, but the power of interpretation/policy-making and the power to terminate the relationship lie still with the INGOs-cum-donors.

Another delicate matter of contention is the more recent allegations of proselytizing against some foreign INGOs that are Christian or receive financial support from missionary organizations. The Supreme Court of Nepal, in a verdict delivered in 2001, stated that the United Mission to Nepal (UMN) and Adventist Development and relief Agency (ADRA) were not guilty of proselytization. The Supreme Court issued a directive that government agencies should intervene directly if such activities happened. All INGO actors with a non-religious platform must follow cautiously this and similar cases, as such cases can be scrupulously used to tarnish the whole sector.

Sustainability of Nepalese NGOs

The sustainability of NGOs in Nepal has long been and will in the foreseeable future continue to be a matter of major public concern.

On the issue of sustainability of NGOs, it is necessary to separate specific kinds of indigenous and traditional civil society and voluntary organizations, which are duty-based, from hybrid and

fully modern NGOs, which are rights-based.[7] Also, organizational and financial sustainability needs to be looked at separately.

Sustainability of indigenous civil society and voluntary organizations: There are many such organizations, such as Dhikuri (rotating credit association) and Parma (exchange of labour), which are still functioning with absolute support from the local people. They have not received any help and support from any external donor. A mix of membership fees, donations and special collections also sustains organizations of 59 different indigenous nationalities, such as the Tamu Choja Dhin, Kirat Yakthung Chumlung and Nepal Magar Sangh. Such organizations could not have continued for centuries unabated had they not been committed to voluntarism, had modalities for maintaining self-reliance in financial and other matters, and had they not benefited the members significantly. Their very presence even after centuries say a lot about their sustainability. Some organizations, like Kipat of the Limbus, disappeared due to the policy of the Nepalese state. Organizations such as Ron-Dhin of the Gurungs are in the process of extinction due to both the influence of the Hindu state and Western development aid. Indeed, the expanding activities of international aid donors over the last five decades, and specifically the shift of donor-led activities from the national to the local level, have rapidly marginalized such kinds of indigenous and traditional voluntary organizations.

However the picture is not altogether bleak. Dhikur, or the rotating credit associations of the Thakalis, are currently expanding in both rural and urban areas. Whether donors and INGOs continue or discontinue their support to His Majesty's Government of Nepal and to NGOs, some useful indigenous or traditional voluntary organizations will to able to sustain themselves. The main reasons for sustainability are the civility, the art of association, the overlapping interests of different groups, the regeneration of social capital, and the diversity and resilience of certain forms of institution that are firmly woven into the social fabric of the multi-cultural Nepalese society.

Sustainability of NGOs: Some local NGOs are sustainable while many are not. Even many of the INGOs themselves are not sustainable. If they withdraw or reduce their operations, their partner NGOs will be seriously affected if they have relied solely on them. Many INGOs working in Nepal are dependent either on their own government or on other multilateral donors for the financial resources needed to run their programmes.

Generally, as already argued in this chapter, most of the donor-supported NGOs are presently financially not sustainable. Once the donor pulled out its support, many would collapse and some would shrink in size of staff, programmes, coverage areas and activities. Some respondents mentioned that many NGOs working in the fields of community forestry user groups, income-generating activities, agricultural production cooperatives etc. have shown that after a few years of donor assistance they can muster substantial local support and survive even when the donors withdraw. Also there a number of both emerging and well-established hybrid NGOs that maintain a relatively non-conflicting balance between traditional and organizational practices, this also pertains to funding.

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[7] We use the term hybrid to characterize organizations that encompass (with a varying degree of compatibility and conflict) both elements of traditional Nepalese voluntarism and of Western professional voluntary organizations.

Also some respondents interviewed mentioned that some donor-supported NGOs would stand a good chance of becoming for self-sustained if they could devote more of their time to advocacy and grassroots-based development and accountability-building work. Presently, the comprehensive demands from the supporting donors for reporting, monitoring, coordination and training - absorb in many cases as much as 50 per cent of their total working hours. It ought to go without saying that the partner-cum-donor requirements directly reduce many NGOs' outreach work.

In terms of organizational and financial sustainability, quite a few of the community-based organizations - CBOs, local clubs, users' groups and NGOs (both national, regional and local) - that have raised the critical issues of improved livelihoods, better service delivery and fairer jurisdiction have shown that they are or can become sustainable.

Concluding findings

- A historical understanding of voluntary work and associations in Nepal is essential for understanding, at national and local levels, the enabling and constraining institutional conditions under which a plethora of different forms of modern, hybrid and traditional organizations have evolved in the last few decades.

- The NGO sector has played a key role in developing a budding civil society in Nepal since the mid-1990s. Also partly due to this involvement, the sector has come under more intense internal and external public scrutiny. The democratic, public, equitable, secular roles played by the INGOs and their ability to act with social responsibility are more critically assessed than before. The most serious criticism levied against the sector is its failure significantly to reduce poverty and social inequalities at local level. Weak accountability and low transparency towards the beneficiaries and the Nepalese authorities have also come under public debate.

- MS-Nepal's recent decision to enhance its own accountability and transparency by establishing a Policy Advisory Board (PAB) has been positively noticed by the wider civil society. So also have MS-Nepal's gender equity policy and its collaboration with organizations representing indigenous nationalities and formerly untouchable castes.

- MS-Nepal is thus in an early phase of profiling itself as an INGO with a clearly equity-oriented and pluralist vision. MS-Nepal's strategic opportunity to develop this profile further lies in its choice of partners and in the progress MS can make in rendering these partnerships more equity-based.

- The Country Programme of MS faces the challenge of proving that it actually contributes through the partnerships towards poverty reduction in the selected core districts. Other likeminded organizations in the NGO sector and in the wider civil society have registered MS's dual principal goals of poverty reduction and intercultural cooperation. But they express some degree of confusion over what MS-Nepal means by the latter goal and which modalities MS uses in realising this goal.

- It is a risk-prone undertaking to work through a hierarchy of intermediary national and local organizations at a time of heightened political instability and with a proliferation of male, higher-caste and middle-class led intermediary organizations which claim to work for the disadvantaged and poor and even to some degree to represent them. It becomes essential that INGOs like MS has at hand a simple and relevant set of participatory early screening, monitoring and evaluation criteria for different kinds of NGO and CBO as a basis for renewing, phasing out, establishing and follow-up partnerships.

- MS-Nepal, as part of MSiS, currently runs a personnel-based programme financed by Danida, and operates in close consultation with the RDA. MS-Nepal's current level of funding and collaboration with Danida is premised on Danida's strategic assessment of a complementary division of labour between bilateral cooperation and cooperation with the NGO sector. It is MS-Nepal's strategic opportunity not only to consolidate but also to strengthen its comparative advantage, compared to other well-established INGOs operating in Nepal.

- The nature of collaboration (between RDA and MS-Nepal) and the funding level will in the coming years not depend solely on MS-Nepal's ability to develop its comparative advantage. The recently elected Danish government's eventual decisions on changing the volume and direction of Danish Development Assistance will be at least as critical. One may have to face a possible scenario in which the volume of Danish aid for development purposes is substantially cut, also reducing the flow of funds to the NGO sector, including the MSiS Programme.

4.   Poverty reduction

MS in Nepal

Mellomfolkeligt Samvirke (MS), or the Danish Volunteer Service, extended its operations to
Nepal in 1984-1985. In the following year the Country Office was opened, with the first Country
Coordinator appointed in mid-1986. Compared to the MS programmes in Africa, the MS-Nepal
programme is relatively new.

In the initial years after MS extended its operations to Nepal, Danish volunteers were posted to
Kathmandu Valley and worked in the areas of primary health care, education and vocational
training. From 1989 onwards MS developed an outreach policy that included postings of
volunteer personnel to Western and Mid-Western Nepal (Tanahun, Lamjung, Dhaulagiri and
Nepalganj).

From the outset the country programme in Nepal combined a personnel assistance programme
with supplementary funding. The personnel-based programme grew quickly. In 1991 the number
of volunteers was 27 and the number was planned to expand further. Then followed a period with
a rather quick turnover of both staff and partners, partly resulting from and partly resulting in a
debate about how to improve the working environment and administrative structure. In addition,
a major policy change was prepared in the period 1994-1996, resulting in a shift towards a
partnership-oriented Country Programme. In late 1995 the first partnership agreement was
signed.

In the following years the number of partnerships increased. Between 1991 and 1997 MS-Nepal
collaborated with 32 partners, covering ba sic and primary education, vocational training, health
and community development, as well as focussing on the situation of rural women. At present
(early 2003) MS-Nepal maintains 24 formal collaborations with national, regional, district-based
and community-level organizations.

In recent years MS-Nepal's Country Office has been reorganized. In addition, other personnel
policy measures have been introduced to establish a new salary structure and a number of
measures to democratize and to make more effective the partnership programme. The country
office currently comprises 22 staff, including two expatriate (Danish) top management staff and 9
national programme staff.

Since 1989, and specifically in 1992, 1996 and 1999, Policy Papers have been developed and
adopted in a concerted effort to develop well-articulated overall policies that could guide the
implementation of the country programme.

As compared to the 1992 and 1994 policy papers, the 1996 Policy Paper is more situated in a
Nepalese context (as it includes MS-Nepal's Vision and Mission Statements and so-called
Development Focuses) and a Plan of Action (1996-2001). The Vision Statement emphasises
maintenance of cultural diversity, improved self-sufficiency and strengthening of civil society.
The Mission Statement defines the aims of partnerships and ways of building them. The
Development Focuses represent an effort to develop perspectives within which MS's principles

can be translated into practice. Overall, the Policy identifies a number of pertinent development issues, yet it is rather general as it comes to the spelling out of the steps from general policy to implementation and outputs.

In late 1997 and early 1998 an external review forwarded a number of recommendations for a revision of the Policy Paper to meet fully the needs and expectations of all stakeholders in the MS system. The Policy Paper is the most comprehensive to date. It contains an analysis of the development situation of Nepal, it reviews the MS/MSiS principles and priority areas and it elaborates the strategic choices of MS-Nepal in realising goals and objectives. The Policy Paper is in many respects a relevant and insightful document (confer the detailed assessment in later sub-sections in this and the next chapters), developed through a comprehensive participatory process which involved MS-CO, the Policy Advisory Board (PAB), Development Workers (DWs), partner NGOs, external consultants and other resource persons. The process involved a number of steps such as regional consultations, an organizational assessment, special consultations and discussions of drafts at the Annual Meeting in February 1999. After approval of the new policy, strategy implementation workshops were organized, involving MS-CO and partners. The current Policy Paper will be in force until 2004 and was subjected to a Mid-Term Review in December/January this year. With an ambitious programme policy, a growing and diverse partnership programme, responsibility for quite a large number of Danish DWs in an increasingly volatile security situation, MS Nepal Country office has faced considerable considerable challenges recently.

MS-Nepal's current policy focus and strategic framework

This sub-chapter starts with a brief introduction to MS-Nepal's strategic policy framework, including organizational values, principles and strategic choices that are the basis for the poverty reduction policy. We also discuss some strengths and weaknesses of the current framework.

The period under proper scrutiny covers the last phase (1997-1998) of the first planning period with a partnership-focused country programme and the first 4 years (1999-2002) of the second planning period 1998-2004. The Policy Paper 1999-2004 outlines, in other words, the poverty policy with the strategic framework for most of the 5-year period under scrutiny (1997-2003).

The Policy Paper's initial brief analysis of the national economy and of human development in Nepal leads to an apt pinpointing of the strategic challenge for development actors who intend to reduce the most abject forms of poverty: "*The essential point, of course, is to consciously, sharply and discriminatingly "choose" to target one or several specific form(s) of poverty commensurate with the goal of improving the conditions of life - the central MS mission for programming and action*" (MS Policy Paper p. 9). In this chapter's discussion of impact and especially in Chapter 7 on partnerships, we will examine whether MS-Nepal has indeed consciously and sharply targeted one or more form of poverty.

The Policy Paper correctly states that poverty outcomes are always mediated through hierarchical social relations based on particular cultural notions. The Policy goes on to state some of the outcomes of these hierarchies along gender and caste, ethnic and gender lines. It is this team's assessments - based on the research literature on how social hierarchiers cause unequal entitlements - that even a brief analysis of the structural conditions of inequality in Nepal would

have strengthened the policy analysis of which kinds of poverty to mainly address. The Policy proceeds without any proper diagnosis of the causes of poverty into a discussion of remedies in the form of the following strategic challenges: conducting organized local dialogues and setting priorities; strengthening the evolution of democratic, effective and efficient CBOs; strengthening local representative bodies such as VDCs and ward committees, and voluntary work regimes; and emphasising pluralism, promoting the inclusion of the lowest castes and women, and building linkages to other CBOs, (I)NGOs, GO and non-registered groups and networks.

The omission of an analysis of multiple inequalities in Nepal weakens the strategy's diagnosis of how to *effectively influence* the interconnected gender, caste, and ethnic hierarchies. Otherwise, we find the strategic framework relevant for addressing poverty alleviation in Nepal. We will below scrutinize how far MS has internalised its own approach and managed to put it into practice.

MS-Nepal's strategic framework is based on the MSiS programmes' four principles: development by people; engendering policies, programmes and activities; environmental sustainability: and finally, sustainable development. These principles, as formulated in the 1999-2004 Policy Paper, build directly on the 1996 Policy Paper, which attempted to integrate the principles into a Nepalese context. The principles mentioned are: cultural diversity with mutual respect and empathy; enhancement of more self-sustained, equity-oriented and democratic communities; a strong and inclusive civil society; and closely related to that, a responsive polity.

The MS 1999-2004 Policy Paper seeks to reformulate and concretise these principles, emphasising that the principles aim to enable the poor to improve their living conditions, to enable them to struggle through organizations for an equitable share of national and global resources. International cultural learning and dialogue is put as a supplementary principle. At this level of guiding principles, the two new cross-cutting principles of pluralism and enabling the disabled are added to the MSiS principles of gender, environment and sustainable development.

The Policy Paper then spells out the implications and strategic choices of these principled considerations (see pp. 20 and 36):

- Poor people are the "target group" to be centre-staged.
- The objective of organizational development of partnership institutions attains status as an intermediate objective, subsidiary to the prime objective of enabling the poor to become more productive and as the paper says " to advocate, demand and struggle for equity" (p.20). A trilateral relation between MS-Nepal, partner institutions and the targeted poor people is stressed.
- Organizations of poor people will be at the forefront of attention. Cooperatives, CBOs, NGOs, VDCs, DDCs and GOs should all be strengthened.
- Advocacy should no longer be focused mostly on global arenas, only mediated by MS-Nepal and MS-Denmark. National as well as local areas will become more important in advocacy.
- Facilitation of synergic networking among all stakeholders for resource sharing.
- Concentration of support into fewer regions, preferably four to five districts, divided into clusters served by MS partners.

- Continued promotion of understanding thorough the information and exchange programme.
- An increase in MS-Nepal's capacity to coordinate, act as advocate and to promote effective partnerships.

These strategic choices are understood as being based on a number of values said to provide the rationale for the existence of MS-Nepal: people-centred development, a central role for civil society, sustainable development, mutual respect, transparency and accountability, NGOs as bridges between peoples and nations, mutual learning, and respect for human rights.

We would like to comment on the last defined value. Human rights are here introduced as a value. We note with some concern that the full implications of a rights-based approach are not drawn at the levels of principles and of strategic choices. A rights-based approach places the Nepalese government as mainly responsible for realizing the human rights commitments taken on by the Nepalese state. MS Nepal as others in the NGO-sector, shoulder in principle co-responsibility for all those who are not reasonably nourished, clothed, sheltered, deprived from taking part in community and public life, and who remain unprotected from preventable sickness and death. Based on the recognition of the massiveness of people that are deprived of their basic human rights, MS-Nepal has to limit its responsibilities to a reasonable and manageable level, optimizing its limited human and financial resources.

How then do MS define the poor in this policy document? In a brief stakeholder assessment, the bottom 50 percent of Nepal's population, who live below the poverty line, are defined as MS's "universe". This universe is only to some degree reduced by introducing the term "disadvantaged groups". Women, children, occupational castes, ethnic minorities and the disabled are seen as victims of deprivation and exploitation. The Policy Paper does not (as already stressed) clarify and concretize what the connections between disadvantage and poverty are - as a basis for making the strategic choices on whom to target and how.

The Policy provides certain hints on this basic question (of who the poor are) through formulations such as "[MS-Nepal should] enable and empower the disadvantaged *and* poor to improve their living conditions and promote cultural interaction and development dialogue between Nepal and Denmark" (our emphasis). We interpret the formulation of the first goal as implying that MS-Nepal's target group is those who are both disadvantaged and poor. This begs the question of which sorts of disadvantages are to be redressed and precisely how; and furthermore, the relationship between disadvantages and the human rights-based term discrimination.

MS-Nepal has chosen to pursue these two programme goals through two themes: capacity building and advocacy. In an effort to clarify the strategic planning framework that underlies MS-Nepal's vision, mission, principles and goals, the visual concept of a three-dimensional cube is used. The three dimensions of the cube are thematic areas (capacity building and advocacy), MS-Nepal's principles and the strategic process (awareness building, enablement, entitlement and empowerment). The strategic process is understood as a cumulative and temporal sequence.

MS's notion of capacity building is multi-dimensional and may seem to some degree as being influenced by Amartya Sen's capability approach (though this is not directly stated). The Policy asserts that one key dimension is provisioning of education, health awareness and health services. Such provisioning is expected to enha nce self-respect, bargaining capacity and well-being, and to improve the livelihood situation.

A second key dimension is capacity for self-organization as a vehicle for claiming a more equitable share of political, cultural and economic resources, both locally and nationally (enablement and gradual entitlement).

A third dimension is using political activism (including networking) as a mode of enhancing peoples' knowledge about their rights, duties and responsibilities in relation to the local and the central government and to the international organizations. Increasing poor people's capabilities for engaging effectively in local and extra-local politics and planning processes is expected to result in enablement and gradually move towards gaining entitlements and empowerment.

The Policy conceives of advocacy as operating through dialogue with both local and national policy-makers. The advocacy is expected to be carried out initially by MS-Nepal and other intermediaries, then increasingly by the disadvantage d and dispossessed themselves. Lastly, the Danish public and the international community are defined as targets for a vigorous advocacy effort aimed at sensitizing and gradually changing international policies and systems which aggravate poverty in Nepal (this covers mainly a move from entitlements to empowerment).

In conclusion, this team finds the poverty policies in MS's Country programme in many respects quite adequate and relevant for addressing poverty in Nepal. We have chosen here not to discuss in detail the relevance of the poverty policy in relation to other key stakeholders as we concur with the recent conclusion in the Mid-Term Review 2003 (p.15) that there is a strategic fit between MS-Nepal's programme focus and HMG-N, DANIDA, the NGO community (see also Chapter 3) and MSiS.

The programme policy quite adequately outlines a vision, mission and a set of complementary and relevant sets of goals and cross-cutting principles. That said, the policy does not adequately analyze the causes of poverty, nor dos it translate the value of human rights into a fully-fledged rights-based approach at the levels of mission statement, programme goals, cross-cutting principles and strategic choices.[8] The principles on environment and sustainable development are not adequately specified in a Nepalese context, and seem to be replicas of the MSiS programme's principles of environmental sustainability and sustainable development. In the absence of a country-level specification of the interconnections of environment and development, the issue of promoting sustainable livelihood strategies is not given due emphasis.

The cross-cutting principles are in some respects conceptually unclear. "Development by people" is put as a separate principle from "gender" and "the disabled"; while in fact gender and disability represent specifications and thus operationalizations of the first principle. The principle of

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[8] It should be noted that MS-Nepal has very recently initiated discussions with Kathmandu School of Law, the Danish Centre for Human Rights and Aarhus University to developed and try out approaches to strengthen a rights-based approach at the community level.

pluralism remains loosely defined in the Policy Paper. Pluralism is defined both as cultural diversity (p. 18) and as social and political pluralism (p.14). The latter definition indicates an active engagement on the part of MS to change a hierarchical society based on caste principles and a casteist state. MS should be given credit for having recognized that their pluralism policy needs to be further developed (confer the discussion below).

Recent poverty-relevant policy work

This team considers all the cross-cutting policy areas of MS-Nepal to have inherent poverty aspects. We note that since the 1999-2004 Policy Paper was approved and adopted, some policy areas have been accorded higher priority for further development compared to others.

Pluralism seems be the policy area that has been given top priority. This is a composite policy area that is at the core of MS's poverty policy. The recent formulation of a policy on pluralism was preceded by time- and resource-consuming research by an external consultant. The consultant, a young Nepalese anthropologist, undertook in 2001 a review of social science literature on pluralism. In 2002 the same consultant was engaged to conduct a field-based study of "untouchables" in Banke, one of MS-Nepal's core districts. This study (which is also a contribution to Danida's study on Dalits in Nepal) outlines the heterogeneity along caste and ethnic lines of the population in one of MS-Nepal's new core districts. The study uses a composite set of operational criteria for both social discrimination and economic poverty, and makes a substantial part of the population of Banke the target group for MS. This important finding seems not to have been accorded the full attention of MS and the partners that it rightly deserves.

The report also makes important distinctions between basically political and juridical constructed categories (such as *dalits* and *janajatis*) and the more finely masked self-ascriptive and ascribed categories used in every day life. The report also provides a brief assessment of how far MS's local partner NGOs have proceeded in addressing pluralism in policy and practice.

The work suffers, however, from a cursory treatment of two key problem areas: firstly, the intersection between gender-caste and poverty and between gender-ethnicity and poverty; and secondly, inter-caste hierarchies among both the earlier untouchable castes (and within certain *janajati* groups). The report contains highly generalized recommendations. As far as we have been able to ascertain, this report and the Pluralism Strategy have not been followed up by two necessary next steps: the development of a simple planning guide/manual for local partners, and supportive training courses.

A policy/strategy on "*Enabling the Disabled*" is under development and will be completed in 2003. The strategy states that disabled person suffer a range of social, economic, political and mental deprivations. This policy provides sets of strategies (and matching indicators) to be pursued at beneficiary, partner and CO level. We find that these systematic deprivations, related both to intra-household inequalities and to state discrimination and failure (lack of basic service provisioning), are not adequately understood as one cross-cutting concern of poverty reduction policies. Disability in Nepal should, as this team understands it, be conceptualized as generating distinct poverty outcomes at the level of the individual. A poverty-focus on disability shows the necessity of having a continuous focus on intra-household differentiation processes and poverty

outcomes. MS-Nepal is in the process of developing an action plan on disability. It remains to be seen if this makes connections between disability-discrimination and poverty.

MS-Nepal should be given positive credit for its efforts to mainstream gender into its policies. This team finds, however, that the gender policy does not analyse in any comprehensive and systematic manner the interfaces and disjunctions between gender-caste-ethnic status and poverty processes and outcomes in Nepal. Based on the gender policy, the Operational Strategy For MS-Nepal's Gender Principle was developed. The Action Plan for Mainstreaming Gender (2001-2004) is primarily concerned with institutionalizing gender-sensitivity and equity in the partner organizations. This is important, but we are surprised that the mainstreaming of gender in the partners' outreach-based planning and implementation work has until very recently been accorded little attention. From 2002 onward, trainings and piloting efforts to develop partner-level gender strategies and gender-specific indicators was started. A close follow-up and monitoring of these efforts is important.

Previous reviews of poverty policies and strategies

The MSiS Review 2000 found an overall gap between MS policy and practice on poverty reduction (p.4). At the level of MSiS, the Review Team pinpointed two main reasons for this. Firstly, they found no systematic linking between the two overall goals of poverty reduction and cultural exchange, and also between poverty and the (global) cross-cutting principles. Secondly, they found that the decentralization of the Country Programmes has resulted in a certain administrative fragmentation and a disregard for the need to establish better lines of communication between the Head Office and the country offices. These findings concern a set of linkages that is beyond the mandate of this Team to address.

The Review came up with two significant findings at the level of country programmes. Country programme personnel have worrying deficiencies in their capacity to make full relevant use of the policy directions (from Copenhagen) and to develop further poverty policies that fully cater for national, regional and local specificities. Knowledge of partner organizations and development workers needs to be better utilised in developing policies and in implementing them at various levels. Assessments of poverty must also become part of the assessment of new and established partners' impact and their needs for capacity development.

The MS Country Programme Review 1998 found that MS-Nepal's poverty policies were not taking sufficiently notice of HMG's 9th Development Plan. The Review further found that at the time of the Review MS had not - despite the intent shown in the 1996 Policy Paper - any strategy for commencing work in the poorest districts of Nepal. The capacity building and outreach activities were found to be rather traditional and devoid of any innovative strategy that could more effectively address the poverty situation (p.65).

The 2003 MS Mid-Term Review found that MS's Poverty Policy was highly relevant when compared with HMG's Ninth and the new Tenth Plan, and also with Danida's Development Goals. The Review's conclusion as regards efficiency is that MS's organizational capacity to reduce poverty has increased. MS's inadequate resources are identified by the review team as the single most important factor behind the poor coverage (in the core districts and other supported districts). The impact on poverty is found to be variable and not having reached a critical mass.

The capacity building approach to DAG and PoP is found to have been given inadequate attention so far (pp.3-4).

MS-Nepal's modes of operation

Development at the grassroots, including service delivery

In general, MS's partnership approach emphasizes assistance basically in the form of building the capacity of local organizations (in order to promote institution building) and promoting human rights through advocacy and awareness raising as a means of promoting socially equitable and environment-friendly development. During the period under scrutiny for this evaluation MS seems to have held reservations about giving substantial support to service delivery. Its preference was rather that the target groups should be made knowledgeable about organizing in order to pressure for public services and to elect local politicians who were accountable to their voters. In spite of this approach, and some criticism from earlier reviews, between 1997 and 2003 MS Nepal has had and has a number of partners that provide public services.

A more salient recent approach has been working directly with communities through CBOs and user groups so they can help themselves through creating savings and credit groups, improving income generation and achieving better local management of public and private goods.

It is this our general observation that at the level of policy and strategy capacity building is often talked of in a strikingly elusive manner. That said, the exception is an elucidation of what the capacity building approach means in one sub-section of the 1999-2004 Policy Paper (pp. 39-40). In this sub-study of the evaluation we wanted to examine whether the partners had a concrete and comprehensive understanding of the approach and whether they implemented it in practice. We were also concerned with assessing whether the partner programme showed a reasonable balance between development through self-help, technology transfer and other service delivery, organizational development and awareness raising and advocacy.

Awareness raising

MS-Nepal's modes of operation are built on the firm belief that underdevelopment is more a result of social and political problems than of purely economic problems. MS's belief in what the root causes are may explain MS's capacity building focus on awareness raising as a method of making local communities conscious in a new way about their potentials and capabilities and the reasons for exploitation and discrimination. Awareness raising is used by MS mainly in the areas of formal and non-formal education, health and sanitation.

In other words, awareness raising is in use as a broad educational method. Advocacy builds on awareness rising, but is in use as a political approach to coping with underdevelopment arising from denial of human rights, underutilization of human capabilities, and economic deprivation.

Advocacy

Advocacy as a distinctly political approach aims at challenging human rights abuses, making stakeholders (basically governments) aware of their responsibilities, and pressuring them to

realize their international commitments. Advocacy is generally issue-based, directed towards certain kinds of human rights.

Having characterized this common understanding of advocacy, we are struck by the lack of a firm grounding of the rights-based approach in MS advocacy policy. We find no attempt to define the difference been a rights-based approach to poverty and the conventional development approach. Most important, the rights-based approach's implications for modes of operation at partner level and in outreach work are fully spelled out. A rights-based approach to poverty alleviation puts the right to food, shelter and clothes at the centre of all efforts. It also would oblige MS to include as DAG people that are victims of economic exploitation and deprivation even though they are not directly discriminated against by the state on the grounds of their gender, caste or ethnic status.

Reaching the poorest strata through intermediaries

The partnership approach, including the personnel-based component of DWs, is the main methodological toolkit on which MS's poverty strategy is based. DWs are vehicles for bridging knowledge and skills between the civilizations of the North and the South, for forging solidarity and for assisting people in their struggle against poverty. In principle, the ultimate rights and responsibilities for development are 'people' themselves. But for a not specified transition period, MSiS and MS-Nepal have adopted a partnership approach working principally via a hierarchy of intermediaries (at the national, district and local level) to reach out to the strata of the DAG or PoP. Thus, the local partners, including DWs, are intermediaries that are supposed to facilitate the processes of development on behalf of local people and gradually with them. One assumes in other words that many of these organizations will become transformed, and directly come to represent the PoP. With small administrative expenses, and the promise of local accountability and closeness to the PoP, these intermediaries promise low transaction costs, at a time when donor funds are becoming scarcer.

In our assessment MS's strategic assessments signal some degree of underestimation of the risks of working often through more than one layer of intermediaries at a time when there is a proliferation of not so credible, professional and accountable NGOs (see our discussion in Chapter 3). Also the several layers make any proper technical assessment of relevance and effectiveness very demanding. MS's strategic and operational considerations are based on a firm belief in the prospects for transforming the intermediaries into true representatives of the target community. This firm belief is not matched by a set of realistic considerations of modes of operation that carries conviction in the present context of "the politics of difference" in Nepal. We will come back to our findings on the issue of representation below.

Currently, Kalika Self-Reliant Social Centre (KSSC) and Sidhartha Social Development Centre (SSDC) receive support from MS-Nepal to develop into more full-fledged resource organizations. We find that a number of the organizations (selected for the first-hand study), carry out support work and also have to potential to develop further their capabilities so that they to some degree can function as resource centers.[9] We would have liked to see more concern in

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[9]A resource centre is an organization that possesses human and financial capital or physical assets that other can utilize by exchange of services or by monetary remuneration.

the partnership policy for a strategy aimed at enabling intermediaries to develop partly or fully into resource centers. This could indeed for some partners represent an alternative capacity building and survival strategy. Technical, social and political expertise can be sold or exchanged, and constitute one of several 'intermediary' operational strategies. Some of the partner organizations visited are actually in the process of evolving into resource bases for local NGOs and CBOs (e.g. KSSC, RMRC, NEWAH and to some extent BASE Bardiya). These organizations do mostly not operate at the grassroots and instead stimulate the establishment of NGOs, providing some basic support to them.

We would like to emphasize that intermediary organizations always differ from real CBOs, which are formed and run by villagers living in the communities where they are based. CBOs have a limited membership base that is open or based or gender, age, caste or ethnic criteria. The composition of CBOs in other words reflect the heterogeneity of rural Nepal and show how problematic a notion of "community" currently is. Pluralist, inter-sex, inter-caste and inter-ethnic community organizations can often only evolve over time, having allowed women from all castes, and women and men from lower castes and ethnic groups to develop a basic level of self-respect, awareness, organizational skills and means of survival. Also it is quite, though not very common that CBOs show some kind of internal differentiation based of social rank, educational or economic status. Still, leaders of CBOs are in general more accountable to its members than leaders of intermediary NGOs. Outsiders like MS who considers supporting CBOs, have to carefully assess the duties and benefits derived of participation and the aspirations, commitments, practical capabilities and leadership style of current and emerging leaders. These are challenges that any development actor in Nepal has to live with for a long time to come. There exist no doubt many CBOs that represent groups of ultimate beneficiaries and who make just and transparent decisions on behalf of their constituency - their fellow members. Weighing pros and cons of CBOs, there are many budding and established CBOs that should be considered highly desirable partners for INGOs and other stakeholders in Nepal. One should also remember that INGO-CBO collaboration has a history in Nepal. Indeed a number of INGOs (for example the organizations in the Save the Children Alliance, Lutheran World Service, United Mission to Nepal etc) have considerable experience which MS-Nepal can tap on. It would be desirable that INGOs and intermediary NGOs intensify their efforts to identify certain defunct forms of the numerous CBOs in order to promote and invigorate them. Through advocacy and legal advice intermediaries can ease the legal processes through which such CBOs become legal entities that can receive support from donors. It follows from our reasoning that we had expected to find a somewhat larger number of CBOs in MS partnership programme, than what is presently the case.

Decentralization is one of the uncompromising agendas for MS-Nepal's partnerships. How far are the poorest strata involved in the decision-making in those intermediary organizations mentioned above and in those CBO that receive MS support? It is this team's observation from the field visits to the selected partners (confer the discussion below on the selection) that none of the NGOs except KYC include DAGs in any inclusive and equitable manner in their policy-making processes and decision-making bodies. In fact we find with few exceptions that a handful of persons that belong to the rural leadership strata (and who do not live in the VDCs where the supported CBOs are located) rule these NGOs through distance control of the decision-making processes. The only visited CBO (BASE Bardya) shows a considerably more equitable and inclusive governance structure. However, some encouraging attempts are currently underway to make the other visited intermediary organizations somewhat more representative, transparent and

effective. For example, RMRC is in the process of crafting a constitution for RMRC that would allow local journalists a broader representation in the management committee. NECOS, EDC and FDC are trying to organize federations of the groups they have promoted and developed in order to ensure beneficiary representation in a more effective organization. Similar kinds of efforts to establish federations are going on in organizations not included in our sample for this evaluation. The possibilities for ensuring a sound user influence, if not user representation, in government agencies like FDC and DEO are limited.

Effectiveness and impact, with special emphasis on selected partners

MS-Nepal's own Implementation Plan builds on objective-oriented planning, and thus makes it necessary also for this team to apply (to some degree) a LFA-framework in this evaluation. Effectiveness at partner level can only be properly measured if information on outputs and an operational set of project purposes formulated in objectives is available. If such objectives exist, it is possible to finds ways by which to verify whether the reported outputs contribute towards the purposes formulated as objectives. We have found that the partnership agreements do not contain precise, verifiable and realistic objectives. Thus, we are not in a position to discuss in any technically satisfactory manner whether the reported outputs really match the intended objectives. MS partners' quarterly and annual reports do not contain any precise reporting of project outputs in relation to objectives at partner and at MS Country Programme levels.

Under these unsatisfactory circumstances, we have to a limited degree been able to have the visited partner try to formulate in retrospect some realistic objectives and more precise indicators. Only in an approximate manner have we been able to consider whether the outputs (in relation to external factors) influence the realization of objectives and the degree of effectiveness.

Generally, based on project purposes and degree of effectiveness one should be able to measure impact. As we are not in a position to do any technically proper measurement of effectiveness, we cannot in a strict sense claim to measure impact. Again, this team has to consider impact based on a combination of focused discussions with management staff and MS Nepal's programme staff, and scrutiny of reports from the selected partners.

We judge it possible to generalize about effectiveness and impacts at partner level, based on the 10 cases selected for first-hand study and visits by the team. Effectiveness and impact should not only be measured at the level of partner organizations (the intermediary level), but also at the level of beneficiaries.

We have, as noted above, employed both limited participatory and non-participatory impact assessment methods. The lacks of poverty-related baseline data in all the partner organizations make comparison 'before' partnership agreements and 'after' any agreement was signed impossible in any strict technical sense. MS's monitoring and evaluation system does not contain detailed enough information on inputs, outputs and results required for our purposes (confer Chapter 7). In light of these discussed limitations we outline in the following sub-sections effectiveness and impact at both partner and beneficiary levels.

Selection of organizations for assessment of impact and effectiveness

In line with the emphasis in the strategic guidelines of MS policy on decentralization, and hence on selecting medium-scale partners with "closeness to beneficiaries", MS-Nepal has in the least few years increasingly been seeking partnership with either local-level organizations or with local wings/chapters of regional or national organizations. Presently, MS has partnerships with 24 organizations. Of these 24, only 5 partnerships entail collaboration between MS and organizations with a national outreach (NFEJ, HURON, NPG, NEWAH and NEPAN). The other 19 partnerships are collaborative agreements between MS and organizations of regional, sub-regional, district or ward-level outreach. Given the non-negotiable time and resource constraints under which this evaluation work has been undertaken, we have had to select a smaller number of partners for first-hand investigation (confer Annex on Methology).

We have employed the following criteria in the selection of 10 organizations: type of organization (NGO, CBO, Government), operational approach, focus on strategic and/or immediate practical needs, sectors given emphasis, length of partnership, and regional location (see Table 1 below). Out of these 10 organizations, we selected 2 recently phased-out organizations (NEWAH Dhangari and Nepalganj) for two main reasons. The situation right after the collaboration is formally ended provides us with an opportunity to assess some longer-term impacts of these partnerships. MS emphasizes also in its partnership policy the importance of continuing its networking with previous formal partners.

Though the team did not employ any strict selection method on the basis of clusters, we have taken care to have a sample that includes partners along all the mentioned criteria. That includes also organizations from all the three core regions (the western, mid-western and far-western regions), in addition to one organization from the central and one from the eastern region, despite the inordinate use of time for travelling that this choice entailed.

Out of the 10 partner organizations selected, 1 is a Kathmandu-based national orgnaization (NFEJ) and 1 is a Kathmandu-based regional organization with activities going on in four eastern districts (KYC). Of the 5 selected that operate within one district only, 1 (FDC) is the regional office of a government department under one line ministry and 1 is a district branch of a regional level CBO (BASE). KSSC, EDC and NECOS also operate in only one district. Finally, 3 selected organizations (NEWAH/Dhangari and Nepalganj and RMRC) operate in a number of districts in the western region.

With the exception of FDC and KSSC, all the other organizations came into existence within the last 10 years and thus are illustrative of the recent paradigmatic shift of associational life in Nepal already analyzed in Chapter 3.

Table 1 presents the selection criteria discussed above.

Sub-study to '*MS at the Crossroads; An evaluation of the Danish Association for International Cooperation*',
Chr. Michelsen Institute, Bergen, September 2003.

Table 1: Different categories considered for the selection of partners for case study

SN	Partner	Sector					Partnership			Region					Govern-ance			Approach			Focus	
		ag	he	ed	rd	em	op	np	po	w	m	f	c	e	n	c	g	t	o	a	p	s
1	RMRC			√		√		√			√				√					√		√
2	NEH/DH		√						√			√		√	√				√			√	
3	NEH/NP		√						√		√				√				√			√	
4	BASE			√		√	√				√						√				√		√
5	FDC	√							√		√				√		√	√				√	
7	KSSC				√	√		√		√					√					√		√	
6	EDC			√	√			√			√				√		√				√		√
8	NECOS	√			√	√			√						√						√		√
9	KYC			√		√	√							√	√					√			√
10	NFEJ	√						√					√		√					√		√

Legend:

Sector
Ag=agriculture/environment
He= health
Ed=education/awareness
Rd= rural development
Em/HR=empowerment/
human rights

Partnership
Op=old partner
Np=new partner
Po=phased out

Region
W= Western
M= Mid Western
F= Far Western
C= Central
E= Eastern

Governance
N= NGO
C=CBO
G= government

Approach
T= technology transfer/service
delivery
O= organizat ion building/self-help
A= advocacy/capacity building

Strategic focus
P= practical
S= strategic

Table 2 provides some basic information about the organizations selected for first-hand study.

Table 2: Some facts on the organizational feature of the selected partners

S.N.	Partner's name	Year estab-lished	No. of sections	No. of paid staff	Tier in the organization receiving MS support	No. of dist/VDC worked	No. of general members
1	RMRC,NEPGJ	1996	3	5	1 of 2 reg. off.	24 dist. out of 75	52
2	NEWAH, NEPGJ	1994	7	24	1 of 5 reg. Off.	7 dist of reg.	?
3	NEWAH, DHNGI	2000	7	25	1of 5 reg. Off.	7 dist of reg.	?
4	BASE, BARDYA	1992	4	8	1 of 6 dist. Off.	12 VDC of dist	143vc
5	FDC, KAPILV.	1975	3	18	1 of 9 reg. Cent.	3 dist of reg.	
7	KSSC, KAPVTU	1996*	5	23	Central	10 VDC of dist.*	37*
6	EDC, DOTI	1997	3	4	Central	3 VDC of dist.	65
8	NECOS, RUPDHI	1992	1	3	Central	1 VDC of dist.	38

*Note: KSSC's date of establishment is said to be 1980 in some reports and 1996 in others. KSSC has also worked in Bhojpur a s a resource organization for GTZ.

Impacts on the partner's level

We find that most of the partnership agreements give heavy emphasis to restructuring the organizations (to enhance transparency and democratization), improving capabilities for organizational and project management, and lastly resource mobilization - with special emphasis on gender and ensuring longer-term sustainability.[10] In considering efficiency and impact within the already stated limitations, we will also consider the duration of present agreements and previous agreements.[11]

We have, as noted, departed from MS's own strategic plan (included in the 1999-2004 Policy Paper) in picking out the immediate objectives of relevance for the partnerships for the 1999-2004 period. These immediate objectives form part of the range of immediate objectives presumed (by MS) to realize the two longer-term goals of poverty reduction and intercultural collaboration. We have then scrutinized the component objectives (that according to MS's strategic plan will translate into these immediate objectives) and the accompanying activities and indicators included in the strategic plan. We have then taken these component objectives and if needed formulated for our purposes more specific indicators than the indicators found in the implementation plan. Working within strict time constraints, we tried to establish evidence for changes that can be traced to the outputs of the collaboration with MS. Based on some proxy indications of effectiveness, we have finally looked for planned and unplanned consequences (impact) of the collaboration between the concerned organizations and MS.

- **Organizational reform and institutional capacity building**
  - new or revised constitutions that ensure a clear pro-poor policy, a fairer representation of beneficiaries in the governing board, transparent rules of re-election and dismissal of boards, clearly defined and appropriate sanctions against misconduct by general members and board members
  - evidence suggesting that new/revised constitutions are followed in practice
  - evidence of changes following from the separation between governing and executive functions
  - evidence of an expanding membership base and more power to annual general assemblies
  - evidence of improvement in the functionality of the division of labour between paid staff and between paid staff and volunteers
  - evidence of increasing transparency in the recruitment of paid staff
  - evidence suggesting increasing awareness of gender, caste and ethnic discrimination
  - evidence of improved pro-poor policies and more effective modes of operation
  - evidence of improved reports to MS-CO
  - evidence of increased capacities for regular and relevant monitoring of impact on beneficiaries
- **Enhancement in understanding cross-cultural expectations and representation**

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[10] See MS Policy Paper pp 57; Goal 1, Immediate Objective 3, Component Objectives 3.1 and 3.2.

[11] Current agreements are classified as: established partnerships (2 years of more); recent agreements (between 1-2 years) and new agreements (less than 1 year). We also note that MS had previous agreements with other tiers of some of the same organizations earlier.

- o evidence of increased cross-cultural understanding between MS staff (including DWs) and local Nepalese staff
- o evidence of increased understanding between Nepalese staff, general members and board members and beneficiaries across gender, caste and ethnic boundaries
- o evidence of increased efforts to recruit women, low castes and people from ethnic groups
- o evidence of decreasing inequality of access to training facilities
- o use of particular mechanisms such as quotation, provision of special facilities, use of mother tongues etc.
- **Enhanced self-sustainability in the partner organizations**
   - o increased awareness of the importance of some degree of financial and institutional self-sustainability
   - o changes in the portion of own/locally generated incomes compared to total annual budgets

Organizational reform and institutional capacity building

Until recently most of the constitutions of the studied organizations had given general members only a limited formal right of representation, if any. Lately, some revision has been made or is underway. For example, RMRC is in the process of devolving management to the local users and revisions of the constitution have been made. Likewise, KSSC and NECOS are also intending to change their constitutions as they are in the process of forming federations out of the self-help groups they have promoted and supported. The aim is to change the organizational structure in order to ensure participation in federations by representative policy-making bodies.

In practice, however, we find that none of these organizations visited except BASE Bardiya and KYC have as yet achieved solid representation of the beneficiaries in their policy-making bodies. RMRC's local management committee still takes decision on local matters without user representation. FDC is also in the processes of extending its membership base into the areas in which they work, but the new membership-based structure is still not in place. Considering the various constitutions, BASE Bardiya, like BASE in general, is ahead of the other intermediaries if we consider grassroots representation in terms of effective memberships. In spite of many problems within the organization, BASE is found to be developing into a real CBO with sound accountability to its members. MS-Nepal's contribution in terms of ICB in the form of training and personnel support (DWs) has been important (if not the only cause). The support of MS has thus proved effective in this case. A few of the other organizations studied first hand, such as the two recently phased out offices of NEWAH, run like a purely supply-driven organization with no membership basis and not even an emerging accountability to is own users and beneficiaries. MS-Nepal's support appears not to have stimulated a change towards greater representation, accountability and transparency. Unlike the 8 regional or district-level intermediaries, FDC as a government agency has limited provision for user representation and this remains in practice minimal. NFEJ is a national forum run by and for environmental journalists, as such the issue of beneficiary representation is not so pressuring, though not irrelevant. The top elected positions and the executive body of NFEJ is found to be heavily male and high caste dominated.

Some of the partner organizations are found to have relations between governing and executive functions that are not transparent. Members of governing boards/committees are found to occupy

the managerial posts in all the three district-level intermediary organizations (NECOS, KSSC and EDC). Some of the other partners have developed organizational structures with clear-cut job descriptions, rules and regulations related to finance, project planning and execution, personnel management etc. This restructuring and strengthening is to some degree traceable to the collaboration with MS. Some patience is needed to test if these new regulations will become fully effective.

Dependency on more than one donor represents an external factor that has a range of effects on effectiveness and impact, a few of which we would like to underline here. Like MS-Nepal, the other partners-cum-donors also demand their own elaborate procedures, reporting systems, and presence of the partners in various regular and ad hoc meetings, the cumulative effect being that these organizations use a substantial portion of their time on these activities. As an unintended consequence, fewer staff resources are used on outreach work in the form of advocacy, service delivery and self-help promotion. Another observed effect of having multiple donors is a division of staff responsibilities that might ease accountability and reporting to the individual donor, but is dysfunctional and ineffective if we look at cumulative project outputs in relation to objectives. We find examples where both staff and work areas are "earmarked" for one donor, resulting in underutilization of the staff, insufficient internal coordination and lost synergies.

In certain areas of institutional capacity building (resulting from training imparted by MS and the support of DWs) were significant, principally capacity for working according to policies and plans, for conducting needs assessments and producing regular and orderly reports and transparent financial statements,. Also we find some increase in the awareness of the importance of gender, caste and ethnic biases in recruitment policies and decision-making, but the level of such awareness varies very considerably. In striking contrast to the noticeable improvements in these mentioned areas, we find that the capacities for effective pro-poor outreach work show slow progress on several counts. Much advocacy work does not adequately address local institutional rules, regulations and practices and does not sufficiently utilize self-help promotion, government provisions and local market opportunities. Local staff have expressed during our visits that their knowledge of local institutions, including various forms of resource mobilization and management, and of changes in livelihood options and environment remains underutilized by MS training programme. They feel trainings often are too saturated with an unfamiliar technical policy language, as are also donor-partner coordination.

The progress that has been made in the range of capabilities directly related to poverty reduction and to building local accountability is found to be too slow. This is an unplanned and unforeseen consequence of the heavy emphasis given to the improvement of certain more technical forms of forms of ICB. The slow progress has been further aggravated by the local staffs' massive use of time on donor coordination and by the underutilization of local institutional and environmental knowledge.

Actual improvements in gender/caste/ethnic representation among paid staff and governing bodies are found to be noticeable, but vary considerably among the organizations. These results can to some degree be traced back to the collaboration with MS.

Enhancement in understanding cross-cultural expectations and in representation

We have found indications of a significant improvement in cross-cultural understanding and respect for differences both internally in the partner organizations and between their staff and beneficiaries. This has partly to do with specific planned outputs such as gender sensitization training. It is also an effect of the increasing regular contacts with other MS partners within cluster districts and within the regions. We discuss in Chapter 5 the poor integration of the goals of poverty reduction and intercultural collaboration. This becomes evident in the imposition of an unfamiliar technical policy and planning language, disregarding the need for appropriate translation of terms and alternative local understandings. This one-way transportation of Western and non-local policy and planning knowledge has direct consequences for both effectiveness as local staff use considerable resources to acquire a rudimentary grasp of these terminologies and their uses. The inordinate amounts of such outputs (technical training and improving basic technical capacities) in turn affect impact at partner-level.

There is a noticeable tendency towards increased recruitment of applicants from disadvantaged, poor and minority groups in some of the partner organizations visited if we compare staff composition now with the start of collaboration with MS. In other organizations this trend is slow. Representations of DAG (including women) in the policy-making bodies show a positive tendency among quite a few of these sampled partners, but some are lagging behind. Information released to this tem showing the distribution of fellowships and trainees received from RMRC and NECOS nicely illustrates how the leaders of these NGOs, though they are from the majority community, were sensitive to the importance of giving opportunities to minorities and the disadvantaged. When EDC - the Dalit-dominated NGO - recruited a Brahmin as a social mobiliser, this provided an interesting example of strategies for intercultural co-operation and for the promotion of tolerance. Another example is of BASE Bardiya where a young unmarried high caste woman heads the management. The contributions of partnerships with MS in bringing about all these changes are unquestionable. These are the cumulative outcomes of training, and a number of other informal and formal events (sponsored by MS) that in direct and indirect ways have highlighted and legitimized those issues.

Increased self-sustainability of the partner organizations

Nearly all of MS's current partners are reported to have a low and not rapidly increasing level of income from their own sources. A quite noticeable exception is KYC, which very consciously has kept and developed further its own fund-raising strategies from both the members and other well-wishers/supporters. The minimal progress of actual increase in ow-generated funds apart, many partner organizations are highly concerned about their external dependency. The team is struck by the unused potential for learning and dissemination that KYC's record represents. As far as we have been able to ascertain, MS has not organized any larger scale trainings and information effort with a focus on using in modified ways more traditional modes of resource mobilization.

Impacts at beneficiary level

Our assessment of effectiveness and impact at the level of beneficiaries is constrained by the systematic lack of baseline data (including poverty data disaggregated between sex, caste and ethnic categories) and of an objective-oriented monitoring system. Our investigations are

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principally based on semi-structured interviews (with senior-level staff, some of whom were also in executive functions), and a number of focus-group discussions (based on a semi-structured interview guide) in 8 communities in which KSSC, NECOS, NEWAH, BASE and FDC work. In the case of EDC, the discussions took place in the District Headquarter due to security reasons.

In the following sections we will mainly consider both positive and negative consequences for the ultimate beneficiaries (or DAGs) as a result of collaboration between MS and 10 partner organizations. If other reliable information suggests that our findings are not fairly representative for the full partnership programme, this will be commented upon under each section.

Departing from project objectives and indications of effectiveness, we will be asking which other positive and negative effects (whether planned or unplanned) have come from these partnerships during the period under scrutiny. As was the case when we considered effectiveness at partner level, we can only consider in a proximate manner whether the strategic approaches employed, and the outputs resulting from them, have contributed significantly towards the immediate objective formulated in the Implementation Plan as: '*The human capabilities of disadvantaged groups and poor have increased in achieving social and economic justice*' (Policy Paper of MS-Nepal, p.55). We have tried to operationalize our analysis into four component objectives, in terms of which we have structured our assessment.

Referring back to our introductory discussion of the strategic framework for poverty reduction and operational approaches, we have found some significant changes that are not much dealt with in MS's own policies and plans. We may in fact fruitfully talk of first, second and third generation strategic approaches, even if none of them has ever completely dominated all efforts in certain periods, and the same partner has to different degree combined the approaches:

- First generation approach - technology transfer/service delivery (e.g. partnership with NECOS and FDC)
- Second generation approach - organization building/self-help promotion (e.g. partnerships with WWA, CWD, NBS, KSSC, GSSK, JAYC, DWO, BASE, KYC)
- Partnership developed upon third generation approach - capacity building and advocacy (e.g. partnership with SSDC, RMRC, BASE Bardiya, EDC, DWO, NFEJ, Community Radios in Palpa and Lumbini and DEOs)

Impacts of the first generation approach - service delivery/technology transfer

MS's current partnership pr ogramme has in the policy paid very limited attention overall to a service delivery/ technology transfer approach for the period in question (1997-2002). In actual terms a number of the partner organizations have service delivery and transfer-oriented components, as also some of the 10 partners we visited. NECOS has provided a limited number of students with scholarships to Junior Technical Assistants and to Assistant Nurse Midwives and short-duration veterinary training courses. The same organization has provided training in mushroom production, vegetable gardening, fisheries development, tailoring and trading. FDC has furthermore provided skill enhancement training in fish farming. Farmer groups that received training in fish farming were also provided with fish fry free of cost. EDC has had a similar type of training component under its partnership agreement with MS.

We find that the studied organizations have provided longer-term skill enhancing training to far too few individuals to generate aggregate effects on skill and competence levels in the communities. Whatever effects can be observed have remained either individual assets of the trainees or assets of the household of the trainee.

Also beneficiary-level short-term trainings offered by the intermediary NGOs were variable rated in the focus-group discussions we conducted. Judging from our discussions, the main overall cause appear to be the poor relevance of the training in relation to production systems, joint and common property systems and marketing opportunities that carry potentials for any real and enduring improvements in the target groups' livelihood situations. For example, unequal access to the main means of production such as land, irrigation and other inputs, the social regulation of labour availability and labour intensity, cost efficiency factors for the management of small-scale farm plots and other inputs, marketing constraints and opportunities, and social hierarchies in households and community-level institutions have apparently not been understood and the projects have made little attempt to influence them. The interdependencies between enablement, entitlements and empowerment (as MS's own policy puts it) are not really taken account of.

In some cases we found that there was no scarcity of the kind of vocational training and other skilled technical training programmes funded through the partnership programme. We have found some evidence suggesting that training courses were designed without proper attention to local economic potentials, local needs and local resource bases. These weaknesses suggest that more attention has also to be put to finding competent trainers. We note for example that a number of trained village women report that they faced difficulties understanding the skills being imparted due to the predominant use of anglicized technical terms and a failure to contextualize the practical knowledge in relation to local knowledge and resource situations.

In spite of these rather serious limitations in effectiveness in realizing the fixed component objective of improved livelihoods, the small-scale production oriented training seems to have had some limited impact on another objective, improved awareness of economic, social and environmental issues, as we find some indications of increasing self-confidence, self-respect and awareness of certain economic and environmental issues of direct relevance to their own situation. We have, as noted above, registered some direct benefits from production training for domestic consumption, with tangible seasonal benefits for the nutritional status of some rural poor.

The team also came across some examples of production groups that have been able to generate a not insignificant income with limited inputs of training and manual labour. Mention could be made of the Saraswati Group and NEW Light Group in Rupandehi promoted by NECOS, which were able to derive NRS 15,000 and 52,000 respectively from the community fisheries (divided equally by the group members) in the last two years. Approximately equivalent prospects for output (in annual income per member) were observed by the team in two production groups - Asa and Sagar Samuha – promoted and supported by FDC. We find, though, that these noticeable incomes are reported in most cases as being used for purchases covering immediate food needs and for repayment of incurred debt. In other words, the increased income has not as yet been generating possibilities for strategic investments securing longer-term livelihood improvements.

Impacts of the second-generation approach - self-help promotion and organization building

MS's partnerships with organizations such as WWA, CWD, NBS, KSSC, GSSK, JASC, DWO, BASE and KYC etc. emphasize organization building (of the disadvantaged sections of the society) as a means of enhancing their self-help potential and ultimately their well-being and human rights. Many of these partnerships have given priority to promoting women's self-help. The main operational approach to self-help is socio-economic development through regular group savings. The partner organizations facilitate group formation, offer some orientation on the importance of saving and credit, and finally provide training on group management and accounting. We observe with concern that these group-formation efforts have in most cases been pursued without assessing the current economic importance and future potential of established non-extortive local saving and credit organizations and of local labour-exchange arrangements.

Also in opposition to MS's own policies, this disregard for and actual undermining of non-exploitative traditional forms of economic organization is certainly not confined to MS's local partners. Such disregard forms part of the larger picture of development practices followed by many aid agencies in Nepal. Resulting from this approach, significant resources and inputs are simply spent on the very formation of a limited number of "groups" which have hard times in competing for peoples' time and resources.

Some of the partner organizations use an unreasonable amount of their limited human resources on motivating people to form and to keep running new groups which seem to promise little in the way of capacity for local institutionalization and livelihood support. Given the use of resources on basic motivation and coordination work for their establishment and for ensuring the most basic activity level, few resources are available for expanding the coverage. The following table illustrates the limited extent of organization building seen from a coverage point of view in the case of a few selected MS partner organizations.

Table 3: Coverage in organization building

S.N.	Partner	No. of Dist.	No. of VDCs	No. of local NGOs	No. of groups	No of members		
						M	F	T
1	BASE	1	12	-	143 VC	-	-	-
2	FDC	3		-	24*	-	-	217*
3	KSSC	1	10	11	89	786	649	1435
4	EDC	1	3	-	16	82	183	265
5	NECOS	1	1	-	22	170	181	351

Note: *The are the official numbers of groups and members organized under the MS-supported programme

The outreach/coverage and quality of functioning of groups supported by KSSC, NECOS and EDC are of special importance here, as promotion of self-help groups as a mode of organization building has formed a main thrust of their work. BASE's involvement in saving and credit forms part of a more comprehensive set of activities. FDC also has a more comprehensive approach to organization building and poverty reduction (basically the farmer's group that also receives

funding from other agencies). The table above illustrates that on average the membership size of the self-help groups is 15-17 members. Women's gross participation is more or less equal to that of the men. The coverage of these groups in the concerned districts is extremely limited. If we use the 2001 Population Census for these districts, and assume that each member represent one household, the household coverage of EDC's groups is 0.72 % and that of NECOS is 0.29 %. This percentage is in relation to all households, regardless of their social and economic status. Therefore, the real coverage - based on MS's poverty definition - is very likely somewhat higher, but still exceedingly low in relation to the objective of enhancing the human capabilities of disadvantaged groups and the poor.

While there is a serious mismatch between the limited outputs (in terms of the number of groups established and their economic effectiveness in alleviating poverty) and realization of the above-mentioned immediate objective, the attempts to promote self-help have had certain other less tangible effects that should not be overlooked. Many of the group members have become more aware of the risks of taking loans from extortive local moneylenders and are more aware of alternative borrowing opportunities from commercial banks and various less exploitative traditional and non-traditional forms of informal saving and credit.

Impacts of the third generation approach - capacity building and advocacy

MS adopted advocacy and capacity building as its main strategic theme after the Mid-Term Review of the MS Country Programme in 1998. This strategic shift is more clearly manifested in the 1999-2004 Policy Paper. Toolkits were developed and tested in partner organizations, before they were published in Nepali and English. This third generation approach has a more indirect connection to the livelihood issues compared to the two other approaches. The advocacy and capacity building approach aims at creating a social and political environment in which poor understand the root causes of why they are poor and discriminated against; and partly form organizations and partly link up with organizations that can jointly pressure the government (as the key stakeholder for ensuring human rights) to realize their economic, social, cultural, civil and political rights.

We will below briefly summarize the early impact on the beneficiaries of the capacity and advocacy approach on the four component objectives assumed to realize the immediate objective – "human capabilities of disadvantaged and poor have increased in achieving social and economic justice" – set in the MS Implementation Plan (in the 1999-2004 Policy Paper).

Improved understanding and awareness on the part of the disadvantaged and poor about their situation, potentials and rights

Realization of this objective implies that the disadvantaged have attained a new level of understanding that enables them to expand their choices in ways which significantly improve their well-being and rights.

In the absence of any adequate monitoring system that documents how awareness-raising work and non-formal education affect abilities to understand the social, economic and political situation and to be able to act upon such new awareness, this team could not make any full technical LFA assessment of impact. Nevertheless, valid qualitative and quantitative information was collected during visits to the organizations and to the communities. We register a number of

scattered outputs such as workshops on women's and children's rights (held by KSSC and EDC), and rights-based advocacy though distributions of posters and street dramas (by EDC). In the nine communities visited by us, literacy education was only going on in one hamlet (in Dhankauli supported by KSSC). Overall, basic education seems to have a surprisingly low priority in the visited organizations, with the exception of BASE Bardiya's recently launched comprehensive educational project. During our BASE visit we gathered some evidence of a fairly good improvement in rural peoples' motivation to send their children to school. In the Peroni primary school in Bardiya, for example, the enrolment ratio by sex has reached nearly 50-50, mainly as a result of BASE's motivational work. BASE Bardiya has also conducted training courses aimed at improving knowledge about local resource bases and about the democratic right and citizen duty to be involved in local planning processes. We have not been able during our brief visit to verify whether these training courses have in any significant way increased the participants' involvement in local level planning. Some of the BASE Village Committees have library projects aimed at facilitating community learning. RMRC has produced a range of outputs in the form of bulletins, poster and pamphlets. We note that the number of readers of this written material is small indeed and that the distribution network is still rather poorly developed. There is no regular monitoring by RMRC of the impact of these information activities, including to which degree and how the target groups make the knowledge and information relevant in their daily life and struggle for a better life. Even so, there are a few encouraging instances of impact resulting from RMRC's publication efforts (see below). This picture of scattered non-formal education efforts becomes nevertheless somewhat rectified if one considers the emphasis on support under the Country Programme to line agencies (district education offices) responsible for formal education and the involvement in Danida supported components of the Basic and Primary Education Programme.

This team has found a similar lack of information about the impact of legal awareness training imparted by NECOS, EDC, SSDC. The provision of knowledge about formal management of local natural resources (ponds, forests, irrigation channels, drinking water systems etc.) and direct support to people in their struggle for more equitable access have also been given surprisingly low priority. And whatever has been done has shown mixed results so far. We have learnt that three fishponds were successfully negotiated by NECOS, while one effort failed. Two other fish farming groups in Chhotki has reportedly bargained unsuccessfully with the local VDC not to terminate the contract with them for the lease of common ponds. The pond was instead leased out to a group of businessmen. Various groups organized under BASE are found to have been unable to raise community interests jeopardized by the current wildlife management practices in the Royal Bardiya National Park.

Overall, we have found little in the way of substantial qualitative and quantitative evidence for significant early positive impact on this component objective from the recently adopted capacity building and advocacy approach.

Improved level of participation/access to the health related services

MS Policy with Annual Plan lists preventive primary heath care, improved linkages to Health Service Centres and initiatives to develop health care centres as important activities. This team has, in general, been able to gather little evidence of positive impact from health-related services and promotional work conducted under the partnership agreements with MS. The efforts are

small-scale and far too narrowly focused in comparison to the target groups' needs for health awareness, community-based health initiatives and improved access to public health services. In light of MS's emphasis on gender needs, we are struck by the neglect of MCS, family planning and the critical need for a referral system for women in childbirth or seriously ill, all issues of critical importance for the survival and well-being of women.

We found that a number of health and sanitation training courses were organized by different partners such as KSSC, NECOS, BASE, EDC (under the MS partnership programme), but that the effect on the health behaviour of the trainees and their communities at large was not yet known. We also found that there were few initiatives to establish (sub-)health posts or to muster support and resources for hiring any health workers on behalf of the community. In order to be successful, promotional and preventive health work has to attend to very deep-rooted cultural notions of illness, health risks, purity, pollution and cleanliness. We found no evidence suggesting that comprehensive approaches sensitive to such cultural notions had yet been used by the MS partners we visited. This observation is based both on our discussions with villagers and on our own observation of subsidized materials for latrine construction remaining unused.

Access to common resources and improved livelihood situation

Realization of this component objective is crucial for the fulfillment of the immediate objective of achieving social and economic justice and the overall goal of poverty reduction.

Overall, we find that the partners we have studied first-hand have not as yet significantly impacted on the target groups' access to common resources and improved their livelihood situations. We commented in the last sub-section on the apparently insignificant improvements in target groups' access to natural common resources. MS's support to Free Kamaiya Movement is to some degree a notable exception to this rather dismal picture regarding impact. This movement has played an important role in bringing down an exploitative feudal system. The movement has been successful in the sense that there are now few Kamaiyas employed on the traditional non-monetary basis; all now receive daily wages. The wages paid meet the most basic needs for survival. However, rights to private and common land, the most basic economic condition for more secure livelihoods for the Kamayas, have not been secured either by BASE and its supporting INGOs, or by the government.

Furthermore, in Doti, where EDC works, workers from service castes (Dalits) have been able to abolish the traditional kind-based labour system (Balighar). MS's support can certainly be credited in this regard. One RMRC publication has on one occasion also helped to draw government agencies' attention to the importance of constructing irrigation systems and of installing cold stores in Banke District. These government initiatives have to some extent improved the livelihood situation of local farmers in some pocket areas of Banke. These cases were the only ones we came across that have shown some positive effects.

Improved participation in social, economic and political activities

Advocacy and awareness rising is mainly centered on enhancing the participation of the disadvantaged, eventually leading to an expansion of their scope for action and to enhanced well-being. Educational promotion, communication, networking and organization building is supposed to lead positively towards empowerment of the disadvantaged and poor. Many of MS's partners

have made a range of efforts here (e.g. non-formal education and rights-based campaigning by NECOS, KSSC, EDC, BASE; and information and advocacy work by, amongst others, EDC, RMRC and KYC).

The team looked for evidence in our sample indicative of increased participation in local level politics and planning and in the management of institutions governing access to natural resources for user groups etc.), but found little. This finding is to some degree explainable by the violent conflict and the dissolution of District and VDC elected bodies. Rather, we have found some unintended negative consequences of sponsorship of CBOs and local NGOs by MS and other agencies for the motivation of people to participate in local politics. The incentive structure of these NGOs (which includes both tangible benefits and less concrete yet important forms of social capital) to some degree demotivates people from engaging in other forms of voluntary work. These findings may not show the full picture in all the partner organizations. Information from MS-CO indicates that some of MS's partner organizations not visited by us, have been rather instrumental in motivating beneficiary level participation in local government decision making.

Sustainability

In assessing the sustainability of MS's partnership programme we have adopted sustainability indicators:
- Institutions introduced by the programme remain viable after withdrawal of support
- Activities are adopted by communities as part of their social life
- Technologies introduced are socially and ecologically appropriate
- Introduced programmes and activities become part of national development strategies and local-level government efforts

Partner's level

A certain level of institutionalization at the partner's level is critically dependent on both financial sustainability, synergies at the interfaces between MS-supported partners and other stakeholders and increased political and social legitimacy. One has to ask whether the organisatorical arrangements that presently exist will be further institutionalized That may not imply that all the activities run at the same level, but at least key functions and policies should remain intact after the withdrawal of external support by MS and other donors. To a certain degree these functions could also be taken up by government authorities, or other private organizations, or both. As for example has the advocacy work on the kamaya issue by BASE and its allied partners resulted in legislative changes and changes in national policies of a more enduring nature.

Some of MS's partners operate on a small scale and have MS as their only or major external donor. They are financially vulnerable and will most likely not be able to keep their budgets and operations at the present level if MS's support is withdrawn. More of MS's partners receive support from more than one international donor. In our sample that is the situation for EDC, KSSC, RMRC, NECOS and NFEJ. Some of these intermediaries, such as RMRC and KSSC, have invested some of their money in fixed assets (mainly land, office buildings and other assets). In both the cases, the capital was mainly accumulated due to the generous support of

external agencies. As a government agency, FDC is also in an advantageous position compared to many of the other NGO partners. FDC will most likely be sustained both financially and institutionally, and eve n has the potential to develop into a profitable business company because of its physical and human assets.

All these potentials of the above-mentioned organizations depend on the adoption of a strategy of developing them further into resource centres. At the moment quite a substantial part of the financial support from MS goes to covering the salaries of paid staff, many of whom are undoubtedly not from the disadvantaged groups themselves. One may rhetorically say they are at the moment the real beneficiaries of the partnerships rather than the underprivileged poor, who directly receive a very small part of the financial and other support which flows from MS to the partner-NGOs and CBOs.

Table 4: Pattern of partnership period and resource transactions with special emphasis on the salary component in selected partners

S.N.	Partner's name	Current partnership period	Duration (months)	Total MS-supported amount (NRS)	Expenditure on salaries	% of total support
1	RMRC	Apr 2002-Apr 2006	48	40,00,000	6,61,2 93	16.5
2	NEWAH, NEPALGUNJ	May 2000-Nov 2002	32	7,45,000	0	0
3	NEWAH, DHANGARI	May 2000-Nov 2002	32	9,55,000	70000	7.3
4	BASE, BARDIYA	Mar 2000-Dec 2002	09	29,00,000	?	?
5	FDC, KAILALI	Aug 2001-Dec 2003	29	15,00,000	0	0
7	KSSC, KAPILVASTU	Oct 2001-Sep 2005	48	42,00,000	10,41,365	24.8
6	EDC, DOTI	Jun 2001-Nov 2004	42	36,72,500	7,95,500	21.7
8	NECOS, RUPANDEHI	2000-2002	36	26,81,163	?	?
9	KYC	2000-2004	46	38,33,333	?	?
10	NFEJ	2001-2003	18	37,595 USD	?	?

NECOS, an NGO formed in 1992, has worked in different parts of Rupandehi district in NRM, promoting self-help groups and organic farming. NECOS has run a partnership project with MS to support group formation, awareness and NRM technology transfer in Chhotki Ramnagar VDC of Rupandehi over the last three years. Within the project's framework they have formed 22 farmers' groups, provided a number of training courses related to fisheries, horticulture, sanitation, forestry, and other fields. Now the projects have been completed. The presence of NECOS has declined severely at the local level. In this situation we see no indication that the technology transferred by the NECOS project will be sustained to support the well-being of the local poor. Nor is there much chance that their self-help groups will be strengthened in their endeavour to fight against poverty since a number of group management problems have already been reported

Since most of these NGOs have no firm community base, their resource base is weak. Thus they have not developed any substantial and diversified sources of income of their own. If we look at the breakdown of the project costs of the selected partners, only FDC and NEWAH Nepalganj - have partnership projects without any salary component. In the case of FDC, this is not a matter of its own capability, but of institutional placement as an integral part of the central government.

NEWAH received support from DFID for their extensive work in water supply, sanitation and education, including overhead for the salary component. All the other NGOs draw substantial portions of their project budgets for staff salaries (between 7-21 percent of the total project cost, see Table 4 above).

Currently, even those NGOs that are developing into resource centres will face serious challenges to sustaining the current expenditure levels. NECOS and RMRC may have some viable and reliable potential income sources. NECOS is providing consulting services to the local development agencies and is operating an agricultural firm; further development of its expertise may contribute towards the organization's financial sustainability in the future. Similarly, RMRC is running training in journalism at a profit, which could become a more important income source in the future.

Some of the partner NGOs of MS may be able to attract support from new donors in order to carry on their existing programmes and expenditure levels after MS support is phased out. These prospects do not ensure the sustainability of the organizations in the longer run, though, as the level of donor assistance to Nepal in a 20 to 30-year perspective is very uncertain.

Beneficiary level

The sustainability of the current programme at the beneficiary level is uncertain to some degree. The extent of outreach of MS-supported programmes to the beneficiary level is, as already reported, very limited. Communities will make every effort to continue those project activities which are directly related to their struggle for improved livelihoods. Those activities that in the eyes of the beneficiaries are not clearly related to their daily needs or long-term strategic needs will most likely not be sustainable without external assistance. The fisheries activities promoted by FDC seem to be sustainable in the long run, even after MS support is withdrawn. A few examples of activities that have a reasonable chance of being sustained by the target groups can be given. In Peronoi village, where a BASE committee (under BASE Bardiya) runs, they invested their limited resources (gained by support of MS) on some community infrastructure (a husking fan and a community centre). The Tharu communities have a century-old strong tradition of collective work that still survives. The committee collects a fee from all the users in order to maintain a collective fund, which can be utilized both for maintenance of these investments and for any new community investments in the future.

Concluding findings

Partners' level

- In the absence of negative sanctions against undemocratic institutional practices, transition towards more democratic governance structures has been slow and piecemeal.
- Partner organizations of MS are, with few exceptions, not accountable to the beneficiaries. This situation creates a limited sense of ownership among the beneficiaries towards the partner organizations.
- There are significant improvements in capacity building in organizational management aspects such as planning, reporting, account keeping etc.

- There is a worrying lack of improvement in skills for analysing local poverty processes, for social mobilization, and for pro-poor project management. Capacity building efforts have tilted too much in recent years towards technical management, diverting attention from creating a critical mass for making a real impact on poverty.

- Partner organizations are overloaded with imported management and policy-making tools and techniques whose appropriateness is not always obvious. That includes also a rather demanding monitoring system, which hardly takes accounts of local knowledge of results of activities and impact on livelihoods and environment.

- There is a significant improvement in partners' understanding of and commitment to pluralism, including gender issues, which is manifested in the changing composition of paid staff and to a lesser degree in the composition of governing boards.

- Most partners lack the local financial resource base to survive in the long run. However, they have in the short run attained increased credibility in the wider donor community due to their partnership with MS.

Beneficiary level

- The outreach of the self-help approach is influenced by local power structures and networks. These biases of accessibility and of area coverage are not taken seriously enough by the local partners and MS-CO.

- The mobilization of group-based savings and credit is encouraging, but it has yet to link with initiatives for the promotion of productive and entrepreneurial activities.

- The absence of substantial impact that can be attributed to the partners' outreach projects, is thus only partly related to the small resources used for intervention at this level.

- Project components based on the service delivery and self-help promotion approach have so far been more beneficial than those based on the advocacy and capacity building approach. This is not so primarily because the self-help and service delivery approaches have been implemented longer than the advocacy approach. The advocacy approach used so far has only to a limited degree been firmly rooted in local realities, including pressuring livelihood needs.

- With a few notable exceptions, many beneficiaries in other visited areas express limited interest and enthusiasm for the policies, work and achievements of the regional and local organizations supported by the partnership programme. PoP themselves express that a principal reason for this is that many of the partners as they see it, pay too little attention to their immediate practical economic and social needs, while remaining elusive in emphasizing their longer-term needs.

- Due to the lack of co-ordination between various agencies involved with the same partners we have found some serious problems of coordination and overlap of the programme components at the partner level.

5. Intercultural dialogue and cooperation

The concept and its operationalisation

MS-Nepal has until very recently dealt with intercultural interaction, exchange, dialogue and cooperation without much concern for precision in terminology or for any underlying concept of culture. Our assessment of the two Policy Papers in force for the period we evaluate, and also of the two Mid-Term Reviews from 1998 and 2003 and of the recent concept papers on *Strengthening Intercultural Cooperation for MS-Nepal* and *Solidarity through Partnership* (for MSIS), shows that intercultural cooperation as a policy area has yet to be adequately developed.

A brief review of key policy statements in the two Policy Papers in force during the period under scrutiny might illuminate this team's finding.

The Mission Statement in the 1996 PP says: "The purpose is to foster cross-cultural solidarity across different backgrounds…". The statement is indirectly connected to a notion of culture that underpins the very name of MS, *Mellomfolkeligt Samvirke. Samvirke* means 'cooperation' and *mellomfolkeligt* 'between peoples'. Cooperation between peoples shows an implicit assumption about cultural nationalism. There are some common cultural elements that characterize the Danes and the Nepalese as peoples. Mutual understanding is the precondition for solidarity. As the title of this study "*From Himmelbjerget to Himalaya…*" suggests, the meeting between the lowlanders and highlanders exposes vast natural and cultural differences.[12]

The Mission Statement of the current Policy Paper shows an extension of the notion of intercultural cooperation: "Facilitating flow of information and cooperation between North and South *as well as within the South*" (our emphasis).

At the level of the overall goals, the Policy Paper, however, maintains the north-south polarity as the main dimension of IC: "MS second programme goal is to promote cultural interaction and development dialogue *between Nepal and Denmark* and *with the wider* international community" (our emphasis). Pluralism is nevertheless introduced as a new cross-cutting principle, alongside disability.

The meaning of pluralism is briefly stated in the PP as a strategic challenge: "to connect pluralism with promotion of inclusion in Nepal". "Encouraging the conduct of organized local dialogues and priority setting to help evolve a culture of intensive regular dialogue, priority setting and responsibility sharing at the community-level…" (p.15) are stated as another strategic challenge. While this second challenge could rather have been seen as a concretization of the first, we are more concerned with the longer-term challenges MS-Nepal outlines for itself. MS-Nepal envisages a role in a large-scale historic transformation in Nepal from being a hierarchical multi-caste and multi-ethnic society to a much more equity-based pluralist society.

This very demanding policy statement is, as already noted, based on a new two-dimensional understanding of intercultural exchange as both north-south and south-south, elaborated in the

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[12] Himmelbjerget, literally "the Heaven Mountain" is one of Denmark's highest points, situated 147 meters above sea level.

recent concept paper *Strengthening Intercultural Cooperation*. The concept paper from 2002 represents so far the most comprehensive effort on the part of MS-Nepal to define intercultural cooperation. Intercultural cooperation is defined along three interdependent dimensions: "shared learning" as the basis for "concrete cooperation", which in turn opens up the possibility for what is termed "critical self-reflection".

The concept paper shares the recognition (earlier expressed in a number of internal and external reviews of both MS-Nepal and of the whole of MSiS, such as *Solidarity through Partnership* and *The MSiS 2000 Review*) that intercultural cooperation has had too low a priority when compared with the goal of poverty reduction.

The policy *Solidarity Through Partnership* for MSsiS (2001) goes some way towards recognising these challenges. The policy, however, does not go far enough in showing how the two goals can be integrated.

Poverty remained defined through the conventional international definitions, without paying attention to local ways of understanding social and economic differentiation. On the other hand, the importance of a broad participatory dialogue with "poor people" on analysing the causes of poverty and inventing ways to address poverty is stressed. The understanding of intercultural cooperation we find in this document was later incorporated into MS-Nepal's concept paper from 2002.

The priorities set in *Solidarity Through Partnership* for furthering intercultural cooperation still show insufficient understanding of the cultural and political aspects of the unequal power relationships that structure north-south partnerships.

While the dominance of the north, including INGOs like MS, due to the funding situation is mentioned, the document simply resorts to stating that south-south collaboration is an ideal, and fails to spell out how the unequal terms of collaboration can be challenged. Partners are described as "isolated" and access to wider national and regional networks as unquestionably positive. The undue dominance of Western knowledge traditions also in such local, national and regional arenas is not recognised as a potential threat to the very possibility of southern NGOs negotiating their own agendas.

Modes of operation

Moving from a general policy analysis to a scrutiny of strategies for putting IC into practice, we find that IC is still largely conceived as concrete collaboration and dialogue through a limited set of institutional means. The north-south IC is realized through the personnel-based programme (DWs and Rainbow Volunteers), through information, publication activities, study tours, Operation Day's Work, training, mutual exchange visits and participation at international conferences. The DWs' role in intercultural cooperation will be dealt with in chapter 8.

South-south intercultural cooperation (including IC in Nepal) is seen mainly in terms of exchange visits and special events aimed at promoting what are often elusively called networks and fora for dialogue. If we consider south-south cooperation, the levels of initiative and resources used still seem unreasonably low when compared to north-south cooperation. Some innovative and timely

initiatives have been taken, such as the interregional MS Gender Workshop that brought together participants from Kenya, Zimbabwe, Zambia, Nepal and Denmark. The Pluralism Policy Working Group (including some partner representatives) went to India on a tour studying Dalits and Indigenous Rights in 2000. As part of the *Images of Asia* project, a south-south regional workshop is planned in Nepal this spring.

As part of north-south collaboration, for example, a group of Nepalese women from five partner organizations went to Denmark in the year 2000 under the *Democracy for Women Program*' funded by the Danish Democracy Fund. Representatives from two partners also took part in *Global Action* in Denmark in 2001. These initiatives are encouraging, though we have not been able to measure the effects of these tours in terms of institutional learning. Better preparation, more careful intercultural facilitation during tours and better follow-up after return could have optimised the synergies between personal and institutional learning. Still, the number of Nepalese who are given the opportunity for inter-regional travel seems to be considerably smaller than the numbers of Danes travelling to Nepal. Danish students have come as interns and have been provided assistance by MS during their internship period. The Youth Exchange Programme (recently renamed Youth Cooperation Programme) was running for the whole period under evaluation. Nepal has been a very popular destination. But the combined effects of both the security situation and budget cuts resulted in cancellation of the YCP camps in 2002. The year before, two camps were organized. It has been (Rosenstock, 2001) found that the YCP has benefited mostly Danish youths, while few Nepalese youths have taken part, and then mostly in service provisioning functions.

MS's inattention to how intercultural issues have been embedded in various ways in the poverty reduction goals, and in the ways through which the partnership concept has been understood and sought to be implemented, is the most serious weakness of IC as pursued until presently. This team finds that MS has formulated its policies and plans on the basis of a sector view of culture and thus of intercultural exchange, instead of recognising that intercultural communication and learning are necessarily embedded in any form of collaboration across cultural and social boundaries.

The partnership approach is in principle based on mutuality and solidarity. We see no reason to doubt the serious intent behind MS's principles. The rather narrow sector-oriented understanding of IC has prevented MS from a more inclusive IC concept, based on the recognition of that all collaboration entails intercultural meetings. The absence of this recognition at an institutional level renders the values of mutuality, equity and solidarity (underpinning the partnership approach) rather shallow, and diverts MS from engaging in a systematic and deeper reflection around whether partnerships *in practice* realise these values.

We would like to draw attention to the fact that the partnership approach is based in practice on an unequal bargaining position between MS-Nepal and local partners. MS has not considered seriously enough how its continued role as a donor allows only MS as a party to impose a number of conditionalities, first in accepting a local partner, then for continuing the partnership and lastly for ending it.

In the current phase partnerships are obligatory for MS. In that sense MS is also dependent on having partners. But the context in which partnerships are negotiated and established is many

respects market-like and power-laden; there are at any time more organizations wanting to enter into a contractual relationship with MS than MS can optimally respond to.

Based on complex chains of accountability to Danida (and ultimately to Danish taxpayers) and its own members, MS can claim the right to scrutinise whether partners' policies, plans, modes of operation and organizational capacities meet certain basic requirements. Partners' bargaining capacity is not bound or boosted by any similar formalised chain of accountability. Within these unequal conditions, MS extends the chain of accountability to the partners, but also expects that the partners, who rarely have a similar formal accountability to their users and ultimate beneficiaries, at least express some kind of responsiveness towards the grassroots. For their part, partners strive to varying degrees to establish such responsiveness.

Role and importance in MS's Country Programme

We have already described above a number of the concrete mechanisms for intercultural cooperation. We have also pointed out that still more resources are used on the north-south linkages than on south-south linkages. In chapter 8 we will discuss in some detail the DWs' role in intercultural cooperation. It could also be argued that the financial expenses of the DW programme component could partly be counted as expenses under this programme heading. If a part of the costs of DWs were calculated as part of the costs of intercultural cooperation, this activity received in real terms a substantial part of the overall resources.

This being said, according to the current budget set-up with its budget-lines, limited financial resources are allocated to cultural collaboration compared to poverty reduction. We would like again to return to our argument that the importance of intercultural learning and cooperation within the Country Programme could be understood in another manner. In the currently unstable, transitory and competitive political and economic situation in Nepal, local organizations will try their best to accommodate themselves to MS's vision, aims and operational conditionalities. This is not to say that the organizations enter into a rather unequal bargaining relationship with MS solely based on their pragmatic interests in getting access to recourses.

Through partnership agreements, new partners enter into regular engagements with MS CO and in most cases with Danish DWs. To meet the requirements set by MS, the new partners enter a hectic period of training and capacity-building. The rather one-sided focus on building the partners' capacities represents a massive and lop-sided socialization process, in which the organizations are expected to understand and internalise basic values, notions and practical management skills "wrapped" in rather abstract ideas and in a highly technical policy and planning language.

For example, both MS international, national and local efforts are based on a goal-oriented management model. This model stems from Western business management and decision-making theory. As part of the international aid regime, MS becomes - however unintended - one international actor in the large-scale export of a culture-loaded Western management model to non-Western societies. These societies have until now harboured notions of social organization (and voluntary association) that are really different from and hardly compatible with this recently imported model. This structural international context for the partnership approach has very important consequences for how all partnerships are negotiated and maintained in practice.

With the partnership agreements, the national or local partners are subjected to intensive training and other support to "learn" basic goal-oriented planning and monitoring, financial management, personnel management, time and other resource management, all presented in a technical, seemingly neutral language. This technical language hides the basic cultural models of institutional technical rationality, instrumentality and linear time that underpin these terms and the larger universe of ideas and practices of which they form part.

Based on this team's perspective on the hidden cultural dimension of the partnership concept, one might better understand how extremely resource draining and intellectually demanding it is for quite many of MS's partners to acquire a rudimentary grasp of these concepts and skills, let alone really internalise such knowledge.

If MS had had a fuller understanding of building and developing partnerships as intercultural meetings and cooperation, more attention would have been devoted to intercultural dialogue on a number of basic issues. These include giving and accepting money and other support; and the meanings of the terms partner, friend and patron-client, of dependency and independence, of trust and mistrust, of justice and injustice, of fairness, of truthfulness and deception, of politeness and impoliteness, of the meanings of a good life, of poverty and wealth, to mention some.

It is furthermore the team's assessment that a lack of attention to these intercultural dimensions of the partnership approach has had a number of consequences for the very quality of the partnerships. It has led MS to underestimate the importance of using dialogue with partners to translate those political and technical ideas and terms that are translatable into understandable Nepali or other local languages. It has also diverted attention from the partners' own knowledge of how institutions work, including local voluntarism and resource mobilization, of how pauperization and wealth accumulation and environmental changes occur, and of how multicultural and multi-ethnic relations are and can be managed.

MS's dual objectives: synergies?

We discussed in the previous sections the interrelations between poverty reduction and intercultural cooperation at two different levels: as a normative statement and as an operational concept to be put into practice. We have argued that MS undoubtedly voices a genuine aspiration for realising the two objectives in a mutually reinforcing manner. Having scrutinized MS's institutional efforts to realise this ambition, we have found an underpinning sector-oriented notion of culture, resulting in an overemphasis on special purpose events and mechanisms for intercultural cooperation. This does not man that there are no staff that recognize that all kinds of collaboration and dialogue somehow entail intercultural elements. Some of the current DWs with a social science background have for example articulated an acute understanding of the challenges at hand. Such recognition has not as yet been taken up as a major institutional challenge, engendering a coherent and self-critical institutionalized understanding that is later reflected in policy, in training and in the daily management of the partnership collaborations.

Collaboration between MS-Nepal, a prosperous international organization, and mostly small Nepalese organizations, some of them in their formative early stages of formation or institutionalization, raises some pressing and painful questions about unequal monetary

exchange, command over formal knowledge, intercultural communication and power. Earlier in this chapter we highlighted our structural analysis of how unequal bargaining positions, related to disparate command over formal (Western) knowledge, money and accountability, form the partnership arrangements between MS-Nepal and the Nepalese partners. MS has the strongest bargaining power in decisions on initiating, continuing and ending any partnership. Furthermore, the local knowledge base of the disadvantaged and the partners has too often been ignored, while a wealth of non-local, mostly technical policy and planning concepts and management practices have been introduced without proper attention being paid to cross-cultural translation and local accommodation.

It might be easier for MS than the partners, as in many respects the dominant party, to initiate a process of self-reflection, hopefully leading towards more reflective and frank intercultural dialogue. Critical awareness is not in itself a magic wand that demolishes the differential power that emanates from unequal command over financial resources, knowledge and formal accountability.

In our assessment, the limited attention devoted to the intercultural dimensions of the partnership arrangements has hampered synergies between the two objectives. Given the limited time available for any systematic investigation of the implications of this finding, we refrain from trying to identify more precisely how seriously these synergies have been hampered.

Mutually reinforcing synergies, or lack of such, also need to be investigated at the level of the partners' multifaceted development work. The promotion of sustainable livelihoods and social justice require that the well-tested "building blocks" for development are all taken into account partly through self-implementation, partly through careful coordination with other NGOs, CBOs, non-formal institutions, line agencies and local authorities. To become successful, the process of reducing discrimination and poverty by promoting sustainable livelihoods has to shatter a stereotyped notion of "superior" knowledge, of formally educated outsiders and "ignorant" locals. If central development elements are inadequately attended to, or are ignored, the synergies that are to produce sustainable livelihoods, empowerment and social justice will simply not be unleashed.

In Chapter 4 we discussed some evidence suggesting missing synergies between project elements in the operational environment of some of the partner organizations that we have selected for first-hand investigation of impact. Only MS and the partners can, through participatory monitoring and evaluation, themselves more fully assess the degree and nature of synergies at different levels of scale; within each partner organization; and between all the partners (connecting the beneficiary level and the local institutional level to a systemic level) that the country programme seeks to stimulate.

Concluding findings

- In general MS-Nepal has a strong general commitment to IC. MS has also occasionally expressed certain preconditions for realising this in practice. The 1996 Vision Statement says: "We MS-Nepal has made our vision and we are *curious* (our emphasis) about the vision of possible partners". Such an intention needs in the future to be matched with greater competence in intercultural understanding and collaboration. This is bound to

clarify the interrelations between the goals of poverty reduction and intercultural collaboration.

- The recently adopted policy *Solidarity Through Partnership* for MSiS goes some way towards recognising these challenges. The policy, however, does not go far enough towards showing how the two goals are in fact integrated.

- At the level of concrete goal-oriented cooperation, a disproportionate concentration of strategic thinking, concrete facilitation and financial resources has gone into north-south cooperation at the expense of south-south cooperation. The whole programme is based on long-term Danish DWs, who play a central role in intercultural cooperation.

- Only a recognition of the complex reasons for the heavy emphasis put on Danish DWs as "cultural ambassadors" makes it comprehensible why MS Nepal's country programme has not put more emphasis on recruiting DWs from Nepal and from neighbouring countries to allow for stationary and mobile international teams of DWs. The recent policy changes makes it not only legitimated, but also important to discuss a large role for domestic and regional DWs.

- Also, south-south cooperation between partner organizations and likeminded organizations from Nepal and neighbouring countries has until recently been allotted very few resources, and has not been optimally used for both personal and institutional learning and networking. The relative emphasis on south-south cooperation is now on the increase.

- We find that the ultimate beneficiaries, that is, members of CBOs, user groups etc, have compared to the Danish side and to the formal partners so far to a very limited degree benefited from the financial resources used on IC-related activities. We find this not to be in accordance with MS's overall principles for intercultural cooperation and poverty reduction.

6. Partnership

The concept and its operationalisation

The concept of 'partnership' has different connotations in the current context of its mode of operation in the development discourse. When the INGOs adopted the concept in the early 1990s many understood the partnership approach as an alternative to a top-down approach with a technocentric orientation. For them, this policy represented a move toward a new regime of more equity-oriented relations of collaboration between the countries of the South and the North. For others, the policy move was nothing other than 'old wine in new bottles'. They found the concept to be disguising the unequal financial and political relations between Northern and Southern institutions, and legitimizing the penetration of the aid regime through a new level of donor-dependent local organizations reaching down to the community level, resulting in a restructuring of the social fabric of associational life.

The partnership concept of MS is expressed in a language that does not differ from the way most other INGOs talk of partnerships. Partnership is to MS "...a long term relationship in which two or more organizations in mutual trust share responsibility for joining resources to achieve goals for their mutual benefit and empowerment" (quoted from *Solidarity Through Partnership*). The policy asserts that partnerships are the best way to realise the goals of poverty eradication and intercultural exchange. Partnerships are said to be a process in which ownership, mutuality, flexibility and dialogue are to be achieved over a period of time.

One of the findings of the MSiS Review 2000 was that MSiS's partnership approach was appreciated also by the partner organizations. This might be correct in if one consider partnership values, and certain organizational reforms and routinized practices.. However the finding of the MSiS Review appears to be drawn without any in-depth analysis of a whole set of complex "backstage dynamics" that in decisive ways set the terms for the partnership collaborations. In order to strengthen the partnership approach, the MSiS Review recommended that the Policy Advisory Board (PAB) should be developed from a purely advisory body to having some direct involvement in line management functions such as monitoring and evaluation. The MSiS Review criticized the present mode of MS partnership for being too administrative instead of process-oriented as the policy prescribes.

The Mid-Term Review (2003) has argued that the evolution of self-help groups into community-based organizations represents the most effective strategy for addressing community needs and for building the capacity of a large number of local institutions in a cost-effective way. The MTR also pointed to inadequacies in the translation of the goals, objectives and principles of the partnership concept into operational strategies for a partnership programme (MTR: pp viii). The Review also pointed to inadequacies in the qualitative aspects of ongoing networking and resource sharing between partners in the same districts and between the three regions.

For the Nepalese stakeholders who were presented with a ready-made policy concept of partnership, the very adoption of the concept and the institutional arrangement it entails is a power-laden imposition from the outside. In stark contrast to the principles of mutuality and dialogue, the command over financial and other resources are unequal. And MS is in a powerful

position to present them with a set of non-negotiable conditionalities. These unequal positions tend mostly to be taken for granted and remain accepted. This silent acceptance among local partners about the hierarchical relations between the two partners is to be expected as long as there are few alternative arrangements for collaboration. The partners presented the following aspects as the most significant in how they assume MS sees them and how they themselves see MS as a partner. These findings are based on open-ended discussions with a range of MS partners.

<u>Local partners' own perception about how they are seen</u>
- A local partner is seen as an intermediary between external and local knowledge
- A local partner is assumed to be a representative of the beneficiaries
- A local partner is an implementing body and has low transaction costs

<u>MS as the "other" partner</u>
- MS is a donor for partners/beneficiaries
- MS is an employer of educated Danes
- MS is a means of generating knowledge about development for students, researchers and the aid community
- MS represents a platform for trying to promote North-South solidarity

It is found that many partners to a large degree see themselves through the eyes of MS. Some admit in informal discussions that they are not representatives of the beneficiaries, but they are naturally reluctant to admit this openly to MS. Some partners have their own well-thought development agenda, and they have a pragmatic attitude towards the partnership with MS. We find it significant that all the partners we have interviewed see MS primarily as a financial supporter. Quite a few also put emphasis on the network building opportunities and personnel support that MS gives them, and the opportunities for international participation as signaling that MS tries to be a platform for solidarity.

Partner profiles

The approaches of the current partners of MS can be evinced from their partner portfolio (a partner may use more than one approach). The approaches include: i) mass communication (RMRC, various community radios); ii) technology transfer in natural resource management (NECOS, FDC); iii) sustainable agriculture and environmental promotion (NECOS, NEFEJ); iv) local empowerment through educational promotion (BASE); v) institutional strengthening of CBOs and local NGOs (KSSC, JAYC, EDC, NECOS); vi) institutional strengthening of locally elected bodies (SSDC); vii) facilitating or building the capacity of public services for the disabled (DEOs); viii) empowerment and mainstreaming of the vulnerable and disadvantaged (BASE, CWD, WWA, DWO, KYC); ix) the promotion of the traditional culture of certain ethnic groups (KYC, NORBULINKA).

In addition to this diversity of multi-sectoral approaches, MS also has diverse partners from an organizational point of view - ranging from GOs to NGOs and CBOs. If we look at a numerical distribution; most partners are NGOs. A few are CBOs and some are district branches of line ministries. There are no local government bodies in the partner list. From the point of view of

operational scale, the predominant numbers of partners are district-based. A few others have a regional focus (KYC, BASE, NEWAH, RMRC). A few partners have an operational scale at the national level (NEFEJ, HURON, NEPAN etc.). Most of the partners that are focused on community development work directly with grassroots groups. A few others support CBOs, local NGOs or local governments. KSSC, SSDC and NEWAH are in this latter category.

The lack of emphasis on a particular sector or type of organization constitutes both strength and a weakness of the current MS partnership programme. On the one hand, it provides excellent opportunities for generating understanding of the comparative strengths and weaknesses of different modes of development approach in a Nepalese context. Any systematic attempt to assess the synergic effects of various combinations of partnerships (in a comparative framework) would have led to valid generalizations of development strategies in Nepal. Such insights could have been of importance for the wider development milieu in Nepal, and provided a basis for scaling-up approaches that were proved to be successful. MS has not so far initiated any such process of research-based documentation that could have been both academically credible and also highly policy-relevant. We find reason to question this omission as MS has had a number of Short-Term DWs with a social science background who have been engaged with other research-based documentation work. With limited experience from applied research in the region, one cannot expect that such DWs have the competence to provide such a demanding "lessons learnt" study. For such a task one should rather have engaged some highly experienced researchers cum consultants. In fact MS does use not inconsiderable resources on external consultants. Consequently, for the period we evaluate MS has not established a solid decision-making basis or "lessons learnt" for scaling up, based on clearly conceived and well-tested development approaches and activities.

Selecting partners

Selection of partners is determined by different factors ranging from policy framework, working environment, operational practicalities and to some degree certain informal dynamics. The MS Policy Paper (1999-2004) presents detailed guidelines for identifying geographic areas and individual partners. In the policy paper, selection of geographical areas precedes the selection of partners:

- MS should concentrate its support on the three development regions of Western Nepal
- Focal districts are to be selected on the basis of relatively low scores on HDI, GDI and GEM indicators (used in the UNDP Development Reports)
- Emphasis is laid on the concept of cluster districts
- Districts are to meet certain basic requirements that make it practically possible to post Danish Development Workers there

The present concentration of MS's partners in the three Development Regions in Western Nepal is in correspondence with the MS policy guidelines. When we move to district selection, we find that the selected districts are not among the poorest in the regions if ranked by HDI, GDI and GEM indicators. MS seems to have certain reservations going to the most poverty-prone remote areas in the hills and mountain regions. Accessibility problems and the deteriorating security situation have been the most important reservations in recent years. These concerns are understandable in the present situation.

Another pragmatic concern that has at times overruled the strategy of selecting the poorest districts and of concentration has been MS's already established obligations towards some of the old. Due to all these considerations, MS is found to have selected districts mostly in the Terai area scoring within the lower spectrum on GDI and HDI indexes. One cluster district, Doti, is partly a hill district. Dadeldhura, Palpa and Baglung are also hill districts (with relatively low scores) where MS supports local organizations.

The selection of districts is important, but not the most critical step in the selection process since all these districts have areas with a higher concentration of poverty than the district averages. The section of partner organizations on the basis of identification of the especially disadvantaged categories and their geographical location is *more critical*. MS policy provides a numbe r of criteria by which individual partners are to be selected once the districts are identified. According to those criteria any partner should be/or show the potential of becoming: democratic and transparent, of medium scale, close to the beneficiaries, sharing MS's vision, be responsive, and focus on the betterment of the marginalized. In addition, selection of diverse partners (match between GO, NGO, CBO) should create synergistic effects.

We find that some of these criteria are consistently used (considerations on vision and mission, and scale of organization). Others are inconsistently in use, and even if used, not backed by an in-depth and systematic investigation (governance structure of the partner, the leaderships' local powerbase, local informal accountability mechanisms, proven impact on the beneficiaries, proximity to poverty-prone area etc).

MS has often been guided by different administrative and more practical policy concerns, such as:

- Continuing partnership with long-term partners such as WWA Palpa and DCRDC Baglung if the agreements are in mid-term stage even if they are located in districts scoring relatively high on HDI/GEM/GDI indexes.
- Considering extending its support by some form instead of withdrawing. MS has in some cases chosen to shift its support from the central level to district branches of the partner organization, working in a more poverty-stricken area. The support to NEWAH, FDC, BASE and DWO has been guided by such concerns.
- In some other cases, developing or extending a partnership with organizations that DANIDA already supported and later recommended to MS (e.g. DEOs).
- In some instances the combination of preliminary screening by a consultant and some observation of the potential partner's activities over a fairly long period of time led to a decision on partner selection (e.g. in the case of KSSC, GSSC, JAYC, SSDC, EDC and SSD).
- Selection of a few partners has also been strongly influenced by concerned MS staffs' view on the eligible partner candidates. Especially the Programme Officers have in some instances had quite decisive influence on the selection.

Point four above has a specific history that is worth mentioning. We have found that in 1998-1999, with external support, MS held presentation workshops in Kapilvastu and Doti, announcing

its intention to start work and inviting open-endedly organizations to attend the meetings. A significant number of representatives from candidate organizations took part in these workshops where MS's vision, mission, goals, strategy and operational principles were discussed. This was a sensible initiative at the time of concentrating the support into some districts. We had expected that this series of initial consultations had been followed up with hearings in some other potential districts, and then with more systematic investigations on poverty situations, governance structures, mode of operation, proven impact on beneficiaries and possibilities for synergies through alternative mixes of partnerships etc. We have not found that this has been done.

Out of the five categorized concerns listed above, the initial three categories represent more pragmatic organizational concerns that often, though not always, differ from the selection criteria defined in the MS policy. The last category, indicating that individual staff preferences have in some instances been rather decisive, raises the question if always the decisions on selection have always been transparent enough. Only the fourth kind of consideration indicates a move towards following the criteria set out in MS policy. We find that even in these circumstances MS did not fully stick to an open-ended and systematic scrutiny before taking the decisions.

MS's current policy emphasizes a concentration of partners in cluster districts except in cases of partners working on advocacy. The current spatial outreach and dispersion of partners cannot be said to meet any meaningful criteria of concentration. In addition, the policy emphasizes that partners should be of medium scale and located close to the target communities. The criteria of scale has diverted MS from considering entering into partnership with many indigenous organizations and CBOs that have already a real grassroots base and local accountability. According to government policies, INGOs like MS can only work with registered NGOs. That also leaves a great number of indigenous organizations out of the "donor loop". MS has not been concerned with identifying such indigenous associations with the intent of encouraging potential collaborative partners to register. Disregarding to some degree these above mentioned strategic considerations that accord with MS's overall policy for partnerships, MS has often overlooked traditional or cemi-traditional community organizations and rather often chosen to start supporting NGOs that had weak or only a budding grassroots bases and limited potentials for building local accountability through pro-poor efforts.

Since core districts have been selected on the basis of the above set of mostly practical considerations, potential partners with a credible record of impact and accountability situated in other more poverty-prone areas and districts have not been scrutinized for selection.

MS's stress on partnership with nationally, or locally based organizations (including line agencies) is in accordance with the overarching principles of development by people, enhancing democratization and strengthening decentralization. In some cases we find satisfactory evidence indicating that MS has managed to select partners according to these principles (e.g. in the cases of BASE, NEWAH, RMRC, DEO and FDC).

MS-local partner relations

MSiS and MS-CO have taken an initiative to establish some organizational mechanisms and means (Policy Advisory Board and Policy Working Groups) for ensuring regular collaboration with their partner organizations. For this evaluation's purpose, a principal question is whether

these mechanisms and the way they function in daily practice realise the partnership policy's emphasis on mutuality, equity, trust and process orientation.

This team is basically here concerned with two related aspects of MS-partner relations. One aspect is the nature of participation of partners in MS in advisory and line management bodies within the Nepal country programme and within MS. The second aspect concerns the nature of informal and formalized administration of the partnerships during the successive phases: pre-partnership and the partnership phase. In a section above we have already dealt with the phase prior to the establishment of any formalised relations. The critical phase of ending a formalised partnership is dealt with in one succeeding section of this chapter. MS-partner relations are also reinforced through irregular exchange visits, study tours and information exchanges, most of which are carried out as IC activities. These special forums and mechanisms are in no way unimportant, but are dealt with in Chapter 5.

MS-Nepal's policy decisions and administrative arrangements are meant not only to secure the overall values of the partnership, but also to ensure a practice that is rule-based, regular, fair, functional and mutually gratifying to all parties. Major policy decisions such as shifting the area of operation to a few western districts, and the organizational restructuring of the CO (including the establishment of the units for HDR and IA), are also aimed at strengthening the quality of MS-partner collaborations. We have argued earlier in this report that MS did not utilise optimally the shift of areas of operation truly to concentrate partners in a few districts. In other words, in spite of the proclaimed intention to implement such concentration, MS-Nepal has chosen to work with more than twenty partners spread out over vast geographical areas in Nepal's far-flung Western region.

The CO's limited resource base of seven senior staff (including the Country Director), with three Programme Officers sharing the responsibility for the overall day to day line management of *both* a personnel programme and a quite comprehensive portfolio of partners, has created its own structural preconditions for how the collaboration is actually carried out. To manage an almost overwhelmingly demanding implementation and supervision task, the CO puts considerable emphasis on regular written reporting systems, supported by a few annual review meetings. Creating coordination and collaboration within and between the three "core" regions (districts), and offering a period of fairly intensive training, are all means of strengthening the partners' capacity to carry out their work with greater professionalism, efficiency, and independence from MS-CO.

Granted the diverse nature of the partner organizations, we find it impossible to generalize about "the partners' organizational opportunity and constraint situation", as we just did in the case of MS Nepal as caught between a well-articulated set of ideals about partnership and some constraining organizational conditions.

Certainly, some of the partners have become at least semi-professional organizations with their own well-articulated agendas, which the agreements with MS help realize. These few also receive funds from other development agencies, under other partner agreements, and they are in fact overburdened with meeting the formal and informal requirements for regular reporting and participation in regular and ad hoc events. Some of the partners are in an early phase of establishment or consolidation of their most basic organizational functioning.

They are socialized in a local organizational culture where "powerful connections" based on hierarchical notions are critical for access to resources. They are used to the power of the spoken word rather than "things written", and aware of the importance of being flexible and of spreading risks. MS is an entirely different kind of "powerful connection" from what many of they are used to. MS demands well-functioning office routines, communication mostly through written reporting systems and hectic meetings, compliance with basic requirements of impartiality and so on. The partners have yet to acquire (or are in the early stages of acquiring) the basic organisational capacity for understanding MS's policy goals, planning and implementation modes as outlined in the partnership policy. And they face great challenges in meeting the basic requirements in their day to day work.

These organizations are mostly critically dependent on the newly established partnership with MS for first expanding the number of paid staff and later for maintaining the new level of staff, office and outreach operations. They have in recent years been operating in highly volatile political circumstances due to the insurgency and the collapse of regular government functions. The partnership with MS was, and is, the very basis for their growth. At the same time, receiving support from a foreign donor has increasingly become a source of local political contention. Even so, most of these small partners still judge long-term support from MS as highly important, and rather desperately want to show themselves capable enough to deserve future support. The relation with MS also enhances their credibility in the competition to gain support from other donors.

After this brief analysis of the opportunity and constraint situation of both MS-CO and the partners, we now proceed to discuss, firstly, day to day management of the partnerships.

MS-Nepal's rather elaborate reporting system is outlined in the MS Partnership Tool Kit and MS Nepal's Monitoring and Evaluation Manual (dated November 2001). Partners report on a quarterly and yearly basis. These simple written annual reports are found to be activity-oriented, containing rather general references to the partnership documents. Quarterly progress reports deal with activities (including those planned in the next quarter) and budgets. The general activity report mode reflects at one level a most basic shortcoming in the MS partnership programme: the omission of baseline data, the very basis for the establishment of relevant and reasonable indicators against which yearly progress could have been assessed.

It can be argued that, even without baseline data, the CO programme officers, DWs and regular staff could have established some reasonably meaningful indicators for assessing achievements measured against the ambitious set of immediate and component objectives set in the Policy Paper. The absence of baseline data also, at least partly, explains why the partnership agreements are general and of limited use in assessing the progression towards realizing the intentions formulated in the agreement documents.

Two annual visits by the responsible Programme Officer have formed the backbone of the monitoring and evaluation system. The Jest Visit (in May/June) is primarily to review progress, mostly with regard to strengthening the organisations. To some degree, however, outreach work, including development work, service delivery, advocacy and information, are also assessed.

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Since each visit is to take no more than 1½ days, it necessarily becomes very hectic, hurried and office-based.

The Kartik Visit (in November/December) is a 1½-2 ½ day visit primarily aimed at assessing impact on target groups and suggesting improvements in all outreach efforts. The planning of the Kartik Visit is made jointly by the responsible senior officers from CO, the DW (if posted) and local staff. The beneficiaries should be consulted. The terms and conditions for the Kartik Visit nevertheless remain rather one-sidedly defined by the requirements of MS-CO.

The busy schedule leaves little room for open-ended exchanges between partners and CO staff and between them and the target groups. The time squeeze has many consequences, some of which we should stress here. Time is often a prerequisite for creating an atmosphere in which partners dare and feel free to take up more delicate or difficult issues related to the collaboration, their own organization or to the CBOs or communities they work with. With a highly structured and tight schedule, partners will try to emphasize achievements rather than shortcomings; this also makes the visiting MS staff happier and creates a congenial atmosphere.

The triangular dialogues between MS, partner organization and target groups become affected by the fact that the meetings either take place during brief visits to some nearby community or in the partner office and that the inclusion of some (usually very active) members of user groups and CBOs. Inadvertently, the arrangements encourage a selective focus on progress, and sometimes effectively prevent both the visiting MS staff and the partner from any real two-way dialogue with the target groups.

The non-existing baseline is, as noted, one reason for the absence of any proper objective-oriented monitoring system among the partners. Such a monitoring system could also have been supported by less technical and resource demanding information sources. MS-Nepal's partners have for example not as yet routinely adopted the most significant change method, promoted by MS centrally after experimental use in some other programme countries.

The Jest and Kartik reviews form part of the basis for the biannual reports on each partnership, written by the responsible programme officers. The reporting system for the DWs is based on standard guidelines from MS-Denmark, but it is also linked up with MS-Nepal's own monitoring and evaluation system. DWs' reports comprise a three-month report, an annual report, an annual progress report and a final report. DWs' annual progress reports and final reports are usually submitted to the partner organizations and the CO before the Jest and Kartik visits and thus provide opportunities for following up these reports.

Moreover, the partner-level Annual Organizational Review (AOR) Workshop (in June) and the Annual Impact Review (AIR) Workshop (in December) are formalised annual events, at which DWs' job descriptions and annual work plans, the eventual extension of DWs' contracts and the partnership documents can be revised. AOR and AIR workshops are regular formalized events for assessing the strengthening of the partners, the impact of advocacy (AOR) and the impact on poverty reduction and intercultural cooperation (AIR). As this team has not participated in any of the forums described so far, our assessment is based on discussions with selected partners and CO staff. We observe that CO staff and partners often analyse these differently meetings as they have quite different expectations and references form the basis for their judgements.

MS-CO has also taken the initiative in establishing Regional Partnership Meetings (once or twice annually), Partner Coordinator's Meetings and Focal District Networks (the two last on a quarterly basis). These initiatives are designed, from the MS-HO side, to stimulate networking and gradually more concrete coordination and resource sharing at the level of district and region. We register a somewhat varied degree of enthusiasm among partners for these new formalized forums, in that they are principally expected to plan and hold these meetings themselves.

The fact that many of these initiatives are directly or indirectly taken by MS, which thus demonstrates the dominant role of MS in the partnerships, is not our main concern in this connection. These forums could stimulate a range of partner-led initiatives for anything from consultations to regular coordination and collaboration within core districts and the cluster regions. This team observes that the structural preconditions for unleashing these synergic activities are not in place. The partners were in the first place - as we have pointed out elsewhere - not selected on the basis of strategic considerations about creating synergies and feedback loops (as required in MS's own policy). If creation of synergies and feedback loops had been a prime strategic consideration, MS would have selected partners in neighbouring areas that have complementary focuses, rather than similar target groups and close coordination with government authorities and other local stakeholders.

With a small paid staff, a still mostly very limited number of user groups or other grass root groups, low levels of truly community-based mobilization, long distances separating the partners in the same districts and cluster regions, and in some cases more than one rather demanding partner-cum-donor to cater for, many have not the activity level and ability to capitalise optimally on these new forums and "to make them their own".

Partners have in theory a numbers of channels for influencing MS-Nepal and even MS centrally. MS-Nepal has established a Policy Advisory Board. The Board has - as indicated by its very name - a consultative nature. Of the nine members, three from the partners and three DWs are elected at the Annual Meeting. The establishment of the PAB was noticed in the wider NGO society as being a positive measure to allow the partners to influence the MS policy agenda (see Chapter 3). MS itself also presents the PAB as an important measure enabling it to become more democratic and accountable to Nepalese civil society and partners. As yet, inadequate attention to the need for translating the alien technical policy language, inadequate attention to the importance of pre-meeting preparations and too few seats for partner representation (creating the precondition for unhealthy competition in the nomination process) have to some degree hampered full participation from the partners' side. These constraints seem now to increasingly concern both MS-CO, PAB members and the partners, whom seem determined to deal with them effectively.

The partners' views on the partnership with MS

Partnership between local partners and MS begins with the initial contact between the potential local associations and MS country office personnel, mainly the Programme Officer for the concerned region. In practice, the role of the Programme Officer of the MS Country Office is

found to be influential indeed until very recently in partner selection processes.[13] His/her role is important in later framing project components in cases when partnerships are extended.

MS considers it mandatory that any potential partner agrees with the vision, mission, goals, strategy and operational principles of MS. The reciprocity of such an agreement is far from evident. Partners often do not have any equivalent formal or informal elaborate policy and constitution that they similarly present to MS as *their* requirement for entering into a formal collaboration with MS. In plain terms, that means that Nepali organizations, so far, comply rather one-sidedly with the foreign donor and have little manoeuvrability to promote their own agendas in any equitable manner with foreign partners-cum-donors. Thus, in practice Nepali organizations (mainly we refer here to NGOs) speak and act through the idioms of the donors. This reality stands in contrast to how managers both of the partner NGOs and of MS speak of the way in which the agreements reflect the genuinely felt needs of the local partners. In various informal discussions and interviews with this team, representatives of a number of partner organizations said they would rather have proposed other approaches and activity components different from the present ones, had they had more freedom in defining the partnerships. People in beneficiary communities expressed in simpler terms more or less similar concerns.

Some small partners have only one external partner and consider the support from MS significant both in quantity and in quality. Other partners have a number of partnerships and consider the financial, personnel and training support from the MS partnership fairly modest compared to the support they receive from some other international organizations.

Even so, there are certain important considerations that motivate local partners to seek partnership with MS and to extend it. We have found that following points are of importance:

- Unlike other donors, MS allows partners to draw donated money for salaries. This is an attractive option in a local situation where unemployment among the educated is very high. In addition, MS does not intervene in the staff recruitment processes that they fund. Since not all partners have transparent recruitment procedures, they can in principle recruit whomever they like. In these circumstance it has happened that not the most qualified candidates have been recruited, and choices have been based on own peer-based, gender-based or caste-based networks.
- Most of the local NGOs have at times experienced lack of funds, and have encountered difficulties in creating a local financial resource base of a magnitude allowing them to retain staff and office facilities. Therefore, not considering partnership with MS if the opportunity comes around is not an obvious option. In this situation, they heartily welcome collaboration with MS.
- Local partner NGOs accept implementing different projects, supported by different donors, since doing so strengthens their social capital - in the sense that they can extend their network to new "powerful connections" that in turn further widen their network.
- In addition, the DW component of the MS partnership project is an extra motivating factor. The presence of a DW is considered to be beneficial for many reasons. A Danish DW in the organization enhances the social status of those who work in that organization.

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[13] From 2002 a new procedure was introduced, whereby the whole senior staff discusses potential partners prior to any decision on whom to select.

> The DW also increases the credibility of the organization locally and at district level. A DW as part of intercultural cooperation activities opens up opportunities for travelling in Nepal and even to neighbouring countries, or to Denmark in exceptional cases.

- And finally, the technical and language expertise of DWs are considered assets for increasing activities and skills and for acquiring new donor funds. DWs often help partners to write up new proposals for donors, and their assistance may prove crucial for a positive reply.

In conclusion, even if many partners consider their relationship with MS as basically of an administrative and monetary nature, the partners value specific qualities if their collaboration with MS. Partners have considerably leeway in deciding on their geographical areas of operation and staff recruitment. MS is perceived as flexible when partners want to change their project activities. In fact MS on its side encourages partners to regularly do so. In addition, the Country Programme is built on a number of institutional fora for dialogue, discussion and sharing between different stakeholders. Even if partners' involvement is obligatory and often mandatory, the involvement is also experienced as valuable since it gives the partners a sense of self-worth and dignity.

Phasing out partnership

The process of phasing out a partnership is considered by many partners to be a delicate and confusing aspect of MS-partner relations. The MS Policy Paper (1999-2004) does not have any clearly defined conceptual and procedural considerations related to phasing out. In practice, partnership phase-out is an outcome either of a policy shift (such as shifting the focus along geographical, organizational and sectoral dimensions) or of MS claims about unsatisfactory performance by the local partner. MS Country Office is viewed as solely exercising its right to decide whether the partnership should be continued or not. There is no considerate and regular practice of informing local partners about why they are being phased out. Thus, MS is not always very concerned about whether the local partners want to continue partnership, or the partners' worries about whether contracts will be renewed or whether there are credible explanations for unsatisfactory performance.

We register that often there is among the partners a growing debate on whether there should be any transparent policy description in regards of phasing out processes. One angle of this debate advocates that a clear policy or strategic setup for phasing out will discourage partners from being innovative, as they will rather stick rigidly to agreed upon approaches and activities. Others advocate in favour of a phasing out policy that is more compatible with MS-policy on democratic and reflexive partnerships. We have also registered a level of dissatisfaction and confusion at the partner level. Among the partners, phasing out is interpreted through local notions of dependency and mutuality, so being phased out is perceived of as a kind of insult and degradation, in addition to the more immediate (often negative) repercussions.

Concluding findings

- MS has in accordance with its new Policy moved its focus to the vast Western region. Due to various practical constraints, MS is still concentrated in the relatively accessible geographical districts and sub-districts within the region. MS has not managed to

systematically spot the more specific geographical "pockets" of the poorest of the poor, and on that basis selected partners through an open-ended process.

- MS has partnerships with diverse organizations in terms of governance structure, type, scale of operation and sectoral focus, but the numbers of CBOs and LG partners are still low and the idea underlying having diverse partners is understood differently.

- Partner selection has not infrequently been conditioned by various practical organizational concerns rather than the whole set of criteria outlined in MS-Nepal's policy.

- Partners have difficulties in discussing openly with MS very sensitive issues, such as the power relationships (including of unequal flow of knowledge and resources and unequal influence over renewals and phase outs) between MS and local partners and internal problems of management and slow progress in building accountability and making impact.

- Partnership agreements do not involve a partnership development plan and there is a lack of common perspectives about the organizational evolution of partners and a logical end to partnership.

7.   Organizational development

The overall purpose of institutional development is to enable MS-Nepal and its partners to contribute towards the creation of more durable and well-functioning systemic properties at macro-meso and micro scales that may assist realising the two goals of poverty reduction and intercultural cooperation and ensuring the long term sustainability of the partner organizations as agents of change, both locally and nationally.

We have already dealt with a range of issues of institutional development at national and local levels in Chapter 4 (strengthening of local government, policy reform, synergies and feedback loops at interfaces between stakeholders and issues of sustainability) and with a range of organizational aspects of MS-Partner relations in Chapter 6 (programming, planning, communication channels and phasing-out). In this chapter we focus on some selected issues of organizational development, mainly human resource development and country programme management.

Organizational development in the context of MS involves a number of main types of activity: (a) human resource development, including staff development; and (b) organizational restructuring and use of the procedure and routines of MS-CO to run a country programme with a diversified partnership portfolio and a personnel-based programme. A third cross cutting element is infrastructure, in the form of office equipment, office buildings, and vehicles such as cycles, motorbikes, cars and so on.

Staff development

Human resource development is often associated with the training an organization offers. Human resource development in an INGO context in South Asia can profitably be conceived in a more comprehensive and "bottom-up" manner. This includes: (a) the disadvantaged and poor people's own life skills and knowledge, which are of direct and indirect importance in building their capacity and improving their livelihood situation and overall wellbeing. Secondly, it includes (b) the kinds of skill and formal and non-formal competency CBO and NGO staff bring with them into the partner organizations from a diverse life-world. Thirdly, it includes (c) the life skills and formal knowledge MS-CO staff (both Danes and Nepalese) and the Danish DWs bring into the country programme. Finally, it includes (d) the formal environment of policies, plans, procedures, regulations and formal training, as well as the informal environment's ability to make relevant use of the vast array of multi-cultural formal and non-formal skills and knowledge all these stakeholders bring with them. It also offers new training to supplement and build on the knowledge the stakeholders already possess.

We use this framework for understanding human resource development as it places formal training in a much larger landscape of competencies and skills which make up the totality of MS's and the partners' "capital" for human resource development. A principal challenge becomes how to tackle the many meetings between Western scientific knowledge and planning-related knowledge systems on one hand and on the other, local hybrid versions of non-local and local knowledge systems and local non-formal knowledge systems. Finding ways to develop human resources that are based on and promote cross-cultural understanding, thus making

optimal use of the capacities and skills the disadvantaged and the partner organizations already have, is quite a challenge.

In line with the current Policy Paper 1999-2003, MS-Nepal has had, for the period we are scrutinising, a human resource development approach that has accorded training a high priority. The former Training Unit was upgraded into a Human Resource Development Unit in line with the Policy Paper. The principal kinds of training are currently: (a) ICOC for newly and recently arrived Danish DWs, (b) short-term in-service training courses for partner organizations, country office staff and DWs, and (c) training offered to the disadvantaged and poor by partner CBOs and NGOs.

The Annual Training Plans of MS-Nepal in recent years show that an impressive number of courses have been conducted on a number of themes of potentially direct relevance to the current policy's focus on capacity building. It is beyond the ability of this evaluation to consider the specific relevance of this training and its effectiveness. It would have been virtually impossible, as limited written documentation (including post-evaluation of particular courses) is available on the effectiveness of specific individual courses or on a series of courses. Our assessments is primarily of an overall strategic nature, but also to some degree informed by some of our findings on the relevance of the competence profile of Danish DWs, as well as on the impact of competence building in the partner organizations visited, and on training at beneficiary level.

The HRD Unit is quite new and has already developed some managerial capacity in organizing training, exposure trips and so on. In addition, the unit has made an effort to develop annual training and HRD plans, based on both strategic priorities set in the Policy Paper and a participatory consultation process covering all stakeholders' stated training needs. This strategic preparatory facilitation work could be further strengthened to focus on the most urgent and neglected areas of the partnership programme. This includes how to mainstream intercultural collaboration and how to enable partners and the disadvantaged to capitalise on local skills, knowledge and institutional practices; this may assist in improving livelihoods, further local institution building, conflict resolution and local democracy.

A simple and workable monitoring system for post-training/HRD efforts needs to be developed, one that does not simply define training output as the number of women/men from particular caste/ethnic backgrounds trained. Qualitative indicators could be developed for the practicality of training for certain specific areas, such as income generation, household allocation/decision making in relation to health, education, political participation and local level natural resource management and conflict resolution.

Country Office Management

Considering the fairly small number of CO staff managing both a volunteer programme and a partnership portfolio of some twenty partners, we are impressed by the staff's effectiveness and dedication.

For the period in question the MS-CO has had to meet both the increased responsibilities and expectations resulting from the MS's internal decentralization of responsibilities (to the country

office level) and the mounting expectations of an increasing number of partners and a sizeable number of DWs.

A new two-tier structure was established in 2000 as a response to changing management functions and also to certain weaknesses in the organizational set-up, pinpointed in external reviews and in an internal organizational assessment.[14] In addition to the old units of administration and finance and of programme, two new units were established. The new Training and Human Resource Development Unit and the Information and Advocacy Unit are organizational expressions of the recent policy shift towards capacity building and advocacy. All the units report to the Country Director. Each unit has been given a fairly clear mandate, emphasising not just the separate responsibilities, but also co-ordination between the units.

The Programme Officers (POs) in the Programme Unit have responsibility for initiating, administering and monitoring partnerships at individual and regional levels. The heads of the Information and Advocacy Unit and the HRD Unit have overall line management responsibility for all organized activity in their own areas of work and for all activities involving more than one partner. All five senior officers participate in annual budget development, and in revision and monitoring of their own portfolios in close cooperation with the Administration and Finance Officer, under overall supervision of the Country Director. Weekly programme meetings are held with the CD for programme development and coordination. Monthly meetings are held with the Administrator, Finance Officer and Country Director for coordination.

The three POs and the heads of the two recently established/upgraded units undoubtedly shoulder a massive and mounting workload in the management of the programme. We register some ambiguities in this new structure, since capacity development and advocacy, the areas of responsibility of the two new units, form the strategic thrust of the recent partnership-based programme. Yet the officers/co-coordinators of these units have, both formally and apparently in practice, fewer comprehensive line management functions than do the programme officers. Within the new set-up, not only coordination but also very close collaboration between the units becomes critical. HRD and advocacy should to some degree be mainstreamed into the POs' technical support and coordination with the partners, and the officers responsible for HRD/training and for advocacy must be able to provide technical support and services that exhibit a keen understanding of the connections between advocacy, capacity building and all the other programme elements.

We think such collaboration and coordination (which is a challenge both administratively, competence and capacity-wise) ought to be accorded high priority in the future, since we have found that capacity building and advocacy have been too loosely connected to local livelihood needs and institutions.

In order to strengthen MS and render all its units more effective, multiple strategies have recently been pursued towards developing guidelines, encouraging coordination as well as clear-cut responsibilities, delegating responsibility, making partners more self-reliant and creating a range of regular and time-effective decision making, coordination and reporting mechanisms. In spite

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[14] MS Nepal. Workshop Report on organizational assessment and operational strategy for the future of MS Nepal, Bhaktapur, October 1998.

of considerable effort, including some innovative administrative strategies, partnerships are still often dealt with in an administrative rather than a process-oriented mode.

Earlier in this report we showed in some detail that the quality and quantity of process-oriented support, open-ended dialogue and supervision are far from satisfactory in many respects. The current lack of process-oriented partner relations impairs outputs, efficiency and impact at partner level.

This team sees the current centralized country programme structure, where a capital-based, overloaded and fairly small country office has to serve a range of partner organizations dispersed over large geographical regions with a poor infrastructure, as the crux of the problem. One solution in the longer run could of course be to concentrate all the partners into one, or at the most two, districts. But such a change in collaboration entails a number of decisions on phase-out and would take time. Another solution would be to strengthen the Country Office with at least one new senior staff position. New recruitment of CO staff might not be possible in the current financial situation, however.

Decentralisation of the Country Programme by also decentralising office management could be achieved according to different models, some more drastic than others. Decentralisation is in itself not a panacea; the pros and cons of different alternatives must be considered in terms of the partnerships, donor coordination needs, co-ordination with HMG and financial implications.

This team would like to outline some alternative options for MS's further consideration. The most radical is to move most of the organization to one of the core districts and maintain only a small liaison office in Kathmandu.

The least radical solution, and perhaps the most readily acceptable, would be to establish a sub-office in one of the Western districts (for example in Nepalganj). This has in fact already been proposed in the recently completed Mid-Term Review. Such a restructuring move could allow officers and co-ordinators to spend longer periods in the core regions. Officers could be obliged to spend a considerable part of their working time in the districts, using the co-ordination office as their base.

A perhaps more satisfactory model could be to place one co-ordinator in each of the cluster districts. The co-ordinators could be placed in mobile resource bases, including one Danish DW and at least one regional/national DW. To enhance co-ordination with likeminded (I)NGOs and to minimise overhead costs, renting office space from another NGO could be considered. This model for decentralisation could be expected to increase the MS staff's sense of responsibility to the core regions, and enable mobile, diverse teams to work in close coordination with local partner organizations and other local stakeholders.

Policy Advisory Board (PAB)

The PAB established in 1994 represents a recent and appreciable initiative to arrange discussions between partners, DWs, MS and representatives of civil society in Nepal.

We have discussed the functioning of the PAB with both past and current members of the board, with the senior staff of MS and with partner representatives. We also observed the election of members to the PAB during the Annual General Meeting in March 2003. In the light of our own discussions and observations, we find that PAB is composed by many highly capable members. A number of experienced academicians and development practitioners have over the years served as chairpersons of PAB. Our structured discussion with PAB members revealed that there was on several accounts no joint understanding and opinion on a number of rather central policy questions raised by this team. On a number of occasions during our discussion, members stressed that they gave their own options, rather than the opinion of PAB as such. We draw from this obervation that it might be important that PAB uses intermittently some time on overall strategy and policy discussions, even if they are not directly derived from MS Nepal's and PAB's running agenda. The members of PAB represent a great diversity in terms of educational and professional and urban: rural backgrounds. This should not be seen as a liability, but a great asset that is epitomizing MS's own pluralist vision for Nepal. It follows from this recognition that one has to take special measures to develop this diversity further, ensuring fuller representation of women, Dalits and ethnic groups. Special measures such as quotation and multi-lingual oral and written communication should be used.

It is also paramount that certain initiatives are taken to strengthen the possibility of partners to participate in the PAB in a more equitable manner, along with the independent members and the DW representatives. Language policy and pre-meeting facilitation become important. MS could also increase the representation of partner representatives to *at least 50 per cent.* This would be a strong external and internal signal of the weight MS places on more equitable relationships. A stronger representation could also be a precautionary measure against unhealthy undemocratic competition for the seats, as was observed in the nomination process prior to the Annual General Meeting in 2003. The problem was tackled by MS Nepal's management in a determined and professional way, both before and after the Annual General Meeting. A special workshop was held in the Mid-Western region to discuss the conflict in a manner that meant that all the involved parties could learn from it. This prompt action to engage the parties is commendable, but may not be sufficient to prevent similar incidents in future as long as a seat on the PAB is undoubtedly a highly prestigious and valuable asset. A code of conduct could be established which sanctions manipulation of the nomination process and helps ensure a fair election process. Any code of conduct must be thoroughly discussed at the partner level before it is forwarded for final approval centrally.

Monitoring and evaluation

MS-Nepal has a Policy, including an Implementation Plan that is objective oriented, containing a rigid and complex goal hierarchy, with accompanying indicators and time-frames. This LFA-approach sets the overarching parameters for MS's own monitoring and for evaluations like the present one.

In general, monitoring is an information system, in use by MS-Nepal and the partners, to judge whether everything is in accordance with the plan in a resource efficient way. It should be a regular feedback system that operates from start to finish of the programme or project cycle. Participatory monitoring involves partners and beneficiaries/users in deciding which areas to

monitor or evaluate, which questions should be asked, which indicators should be selected and how the various kinds of information should be gathered, and by whom.

MS-Nepal introduced a monitoring and evaluation system for partners and DWs in 1997 after considerable testing by selected partners, and a comprehensive round of comments from both partners (including DWs) and CO staff. The MS publications A Guide to Partnership in Development (I and II) and Toolkit Formats, developed by MS, was the basis for MS Nepal's work on a comprehensive system addressing both DW performance and partnership management and development. As part of these changes, CO staff became responsible for monitoring, a task previously entrusted largely to the DWs. As part of the integration of DWs into partner organizations, DWs were also to be monitored by their host organizations. A rather elaborate set of regular events and text-based reporting procedures was to form a network for the feedback process. The 1998 Review (p. 86-87) concluded that the experience so far was mixed; the system was found to be somewhat over-ambitious and the manuals rather difficult for many to follow. The Review proposed a revision of the manuals, drawing more comprehensively on the experience from the breadth of collaboration of the organization.

In 2001 the monitoring and evaluation system was revised and refined, resulting late that year in a new manual that was expected to accommodate different kinds of partner and to be more oriented towards monitoring impact.

The system mostly surveys progress and results at partner and country programme levels; the first level is expected to feed in basic information for the second level. Also the Action Plan in the Policy Paper provides immediate objectives with accompanying indicators.

Key elements of monitoring at partner level are the progress reports (quarterly and bi-annual progress reports and three-monthly and annual reports from DWs), and the already described two regular annual visits by Programme Officers and regional partnership meetings. Guidelines are described in the MS-Nepal M&E Manual, MS Partnership Toolkit and MS Financial Reporting System based on a number of procedures, tools and guidelines and in MS Denmark's Procedures and Guidelines for DW Reports.

We have not in any systematic way scrutinized the financial monitoring system, as this was not within our mandate. It is our general impression, however, based on discussions with partners and CO staff, that a series of training sessions has increased the partners' technical knowledge of the financial monitoring and led to improved financial transparency, financial absorbsion capacity and accountability. Even so, one rather worrying weakness of the current system is its lack of monitoring of financial inputs and programme outputs, which hampers an assessment of effectiveness at this level, as well as, in the next round, at the country programme level. This observation concurs with the findings of the recently completed Mid-Term Review.[15]

Had relevant indicators measuring the coverage of beneficiary communities and important qualitative aspects of the different outputs been in use, a focused and informed discussion of effectiveness would have been possible at the level of the individual partner and at the country

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[15] "In the absence of analysis of financial inputs with programme outputs, it is not easy to make precise and objective conclusions regarding the adequacy and effectiveness of financial inputs" (p. 68).

programme level. In addition, the monitoring of effectiveness, that is, considering the relation between inputs and outputs at partner level and at beneficiary level, would have been possible. Such a monitoring system would have stimulated both the partners and MS-Nepal to give much more attention to the interconnections between the observed poor coverage and low poverty reduction and the different kinds of input and output at the beneficiary and partner level (confer Chapter 5).

Considering both the CO's and the partners' views on the partner level Annual Organizational Review and Annual Impact Review, we find widespread positive opinion on how these forums have boosted the coordination of a number of reporting and monitoring mechanisms. As discussed elsewhere, these meetings are conducted in a congenial atmosphere, but the tight time-frames to some degree discourages paying attention to more difficult open-ended discussions about performance and unplanned effects of programme activities. The very relevance and quality of the monitoring system, including its methods and tools, becomes of critical importance for the involved organizations' ability to focus on and address the vital issues of effectiveness and impact.

Our scrutiny of reports and discussions with staff in the organizations visited show that relevant and concrete indicators for measuring poverty reduction are far from fully in place. As an example, there has been no attempt to operationalize the four dimensions of capacity building, awareness building, enablement, entitlements and empowerment for monitoring purposes. In addition, other basic quantitative indicators on beneficiary numbers and beneficiary proportions (of the total of beneficiaries in the project areas), on the key aspect of service delivery, on savings, expenditure patterns, food sufficiency, school attendance and school achievement and so on, are not consistently in place. In addition, beneficiary and community involvement in developing indicators, collecting information, and assessing the implications of collected information – based on the local understanding of poverty, environmental and institutional changes and opportunities – still leaves much to be desired. In discussions with this team on the usefulness and relevance of the revised monitoring system, many partner-level staff indicated that they did not feel competent enough in using the M&E Manual and thus relied to a great extent on the posted Danish DWs to deal with monitoring matters.

A fully-fledged impact-focused monitoring system needs baseline studies to become fully operational. The issue of baseline studies appears to have been raised by both external advisors and MS's own staff. The importance of conducting socio-environmental baselines of target groups and target areas was one of the most concrete recommendations for improving the monitoring and evaluation system that the 1997/98 Mid-Term Review put forward (p.66). Why MS-Nepal has not followed up this recommendation raises a number of urgent questions we cannot fully answer here. In the light of the indisputable evidence of the importance of baselines for any reliable monitoring of effectiveness and impact, one may ask if the absence of baselines is the unintended result of a number of contingencies and transaction costs. Or one may ask whether an information systems explanation is more persuasive; in other words, whether MS-Nepal as an information network is disproportionately focused on the programme policy level and on performance at partner level rather than on the disadvantaged and poor.

At the MS Country Programme level the monitoring and evaluation system operates at two levels: the Annual Cycle with Annual Impact Review and the Policy Paper Cycle with Mid-Term

Review, Final Review and Country Review. CO staff express considerable satisfaction with how the two cycles interlink and enhance greater overview, transparency and accountability. We understand that MS has put considerable effort into renewing the system and into putting it into operational use. The Country Programme Reviews involve Country Office staff, the PAB, partners and MS-Denmark, from the stage of drafting the TOR until approval of the review report. In addition, beneficiaries are involved in a series of partner-level review workshops. We find it positive indeed that the reviews have been organized in a process-oriented manner, allowing more broad-based participation and kindling a sense of ownership of the whole process.

The valuable experience of involving partner staff and beneficiaries gained during the 1997/98 and 2002/2003 Mid-Term Reviews could in the coming years be built on in a concerted effort to develop more participatory monitoring and evaluation practices that are more sensitive to the challenges of intercultural collaboration. These could include: (a) the need to screen out terms and practices that are incomprehensible or irrelevant; (b) to translate and accommodate technical terms, methods and tools; and (c) to build as much as possible on relevant local knowledge systems on livelihood, institutional and environmental changes, their causes and outcomes. Participatory evaluations, if done well, can substantially enhance joint understanding between MS-CO and partners about their intermediate triangular relations, aimed at creating a critical mass of impact on poverty reduction in the selected core areas. Participatory evaluations can create a greater understanding and focus on the basic issues of effectiveness and impact at the level of the disadvantaged than can external, less- participatory evaluations. They are easily felt like external intrusions, since the very nature of these evaluations, carried out as they are by outsiders over a brief period, allow limited opportunities for building up a common understanding of the parties' basic assumptions, choices of methods and of analysis etc. Participatory evaluations can be undertaken more frequent, be of smaller-scale than the conventional evaluations and be more flexible on several accounts. The Nepalese partners have to be acknowledged as independent organizations that need to look into the synergies between their different activities. Since quite a few of MS partners collaborate and receive funds from other organizations than MS Nepal, participatory evaluations should also allow these individual partners to look at between interconnections between inputs, outputs and results derived from its different partnerships.

Concluding findings

- Human resource development has predominantly been seen in relation to a rather narrow definition of training as the main input factor.
- The current lack of process-oriented MS-Partner relations is related to overload in a heavily centralised management structure. MS needs to consider alternative models for decentralizing the country programme.
- The PAB is a commendable innovation for increasing accountability to partners. A range of strengthening measures could be considered to increase the likelihood of the intentions of the PAB being fully realised.
- In spite of the upgrading of the monitoring and evaluation system in order to make it more flexible and user/partner friendly, it is still found to be too technical for many partners. In addition, in operation the system is not fully focused on measuring effectiveness and impact at partner and beneficiary levels.

- These shortcomings in the monitoring and evaluation system is partly a result, of and partly further reinforces, a selective focus in MS Nepal as an information system on the national policy level and on formal partner collaborations, rather than on the programme's impact at the level of the disadvantaged.

8.   Performance of the development workers in Nepal

The changed rationale for MS's personnel programme

The Policy Paper of 1994 for MS-Nepal marked in principle the transition from a volunteer organization to a partnership-oriented organization. The period from 1994 until 1997/98 can be seen as a transition period for MS-Nepal in more than one respect. At the policy and strategy level one has tried to fit the partnership approach onto a personnel-based "ground structure". At the level of programme management there has been a rather cumulative process of developing procedures for recruitment, job description, reporting, and participation in MS's governing bodies.

The long-term development workers (previously termed volunteers) have been and still are the very backbone of the partnership concept as formal partner agreements in most, if not all cases, depend in practice on requests for development workers. In 2002 1 DW was stationed at MS-CO, and the remaining 20 were posted in partner organizations. Only 3 partners did not have any DW.

If we look at the total amount of financial support to partner organizations, the total costs of DWs are often the single most important budget item in the support to local partners (awaits more information from MS HO to be more specific).

Considering the period under scrutiny, the 1996 Policy Paper places the DWs as the very centre of realizing the development objective of intercultural collaboration between Nepal and Denmark. The Policy Paper elaborates both the long- and the short-term DWs' internal (in MS) and external informational roles, and also assigns to DWs the central role in monitoring not only their own performance but also that of the partner organization. DWs are not accorded a direct role in the delivery of services and development activities, but are assigned a key role in strengthening the partners. So-called cluster placements of DWs in two of the three geographical regions was announced as starting in late 1997.

The 1999-2004 Policy Paper emphasizes in more general terms DWs' new capacities as facilitators, communicators and resource persons. At the level of role description, the operational role (or technical role) is described alongside the political (in MS governing bodies and in implementation) and informational roles.

At the MSiS policy level, this tripartite division of roles is currently not elaborated. The DWs' overall functions are instead linked to the overall goals of poverty eradication and intercultural cooperation (confer *Solidarity through Partnerships*).

MS' personnel programme

There are three types of personnel assistance programme under the MS system. They are categorized in terms of the nature of the assignments of development workers, here frequently referred as DWs. They are: Long Term Development Workers (LTDW), Short Term Development Workers (STDW) and Rainbow Volunteers, who arrive under the Youth Exchange Programme (YEP). MS-Nepal has had between 15-21 DWs yearly during the period 1997-2003.

Long-Term Development Workers (LTDW): Long-term development workers are the first type of development worker. They are generally assigned for a period of minimum 1 year and maximum 2 years. Contracts can be extended to maximum 5 years. DWs are assumed to work on fairly long-term contracts within partner organizations. LTDWs represent in terms of human resources as well as financial resources the most significant personnel category under the partner-oriented country programme.

Short-Term Development Workers (STDW): A second type of personnel assistance in the MS system is of short-term development workers. STDWs are generally recruited for a period of 1-6 months to perform certain professional tasks. At the beginning of 2003, while this evaluation was going on, 3 different STDWs were working with MS-Nepal. One worked in conflict transformation, another on documentation on intercultural cooperation, and the third was doing an assessment of the effectiveness of the language course for the newly arrived Danish DWs.

Youth Exchange programme: Under MS-Nepal's personnel-based system, a short-term youth exchange programme has been operating since the early nineties. On behalf of partners, ECCA and BASE have been taking responsibility for arranging this programme. The programme aims at promoting north-south solidarity by developing intercultural understanding and motivating youth to volunteer. It aims at providing opportunities for young people from Nepal, Denmark and India to learn through sharing experiences. During a period of one month, participants are involved in the construction of community infrastructure, including schools, irrigation dams etc. They live in the community during the whole camp period. Since 1992, 'Green Himalaya' has been the theme for those camps.[16]

Introduction of the performance study

The performance assessment of DWs is focused mainly on DWs' roles in the MS country programme, particularly in terms of their contribution to their three different roles (operational, political, and informative and linkage) as outlined in the MS Policy Paper. This team has made an effort to assess their contribution in light of its impact at the partner and beneficiary level, taking into account MS's main goal of poverty reduction and intercultural cooperation.

In early 2003, a new batch of 7 Danish development workers arrived in Nepal. At that time, this evaluation was already under way. We found that only 8 DWs had stayed in partner organizations over a period of one year or more. 7 of 8 long-term DWs were interviewed by the team, based on a detailed semi-structured questionnaire. This assessment is partly based on the self-assessment of their performance carried out by the LTDWs (here referred as DWs) in the interviews. Basic descriptive information about background and job performance was also collected during these interviews. The 9 newly-arrived DWs were also asked to provide such basic biographical background information. In addition, the performance assessment of DWs has been undertaken through the collection of different types of supplementary data, such as key informants' interviews and focus-group discussions with the personnel of partner organizations and with beneficiaries.

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[16] Rosenstock, Katja (2001). Youth Exchange Programme Review Report 2001, MS-Nepal.

Basic background characteristics of DWs

The following background information was collected about these 8 longer-term (LT)DWs. Considering the 5 female and 3 male DWs, all had started their assignments between 1999 and 2001. As much as 6 had university-level degrees in social sciences or the humanities. 2 had degrees in (fishery) biology and home economics respectively. 2 were posted in the western region, 4 in the far-western region and 2 in the mid-west. Only 3 out of the 8 LTDWs had earlier work experience in the field of development. All of them were assigned to only one organization at a time. Except for BASE Bardiya, none of the other partners got more than 1 DW at a time.

Selection and training prior to deployment

Role of stakeholders in selection process

According to MS's recruitment policy, the national and local partners are to play a proactive and central role in defining the competence profile for prospective Danish DWs. MS-CO then send the requests onward to MS-HO.

In practice it is found that the programme officers of the MS country office have a more influential role than the partners in prescribing the DWs' competence profile and in the later development of their job descriptions. MS-HO plays a bridging role in the process of DW selection on behalf of MS-CO and the partner organizations in the south. In this process, local partner organizations and the MS country office are involved only through long-distance communication. The potential DWs are evaluated and later selected considering a range of issues. Accompanied/unaccompanied status, health status, academic qualifications, relevant professional experience, plans for career development, personal qualities (subject to an elaborate scrutiny by work psychologist) and specific requests from partners are some of the main considerations in a rather resource-intensive selection process. It is beyond the scope of this study systematically to assess the weight given to different aspects. It is our impression that at least currently, candidates with academic qualifications are to some degree preferred to candidates with a profession-based higher education.

It is found that in some cases, potential candidates come up with only conditional acceptance of an assignment, subject to MS also offering positions to spouses in the same region where the DW is to be assigned. Normal procedure requires that a spouse is considered for a non-posting or potential posting, if qualified and it meaningful placement is available. One may nevertheless ask if acceptance of such conditions does not sometimes disregard basic cost-efficiency concerns. In one case we found that two spouses were assigned to two different very small organizations in the same locality. One of these NGOs had only three salaried staff and was operating from 2 rented rooms in the District Headquarters. The organization catered for only 16 user-groups, comprising around 260 members. The partner organization of the other DW-cum-spouse was similarly small-scale in terms of staff and outreach. In some cases, potential DWs also compete for partners located in climatically or geographically favorable areas, often hill areas. In such cases headquarters has had to play a negotiating role, and some DWs have been obliged to accept postings that they initially did not prefer the most.

Orientation and training prior to and after deployment

Two different preparatory courses are offered to the newly appointed DWs prior to starting their work in their respective organizations. One 2-week course is offered in Copenhagen prior to their departure. The other course, of 13 weeks' duration, is given after their arrival in the respective host country.

Our interviews reveal that most of the current DWs find the erstwhile preparatory course in Copenhagen too Africa-centered, providing scanty knowledge of the South Asian region as such and of Nepal specifically. Recently, changes have taken place in the preparation course. It appears that newly arrived DWs find the current course more balanced in its geographical focus.

The 13-week in-country orientation course comprises the following course components: country orientation (1 week), basic language training (first part - 4 weeks), partner programme (4 weeks), basic language training (part two - 4 weeks), and follow-up courses 1, 2 and 3 of basic language training (each of 1 week's duration after 6, 9 and 12 months respectively).

During the interviews, most of the DWs talked about their inadequate command of the Nepali language. However, none of them reported having taken additional courses on their own initiative, even though MS-Nepal provided, if needed, the required financial resources for joining language courses after job placement. It is our understanding that the main reason why very few use this opportunity is a trade-off between heavy workload and the benefit of some improvement in language fluency.

Some of the DWs interviewed expressed the view that neither the preparatory course offered in Copenhagen nor the In-Country Orientation Course (ICO) provided them with the necessary basic information about the region, the country and their assigned partner organization.

After the completion of the two rounds of training and orientation courses mentioned above, a follow-up course is also offered to the batch of DWs. In addition, MS-CO provides a number of job-related training opportunities. Over the years, a few short-term training courses were offered to the DWs, such as training on appreciative inquiry, Participatory Rural Appraisal (PRA) etc. So far, none of them have got access to training opportunities abroad. Nor did most of the DWs express any strongly felt need for particular on-the-job training prior to or during their tenure. Some of the DWs recommended that the IOC course content ought to include such issues as the 'role of advisor, and of facilitator', and an 'intensive course on MS policy, budget and implementation process'. Likewise, most of them expressed the need for an intensive short-duration in-depth course based on the short introduction the IOC gave about Nepalese society and the political system. The suggested in-depth course ought, according to the DWs, to develop their analytical ability to understand the social and political fabric of the partner country.

Role in institutional development and capacity building

Out of the current 8 long-stay DWs, 4 are designated as institutional development advisors and 1 as a community development advisor. The remaining 3 have primarily some sort of technical positions. MS policies envisage three different roles for DWs regardless of their area of expertise or assigned position. These roles are political, operational, and informative and linkage.

Institutional development and capacity building are envisaged in the MS Policy Paper as primarily related to the DWs' political and operational roles.

All DWs interviewed claim that they have contributed substantially towards bringing changes in the working culture of the partner organizations. Mostly they gave emphasis to changes towards a more planning-oriented style based on proper office routines. According to the DWs, partner organizations have also started to develop better defined job descriptions for different positions. In some cases the partners have developed more clear-cut demarcations between the roles and responsibilities of the management and the board. All the DWs say they think they have played pivotal roles in creating an environment in which partner organizations have become more decentralized, democratic and transparent. DWs also articulate a self-conscious attitude towards their influence in PAB (where they hold 3 seats) and about their rather articulate participation during Annual Meetings and Partner Seminars. DWs seem thus in this respect to be aware of their important intermediary roles between MS-CO and the partner level.

However, we find when comparing the DWs' own assessment of their contribution in capacity building and institutional development with other information collected from partner visits, the regular reporting system and MS-Nepal's own mid-term reviews, that their impact (including the previous batch of DWs) has so far been rather minimal overall. There are many reasons for this, some more important than others, and some of them easier for MS to address than others.

DWs in many instances do not have sufficient knowledge about the nature of traditional voluntary associations in Nepal, nor about the newer aid-led political economy in Nepal that engenders a flurry of registered NGOs (see chapter 3 on the NGO sector in Nepal).

Thus, many DWs hardly grasp the underlying social and institutional logics that drive their own and other organizations they relate to. Without this basic understanding and ability to facilitate change as "outsiders from within", they face serious difficulties in trying to convert the family- or friendship-based NGOs (rooted as they are in gender, caste and age-based hierarchical notions) into more open, membership-based organizations. Many DWs find that the organizational culture of their host organizations is completely different from the more rule-based, professional and large-scale Western notion of social movements or from neighbourhood-based volunteer organizations. In many of the partner organizations, some of the board members (president, secretary and other position holders) also work as salaried staff.

We note that in some other cases, DWs have tried to address the problem of blurred line between governing and executive functions with the intention of strengthening decision-making power in the partner organization. This has at least once in recent years led to organizational split-up. Thus in WWA Palpa an earlier DW reportedly took sides in an internal conflict over the decision-making structure, eventually leading to fission.

DWs often lack basic comparable organizational experience from the South Asian region, and might even overlook the importance of acquiring information on the governance structure of their partner organization. For example, we have noticed that not all DWs know in detail the constitution of their partner organizations, and to what degree this is followed in practice.

DWs who are assigned to work in government agencies have occasionally experienced strong resistance to their proposals for rather obvious and sensible minor administrative adjustments. This inertia and resistance is due to a very centralized bureaucratic system combined with a organizational culture that makes institutional change in government agencies at best very lengthy. DWs' dedication in job performance nevertheless often also motivates other colleagues that are regular government staff.

Given the formal role DWs are assigned in MS's governance structure and implementation, we find it relevant to ask to what degree and how DWs have contributed to institutional development within the country programme.

Obviously this formal structure empowers the DWs to play a rather catalytic role in facilitating the policies and process of MS to become more pro-poor and to develop a more reflective stand on the issue of intercultural cooperation. As mentioned above, one-third of the seats in PAB - the supreme advisory body on policy matters - are held by DWs. During the period under scrutiny for this evaluation a number of DWs have been members of high-level working parties in key policy areas such as pluralism, gender and disability. Quite a few of these DWs have gained considerable working experience, which makes their contributions useful indeed.

At the partner level all the DWs are in the project management committees or the project implementation teams within their respective partner organizations. They keep in close contact with the central programme officers who hold the key positions within the whole organization. Given these multiple and interconnected roles at both country and partner level, one would assume that they have played very significant roles in translating the spirit of MS policy principles into practice with local stakeholders. The reasons why this has happened only to a limited degree derive from a number of factors. One is the partners' lack of capacity to utilize fully this kind of personnel base, if we take a standard Western organizational approach. Or seen from some of the Nepali partners' vantage point, the DWs' expertise is partly irrelevant. A second factor is that the partners have not been sufficiently adjusted to and functionally integrated into the MS country programme. And thirdly, the DWs' organizational understanding and ability to utilize their multi-scale position vary considerably.

The positions of institutional development advisor and management advisor match most directly the overall strategic objective of strengthening the capacities and institutional changes in partner organizations as a vehicle for poverty reduction. As we have argued elsewhere, the results of the approach taken have been at best mixed so far. Those DWs whose positions are principally as technical advisors or community development moblilizers can show more tangible results.

Role in poverty reduction

Development at the grassroots, including service delivery

At present, only a few DWs are assigned as field-based development workers as such. By virtue of MS principles, all the DWs should at least indirectly contribute to the development process at the grassroots regardless of their position and placement. In practice, only a few are really motivated to work in the field with rural people and spend a considerable portion of their time in working directly with CBOs and other user groups. In one such case Leni (we use pseudonyms

for DWs), has a position that is related to the communities more directly and she likes to give priority to working with the beneficiaries. This DW is expected to engage with the communities, motivating them to become proactive for social change. Leni's assignment gives her the leverage to be catalytic in making the partner organization more responsive and accountable to the beneficiaries. Due the internal conflict during the last DW's tenure and the subsequent organizational fission, which induced MS-CO to freeze its funding support, she has had to spend a considerable part of her time as a mediator between her host organization and MS-CO.

Knud is an example a DW striving to work with the community in their struggle against poverty. This DW's engagement with the beneficiaries (small and marginal farmers from the service castes) goes beyond his formal job description as an Advisor. According to his formal assignment he should primarily work at a Centre run under the concerned Ministry. As often as possible Knud visits the communities, supervises the activities and discusses problems and opportunities with the farmers involved. He is open and enthusiastic in his sharing of information about issues that concerns the farmers. This DW's direct engagement has become a strong source of encouragement for the local communities, which have become more interested in getting involved in this collective initiative.

Awareness raising

DWs have the potential to see local opportunities and problems from different perspectives than those of the indigenous people. If and when DWs have enough contextual knowledge to really analyze economic, social and political opportunities and constraints and are able to communicate this in a persuasive manner, they can indeed be helpful in finding potential means to cope with the severe livelihood crisis many face. Hence, DWs' understanding can be an eye-opener for the local communities and the partners. Based on this reality, a DW can play a catalytic role to strengthen the awareness of a local community from an "informed outsider's" viewpoint. Recognizing this potential catalytic role of a DW in assisting the local community to improve their economic and social conditions, we find that their overall contribution in this regard has not been substantial enough so far. There are, however, some exceptions to this generally rather discouraging picture. We have already mentioned two cases. Amongst former DWs (from the 1997-2002 period), at least the DW who worked for one of the organizations we visited has left a credible performance record both in the communities and in the partner organization. The combination of this DW's strong command of the Nepali language, his personal motivation, his solid analytical skills and his practical knowledge made him a really successful awareness-raising motivator for social change.

Advocacy

Advocacy is a mode of capacity building through a more political and substantially action-oriented approach when compared to awareness raising. Advocacy is more easily definable in terms of the actors involved and their aims. Those who advocate on behalf of somebody else or on behalf of themselves have a set of rather well-defined targets for their advocacy that tend to be carried out in a publicly visible manner.

The whole success of Kamiyas in becoming "freed" from age-old slavery or bondage is an example of how advocacy efforts can assist in bringing certain immediate and visible changes in the existing social and political relations of the Nepalese society. BASE, the national NGO,

operates at a regional level, covering 6 districts in western Nepal. BASE works for the socio-economic upliftment and political empowerment of groups that are vulnerable and discriminated against, especially Tharu women. BASE has received what is by MS standards substantial financial and human resource support from MS-Nepal. Between 1998 and 2002 support was given to BASE central level. From 2002, MS-Nepal shifted its support from the national level to one district branch, BASE Bardiya.

The contribution of one former DWs is appreciated by the leader of the movement as one of a limited number of internal and external factors that led to this movement's successful rights-based advocacy and capacity building efforts. We thus find that between 1999 and 2002 this DW was central in developing a strategy with the movement that lead to international support and the eventual legal abolition of the system of bonded labour relations.

From a rights-based perspective, the "freeing" of around 18,123 households in total and 6,949 households in Bardiya District only (Mukti, NO. 1, Vol 5, 2001) is a significant victory. Nevertheless, we would like to focus attention on the fact that the Kamayas' taste of freedom has been bitter as many of them have not been able to secure a new income and livelihood base by their own effort or through the support of BASE (or from the supporting stakeholder).

In our scrutiny of the 9 selected partner organizations we have also come across a few other instances which demonstrate how advocacy endeavours supported by MS-Nepal have assisted in bringing about real structural changes locally. In Doti, advocacy work by the Ethnic Development Centre (EDC) has effectively undermined religiously sanctioned notions of caste and misfortune. Currently, the local caste communities are allowing low-caste families access to the public tap. They no longer prevent *dalits* from selling their milk products in the local market. In this success story, the DW of MS has played only a subsidiary role.

It is a social mobilizer, himself a Brahmin, who has been instrumental in the success of EDC's advocacy campaign, which has also made use of theatre as an advocacy form. The Brahmin mobilizer, himself from the dominant caste, has been important in according the issues of caste discrimination credibility and legitimacy among both the dominant and dominated sections of the community. The social mobilizers from EDC have stimulated a new sense of social tolerance and mutuality between the castes in the area.

We thus conclude that the preconditions for successful capacity building and advocacy approaches depend to a large extent upon a potent mix of solid analysis of the local, district and national level social, cultural, political and economic situation, strong personal social dedication, and leadership and communicator qualities. While many Danish DWs demonstrate a sound dedication towards MS's values and empathize with the disadvantaged, they are also found to be weak along the two other dimensions.

Therefore, based on the above findings and the findings in Chapter 4, it is hardly possible to conclude that there is substantial evidence for the DWs' impact on facilitating directly pro-poor changes in the partner organizations or at the beneficiary level. DWs' most observable impact has been in improving to some degree daily management routines and in contributing directly or indirectly to changes in the organizational culture of their partner organization. Some of these effects can be characterized as having indirect pro-poor consequences.

As we argue elsewhere, the improved organizational capacity building has also had at least short-term unintended negative effect that too few resources and attention have been devoted towards enabling and empowering the poor and suppressed to fight against poverty.

DWs' role in intercultural cooperation

DWs are assigned a prominent role in north-south intercultural cooperation (between Nepal and Denmark and the rest of the world), and also responsibilities in south-south dialogue. DWs' informational and linkage role has been considered more directly related to IC than the two other roles.

There is some conceptual confusion about the strategic aspects of this role among the actors involved in the different levels (such as the Country Office, DWs themselves and the partner organizations). To some degree MS-CO promotes a general understanding of intercultural cooperation as concerned with the 'promotion of mutual understanding in the people of south to south and south to north in order to promote peace and harmony around the world'. In that sense the very deputation of DWs in partner organizations also facilitates the process of intercultural understanding. One indirectly assume that meetings engender a cultural consciousness of 'otherness' in both the host communities and among DWs that will influence them to engage in mutual learning and adoption of some basic cultural and social insights as well as practical skills.

The CO and perhaps more so the HO in Copenhagen expect the DWs to serve as lifetime "ambassadors" for intercultural communication. As we have argued in chapter 6, a sector-based understanding of cultural cooperation (expected to occur in a limited number of situations) overrides this comprehensive social science-based understanding of intercultural learning and dialogue. Many Nepalese partner organizations have no linguistic terms comparable to "intercultural cooperation" and "dialogue", but that does not prevent them from holding opinions about what they have learnt from their DWs. Based on the easily communicable, sector-based notion of intercultural cooperation, partners also understand the Youth Exchange Programme and exposure trips to Denmark and India as important modes of intercultural cooperation. Most DWs have argued during interviews that they were successful in bringing about significant changes in the working culture and environment of the partner organizations. But most, even if academically trained in the social sciences or humanities, do not fully comprehend the complexities inherent in the changes they bring about in their small-scale host organizations.

During interviews, the current long-term DWs and the selected partner organizations were asked open-ended questions about which kinds of intercultural exposure, basic and concrete learning have emerged from the collaboration between DWs, MS-Nepal and the partners, and what had been learnt from them.

Views of partner organizations and host communities:
- People in the villages have become motivated to work in the CBOs and user-groups work according to prior planning
- Staff have become motivated to develop and to try to follow managerial and activity plans
- Staff have become motivated to document and report back to local line management staff and to MS-Nepal in an orderly and transparent manner

- Staff have started to realize that the disadvantaged, poor and women must be treated with respect and empathy
- People are increasingly discouraged from paying undue respect to local leaders and high status persons
- Staff and management become more motivated to take decisions in more democratic ways

These are self-evaluative statements, uttered in an interview situation. To some degree they correspond with what this team has observed. But from the evaluator's analytical perspective, these statements do not capture the full extent and all the effects of these impacts. There are obviously other important forms of learning from having Danish DWs that the partners do not usually express openly. The Danish DWs, with their high living standards, including facilities like large jeeps, also demonstrate ostentatiously the inequality between MS and Danish society and local Nepalese partners and communities. This symbolic message stands in an awkward relation to MS principles of solidarity and equity.

Views of DWs interviewed:
The DWs interviewed were invited to reflect on what they have learnt from the host society and whether they were motivated to communicate these understandings back to the wider Danish community in writing and on their return back home. Nearly all DWs said they had been made aware of some cultural values and practices and personally influenced by some of these recognitions (see points below). Most expressed a personal interest and commitment to sharing their insights at home. They were in most cases not certain about how to communicate their newly gained understandings publicly in an effective way. Most felt confident that they would at least try to share their experiences through friendship- and family-based networks and at their workplaces.
- The importance of the Nepalese way of problem solving through informal discussion and mobilization of various kinds of social network
- The importance of hospitable behaviour towards complete strangers
- The ability to be happy and mentally balanced even if one is by standard measures a poor person living under considerable stress
- The value of choosing an active social life rather than being engrossed with work
- The importance of understanding underdevelopment from a more holistic perspective, including both the objective dimensions of poverty and the subjective viewpoints of people we define as "the poor"

This team finds some of these self-evaluative statements quite significant. As noted above, many express motivation for sharing their experiences later on, having returned to Denmark. Still many do not feel professionally capable of acting as cultural mediators upon their return back home. We also note that the DWs own accounts during the interviews highlighted the considerable challenges of functioning fully as cultural awareness raisers and catalysts during the tenure ships.

While we find that DWs play a central role in introducing office and basic management routines into many partner organizations, if they try to motivate the host organization to take radical steps towards a more democratic structure, they are up against rather serious obstacles. Partners are often reluctant to broaden their organization's membership base in order to ensure the wider

participation of beneficiaries. It is common that the DWs' full working capacity is underutilized by partners, who have limited outreach activities.

Concluding findings

Job description and recruitment of DWs:

- Acceptance of a DW is more often than not - part of the basic conditions for a partnership with MS. Within this framework of conditionalities from MS, the CO's programme officers and the HO play the lead role in the process of recruiting DWs.

- The partner organizations' rather passive role in the DW recruitment process and in developing their job descriptions in turn negatively affects the performance of the Danish DWs.

- Job descriptions of DWs are generally vaguely defined. This reflects the often top-down ways in which the DWs are still selected. The general job descriptions also both reveal and reinforce the non-existent mechanisms for effective monitoring of their multiple roles and overall performance in relation to the two overall goals.

- MS-HO and MS-CO seem to put too much emphasis on formal academic qualifications in selecting DWs, rather than having a greater proportion of candidates with profession-oriented degrees of particular relevance to the agrarian situation in Nepal.

- There is also too little emphasis on relevant work experience from the region in question (here South Asia) or from another region in the south. It would have been more efficient and impact-oriented to have downsized the number of Danish DWs, and rather recruited a pool of DWs from Nepal and from other South Asian countries.

DWs' performance on capacity building and institutional development:

- In terms of their time contribution all the 8 DWs interviewed ranked their operational roles first, the political role second and the informational role third. This ranking also reveals the areas in which they find their work most satisfying. It is worrying that instances in which DWs' have not succeeded to perform satisfactorily their political and informational roles has not been registered and led to the recruitment of DWs from the region, who are much stronger when it comes to these two roles.

- Language barriers and the DWs' inadequate knowledge base in analyzing the complex Nepalese social, economic and political context are the foremost hindrances to the accomplishment of all the three roles of DWs and in contributing towards institutional development and capacity building for poverty reduction and intercultural cooperation.

- DWs' roles and performance in intercultural collaboration have been too narrowly connected with their informational and linkage functions. MS has overlooked the demanding and to some degree problematic aspects of DWs' operational performance. DWs' unsatisfactory performance is ultimately also related to the gaps in MSiS policy and MS-Nepal's policy on intercultural collaboration. But it is also related to a lack of relevant training and too low a priority in recruiting DWs with solid experience from development work in comparable multicultural societies.

- Due to the lack of proper institutional arrangements, many DWs' working capacity is underutilized. This is also questionable from a cost efficiency point of view. MS's strategy of cluster placement of DWs (planned implemented from 1997), which to some degree could have solved this capacity problem, has not as yet been implemented.

9. Conclusions and recommendations

Concluding assessment

The NGO sector in Nepal is currently facing mounting criticism, internally as well as externally (from the government and from various other sections of civil society at national and local levels). This is due not only to shortcomings (a limited impact on poverty reduction, a predominantly northern and donor-based accountability, low transparency and weak coordination) but also to specific achievements (a public focus on the state's non-compliance with human rights and a partial substitution of government functions in some areas).

Within the large and diverse NGO sector MS-Nepal has been known as one of the smaller INGOs, mostly associated with what still many call "a volunteer programme". MS's policy decision to collaborate with Dalit and ethnic organizations and to strengthen representation of and accountability to its partners (through the creation of a Policy Advisory Board) have been positively received by many within the sector and within the larger civil society establishment.

The period under proper scrutiny by this study covers the last phase (1997-1998) of the first planning period with a partnership-focused country programme and the first 4 years (1999-2002) of the second planning period 1998-2004. The Policy Paper 1999-2004 outlines, in other words, the strategic policy framework for most of the 5-year period under scrutiny (1997-2003).

For the period considered for this evaluation, the personnel-based partnership programme was set up, consolidated and expanded in an effort to secure a continued high level of financial support from Danida, while responding to the global policy shift (in the early and mid-1990s) from self-implementation to working through national and local intermediaries. The special funding situation has created the overarching parameters through which MS-Nepal has perceived its own opportunities, has managed its personnel policy and its limited administrative resources, has implemented the partnership strategy and has seen the Danish DWs as the backbone of the new partnership programme.

With an ambitious programme policy, a growing and diverse partnership programme, responsibility for quite a large number of Danish DWs in an increasingly volatile security situation, MS Nepal Country office has faced considerable challenges recently.

MS-Nepal has, during the period under scrutiny, developed a comprehensive country programme policy with a predominant focus on poverty reduction. The policy is relevant in relation to other major stakeholders and provides a comprehensive and in many respects well-defined strategic planning framework. This team thus concur with the recent conclusion in the Mid-Term Review 2003 (p.15) that there is a strategic fit between MS-Nepal's programme focus and HMG-N, DANIDA, the NGO community and MSiS. This team appreciates the policy's basic thrust: (a) the insistence that poverty is mediated through complex gender, caste and ethnic hierarchies that pervade both society and the state; and (b) the key elements in the strategic framework emphasising geographical concentration, a strategic mix of partners (including a sizeable number of locally accountable CBOs) in order to create synergies, and a recognition of the importance of collaboration with local institutions.

The policy's ultimate aim is to make the greatest possible impact on poverty while engaging in intercultural cooperation in a sustainable and cost-effective manner. It is found that these intentions (also convincingly articulated in MS's own country programme policies) have far from fully been realised through a number of organisational dynamics that are localised partly at the country level in Nepal and partly at the MS level. These dynamics are to a considerable degree generated by the large personnel programme, which has had a number of consequences for the working priorities of the centrally located CO staff, the competence levels of MS staff (not the least of the Danish DWs) and for the selection of partners. In addition, the internal monitoring and evaluation system (M&E) in use has not provided the necessary "warning signals" about the resulting limited impact on the poverty level of the disadvantaged. In spite of efforts between 1997 and now to simplify the M&E and to make it more impact oriented, the system has not adequately monitored effectiveness and impact at partner and beneficiary levels. This shortcoming of MS's own monitoring system can only partly be explained with the costs and the technical and inter-cultural demands of an impact-oriented system and supporting baselines. The state of the monitoring system is also partly an unintended result of the whole country programme's predominant focus on the national policy level and on the partnership level. Also, as the years have passed, the monitoring system in place has reinforced MS's selective focus and to some degree diverted the organisation's attention from one of this evaluation's key findings (in line with findings in the 1997 and 2002 Mid-Term Reviews): that impact at the level of the disadvantaged is considerably less than might have been expected.

It is important to underline the fact that a number of external influences (e.g. the highly unequal social structures in MS partners' working areas, the escalation of the Maoist uprising in MS-supported districts and the general crisis of governance in Nepal) have also in direct and indirect ways influenced outputs, outcomes and impacts. Also the degree to which the concerned Western districts have been affected by the insurgency varies. Notably, since MS-Nepal and a number of its partners are considered as relatively trustworthy and transparent, the work in a number of Maoist-controlled areas has mostly not meet major problems. The very fact that MS Nepal could retain a sizeable number of expatriates in for example Doti District in 2001 and 2002 is indicative of a sound level of local support and of successful political maneuverings.

It is found that, as MS reoriented its partnership programme, the well-conceived set of strategic considerations (e.g. the geographical concentration in Western development regions, the prioritising of the most poverty-ridden districts, the selection of partners according to an elaborate set of criteria and a strategic mix of partners) was to some degree set aside partly by other organisational priorities. These were concerned with maintaining a high number of Danish DWs, who were to be guaranteed security and posting stations accessible by car. To some degree other administrative factors (such as a change of MS Country Coordinator and obligations towards erstwhile partners) impacted on the completion of the carefully planned selection process. The end result was a sizeable number of small partners, many of them spread over a vast geographical area, allowing limited opportunities for synergies and a critical mass of impact.

A major consequence of the collaborative programme at the partner level is institutional capacity building in sub-areas that was attributable to planned project and financial management. The DWs have undoubtedly played an instrumental role in achieving these results. This capacity building has also had some unplanned, mostly negative consequences in two areas in particular.

The effort had a hidden cultural dimension to it, allowing a one-way influx of Western technical policy and planning concepts and practices, often overlooking a wealth of locally-based relevant knowledge about, for example, social justice, social responsibility, leadership accountability, changes in poverty and prosperity, resource pooling, and in other livelihood and environmental change. Some of the mostly technical policy and planning capacity building efforts pursued have clearly generated some necessary administrative skills. The efforts have, nevertheless, been very demanding for many partner level staff, as well as taking attention and resources away from poverty-reducing outreach work and local accountability building.

Organisational reform aimed at enhancing transparency and representation has shown uneven results. In some of the partner organizations visited, certain potentially important reforms are underway, and the final effects have yet to be seen. In other organisations, initiatives are somewhat piecemeal and do not appear to be wholehearted, signalling the current leadership's resistance to more fundamental changes in influence and power relations. Improvement in gender sensitivity and gender justice has been positive in some organisations and more limited in others. The gender composition of paid staff in a number of organisations shows improvement, but less so at the board/trustee level. The level of awareness of caste and ethnic discrimination in the partner organizations varies. Improvements in the representation of service castes and indigenous ethnic groups have been slow in many organisations and satisfactory in some.

With some exceptions (such as KYC and the district line agencies), the partners are mostly heavily dependent on donor funding. KYC's heavily self-financing base can provide an interesting lesson to be learned when future partnerships are considered by MS. Some of the other partners' current competence bases and the market potential for their services could have been developed in a more deliberate professionalization and self-financing effort.

In this team's assessment there are some serious gaps between the country-level policy and the impact at the beneficiary level. Also the Mid-Term Review of 2003 found this gap and suggests that the main reason is lack of financial resources. Also this team has registered that MS-Nepal's own recent annual budget shows that a substantial portion of total funds is used at the CO level, and that most of the remaining funds are used at partner level for capacity building, administration and personnel support in the form of DWs. A miniscule portion is used on community- and beneficiary level activities. This expenditure profile also needs to be understood in relation to recent policy shifts. The period under scrutiny saw a policy shift from a focus on service delivery/ethnology transfer to self-help and, more recently, to capacity building and advocacy.

The quality of partners' work, including the degree of impact on poverty is not only an effect of financial resources, but the result of a whole set of more complicated competence and other institutional factors - partly located at the local level and partly at the level of MS. It is found that the recent approach has been implemented in a piecemeal manner, often with too limited attention to linking capacity building and advocacy with the daily struggles of the poor for greater social and economic security and well-being. The intermediary NGOs have created a fairly small number of community organisations. Far from all of them show signs of evolving into genuine grassroots-based entities. In addition, the multiplier effect is low: we have found meagre evidence of spread effect and of benefits to people who were not members of the local groups supported by MS's partners. Among the partners visited there are exceptions to this picture. BASE Bardya is

evolving into an effective CBO, with an increasing accountability and a holistic approach to combining a rights-based policy with livelihood improvement. KYC has a committed and loyal membership base and a wider constituency in the eastern districts. EDC is underway with an effective community-focused effort raising awareness about issues of caste untouchability.

In this team's assessment the small number of number of CBOs in MS partnership programme, to some degree explains the limited impact at beneficiary level. Also the selection of NGO partners (who dominate the current portfolio) has far from always considered all the important selection criteria spelled out in MS-Nepal's own policy. The aggregate result of the selection process is a situation of many medium and smaller partner organizations in a huge geographical area. This situation is also one of the factors which contribute to the low progress in making a critical mass of impact.

Weighing weaknesses and strengths of CBOs, there are many budding and established CBOs that could have been considered highly desirable partners also for MS-Nepal. One should also remember that INGO-CBO collaboration has a history in Nepal. Indeed a number of INGOs (for example the organizations in the Save the Children Alliance, Lutheran World Service, United Mission to Nepal etc.) have considerable experience which MS-Nepal can tap on. Through advocacy and legal advice intermediaries can ease the legal processes through which such CBOs can become legal entities that can receive support from donors.

The capacity building and advocacy approach connects to livelihood issues in a more indirect manner. Thus it takes time before a cumulative impact can be seen. We consider it nevertheless fair to argue that an earlier direct and indirect impact could have been generated if more of the partners had focused on the synergies between low-profile awareness raising, functional literacy, legal and civic education, improvement in capacities to negotiate access to local user groups, and pressuring for improved and expanded government services.

Project components based predominantly on a service delivery and self-help promotion approach have so far shown more visible results on the livelihood situation than has a capacity building and advocacy approach. As an example, the mobilisation of group-based savings is quite encouraging in some communities, but has yet to be properly linked with productive and entrepreneurial activities on the one hand, and with issues of more equitable access to the basic necessities of life within households on the other.

Even though many partners consider their relationship with MS as predominantly of an administrative and monetary nature, the partners also value other specific qualities of their collaboration with MS. Partners have for example considerably leeway in deciding on their geographical areas of operation and staff recruitment. MS is perceived as flexible when partners want to change their project activities. In fact, MS on its side encourages partners to regularly do so. In addition, the Country Programme is built on a number of institutional fora for dialogue, discussion and sharing between different stakeholders. Even if partners' involvement is obligatory and often mandatory, the involvement is also experienced as valuable since it gives the partners a sense of self-worth and dignity.

Partners have difficulties in discussing openly with MS certain sensitive issues, such as the power relationships (including of unequal flow of knowledge and resources and unequal influence over

renewals and phasing outs) between MS and local partners and internal problems of management and slow progress in building accountability and making impact. The phasing out of partnerships is a sensitive and contested issue among past and current partners. It is found that unspecific terms for continuing or ending formal collaboration (in many partnership agreements) and lack of open and cross-culturally sensitive communication about the meaning of partnerships have sometimes caused unnecessary misunderstandings and sour relations.

The recently approved policy on intercultural cooperation is the most comprehensive effort so far on the part of MS-Nepal in defining intercultural cooperation and dialogue. This quite new policy is forward looking in some respects. Even so, the policy does not adequately show how the two goals of poverty reduction and intercultural collaboration interrelate. The cultural and political aspects that are also inherent in MS-Nepal's own partnership collaborations, especially, are inadequately understood and dealt with.

At the concrete level of cooperation (based on the goals of intercultural cooperation) a disproportionate concentration of strategic thinking, concrete facilitation and financial resource has gone into north-south cooperation (benefiting mostly Danes) at the expense of south-south cooperation. The current programme accords central roles to the Danish short and long term DWs, but its policy also opens up for a new era with more weight on for south-south collaboration.

It is found that CO-management is pressured by the mounting expectations of an increasing number of partners and a comprehensive personnel programme. As there seem to be some ambiguities in the recently established two-tier set-up, the issue of collaboration and coordination becomes of paramount importance.

In spite of a considerable effort to strengthen all the units of MS-CO, including some innovative administrative strategies for managing the partner collaborations, partnerships are still mostly not managed in a process-oriented mode. This opens the way for debating different possibilities for the decentralisation of country office management.

The current composition of MS-Nepal's CO staff and of PAB in terms of caste, ethnic status and gender also raises pressuring questions if considered in relation to MS's policies on gender equity, caste discrimination and cultural rights.

The DWs' most significant contribution overall to capacity building and institutional development is in areas related to office management. Some notable exceptions notwithstanding, too many Danish DWs lack the necessary but vital combination of an adequate grasp of Nepali (or any other mother tongue) and political understanding, institutional knowledge and knowledge of local level livelihoods, in order to be able to strengthen the partners' capacity to impact effectively on the DAG's/PoP's organisation building and livelihood situations. This finding is also related to the fact that few of the current Danish DWs had, prior to their current assignment, any relevant professional experience from comparable poverty stricken and hierarchical multi-ethnic societies.

All the interviewed DWs are motivated to contribute to their host/partner organisation. This is an asset in itself. There is, however, a discrepancy between the DWs' self-assessment of the

magnitude of the impact and positive consequences of their performance, and how this team judge these impacts.

Some of the current DWs engage more directly with the community in combinations of roles as service providers, trainers, advisers and awareness raisers, with some visibly positive effects on some aspects of poverty reduction. All the interviewed DWs ranked their time investments in operational work first, their political role second and the informational role third. Due to a lack of proper institutional arrangements, the working capacity of a number the current DWs is found to be under-utilised. This is questionable from a cost efficiency point of view.

If one compares the annual total financial support of MS to various partners, and compares that to aggregate costs of the Danish DW, the DW post's relative cost is proportionally very large for those partners that have a DW. Considering the total costs of DWs as an input factor, when compared with the actual impact on the stated objectives at partner and beneficiary level, serious doubt about the cost effectiveness of this arrangement arises. Since the personnel-based partnership approach appears not to have been seriously debated for the period in question, there has been little concern at the level of MS or MS-Nepal about the cost effectiveness and impact of Danish DWs compared to Nepalese DWs or DWs from neighbouring South Asian countries.

Considering the mixed impacts of DWs at the partner level and indications of meagre impacts (mainly indirect) at the beneficiary level, we consider three arguments to be of special significance for the recommendations on the future of the personnel programme:

Firstly, there is a considerable gap between the actual numbers of beneficiaries to some degree reached by MS's current partners in Nepal and the tens of thousands of people in MS's core districts who live in grinding poverty and have not been reached by any organizations. They have a right to development.

The second argument becomes significant, granted the first is valid. From a rights-based pro-poor perspective, we assume that MS and Danida consider it to be of paramount importance that the most qualified available human resources are mobilised to achieve the greatest possible impact in a cost-effective way.

Thirdly, there are in Nepal and its neighbouring countries a large number of development workers who are better qualified than the average Danish development worker to manage the multiple roles (operational, informational and political) required by MS policy. One such qualified development worker can be employed at a fraction of the cost of a Danish DW.

It is based on these assumptions, we suggest MS considers three alternative options - subject to discussions with Danida about the possible implications for overall funding situation of MSiS (a) retain the current Danish personnel programme at considerably costs for impact; (b) scale down and reform the personnel programme (reducing the numbers of Danish DWs and increase the number of Nepalese and regional DWs) in a deliberate effort to create a critical mass of impact on poverty (c) phase out the Danish personnel component in the next planning phase and rely only on Nepalese and regional staff.

The team is aware that MS centrally and Danida assess the long-term impact (after the DWs' contract periods are terminated) as being extremely important. We understand that the DWs are expected to be lifelong "ambassadors" for Nepali-Danish collaboration. Also, a number of the interviewed DWs expressed a wish to act as cultural intermediaries after their return to Denmark. But not all have clear ideas as to how they could reach out to the Danish public.

Recommendations

1.   As an actor in the NGO sector, MS-Nepal should accept its share in the collective responsibility for countering the mounting criticism levied against the sector. This can be done through making a *more concerted impact* on poverty and through *a revitalised* partnership-based country programme in which MS's policies are put fully into practice.

2.   MS-Nepal's strategic challenge is to find *a niche* which allows the organisation to make a real and enduring impact on poverty reduction in a few geographical/administrative areas, while facilitating partners' access to VDCs, districts and central level government and to civil society actors. A strategic and political dilemma arises if pockets of relative prosperity are created that increase economic and social disparities. This dilemma can to some degree be circumvented if multiplier effects can be stimulated in surrounding VDCs and districts.

The two most obvious *non-exclusive alternatives* to how MS could present their operational approach to the disadvantaged are (a) a more comprehensive gender-focused policy and outreach programme and (b) a programme with a major focus on the service castes, or on other social categories that score very low on the HDI (Muslims and some of the ethnic groups).

The *first choice* would build on MS's considerable investments already made in developing a gender policy and in gender training and could also make more relevant use of a century's struggle for gender equity in Denmark. A major challenge is to develop approaches and ways of implementation that fully address how gender intersects with caste and ethnic affiliations.

The *second choice* would take further MS-Nepal's recent experience of working with the Limbus and Tharus and with organisations of the former untouchable castes. Major challenges are systematically to address gender as a crosscutting dimension and to support organisations that do not seriously sour MS's relations with the authorities. MS is advised to select partners that engage in "a politics of difference" that also recognises the importance of a common ground across caste, ethnic and gender boundaries, ensuring a more stable and pluralistic state and a sound balance between collective and individual human rights.

3.   The relevancy of MS-Nepal's poverty policy notwithstanding, the following is recommended:
1. *Conceptual clarifications* in regard to (a) the definition of disadvantages of women, service castes, ethnic groups, religious minorities and disabled persons in relation to a multi-dimensional definition of poverty, (b) the relationship between rights-based and developmental approaches to poverty, and (c) the interlinkages between intercultural cooperation and poverty reduction.

2. *Country-specific elaboration* of how to promote sustainable livelihood strategies, recognising the interconnections between aggregate poverty, national environmental policies and local

resource situations (e.g. common and private rights and access to natural resources, forests and forest-derived products, grazing land, drinking water, water sources for irrigation, inland fisheries, and private, state and trust owned agricultural and fallow land).

4.　　It is recommend that MS should *not* now use considerable resources on high-level policy and planning groups, even if this study has found certain policy areas (e.g. the policies on pluralism and on the interrelations between poverty and intercultural cooperation) have not been developed through operational strategies. Instead of using resources and time now on producing "blueprints" on paper, we recommend that shortcomings should mainly be redressed in more effective collaborative practices between MS and its partners. As practices evolve and improve, partners will develop a direct interest in documenting them for other partners and likeminded organisations.

5.　　The *identified gaps* between policies and strategies on one hand and results at partner and beneficiary levels on the other should be given *very high priority* for the rest of this planning period and for the next planning period. Identification of gaps, opportunities and constraints should not rely solely on this evaluation, but on a particular combination of a strengthened system for regular monitoring of cost effectiveness and impact and some special endeavours, such as poverty mapping. The choice of techniques and tools should be guided by the recognition that one can understand what determines the organisations' successes and failures in ways that are fairly rigorous and useful by using *a minimum* of simple, well-tested imported methods and *a maximum* of local ways of assessing livelihood and environmental impacts.

6.　　The team suggests that *a plan for the concentration* of most of the MS outreach programmes in *no more* than two core areas should be developed in the current planning period. The plan could be based on an open-ended process involving current partners, beneficiaries, local government and other informal and registered organizations. Such an effort to focus on a more circumscribed area should not preclude MS from having a modest number of collaborations with CBOs or intermediary organisations elsewhere in the country.

7　　In order to ensure that in *the last phase* of this planning period and *the next period* MS's country programme achieves sustained improvements in the livelihoods of the DAG/PoP, as well as in their capacity to influence the many forces that shape these livelihoods, improved impacts could most profitably be measured along three dimensions. These dimensions are as follows: firstly, *improved living conditions* (including the development of indicators for food intake, adequate clothes and shelter, access to basic services); secondly, *organisational capacity* (including indicators for local accountability, support to traditional and cemi-traditional voluntary institutions, the strengthening of local authorities' planning and implementation capacity in certain well-defined areas, and, in the case of intermediary NGOs, the rate of fostering autonomous grassroots institutions, improved service delivery and so on); and finally, *political empowerment* (indicators for effective influence in decision making having longer term consequences for strategic choices that lead to poverty eradication).

8.　　Instead of developing organisational capacity first and assuming that this will enable the CBO or NGO to make progress in poverty reduction later, we suggest that the partnership programme should be guided by *a continuous, simultaneous focus* on *economic and social security* and organisational development, as each will support and feed the other.

9.   It is recommended that country programmes, at the levels of strategy and selection and of implementing partnership agreements, are continuously concerned with *creating feedback loops* between the activities of the partners and other likeminded stakeholders in the core areas, and between a strategic mix of partners in core districts/regions and at the national level. Also incentives should be developed for closer coordination with other likeminded NGOs and CBOs and with local level governments. Identification of these incentives requires close consultation with the Nepalese organizations and with other INGOs that also are engaged in the same core areas. This suggestion has a number of specific implications for policy and planning at national, district and VDC levels.

10.   The creation of feedback loops is closely linked to *the scaling-up* of activities in order to create a degree of conscientization, collective capacities and activities that *increase impact to a critical mass.*
In order to create a longer-term sustainable impact a greater effort has to be made in establishing and *reinforcing solid horizontal* (connecting CBOs and NGOs with well-functioning traditional and cemi-traditional and modern voluntary organisations, local government agencies, like-minded NGOs, banks and so on) and *vertical linkages* (between the CBOs and district-level intermediary NGOs to state-level institutions and human rights groups with district chapters in the working areas concerned).

11.   Concerns about *representation*, *transparency* and *effectiveness* have to continue to be at least as important as they have been in recent years in selecting and renewing collaboration with partners. That does *not* necessarily mean that those partner organizations that are headed by elite or middle class (male) persons from higher castes, whose boundaries between board/trustees and daily management are blurred and which recruit staff on the basis of kin- or friendship-based networks are disqualified as partners or should be immediately phased out. Concerted efforts to make organisations more representative should be monitored by both parties (and also involve general members and beneficiaries) according to *a jointly agreed and not too rigid timeframe*. If more traditional and cemi-traditional voluntary organizations have credible results, their hierarchical structure notwithstanding, this must be accorded weight when deciding on continuing, ending or initiating any partnership. In addition, traditional informal accountability mechanisms should be fully understood and used as they may supplement and even in some cases substitute for Western mechanisms such as elections and formal audits.

12.   Among a number of *issues of sustainability* that need to be more fully addressed in the future are enhanced self-sustainability of the partner organizations and sustainability of capacity and activities. The first issue demands a diverse set of strategies, such as building on or reviving traditional self-financing practices, developing new incomes based on gift giving (donations from commercial organisations or from private individuals) or commerce (sale of services), or linking beneficiaries directly with government facilities or banks. The second issue should not be overlooked, as it concerns the sustainability of inputs, outcomes and impacts after the intermediary agency has withdrawn, be it due to diminishing funds or a shift to new locations due to successful completion of their mission.

13.   Both MS and the Nepalese partners jointly are advised make an effort to *improve cross-cultural understanding* of the *nature of partnerships*. Terms and conditions for phasing out

should be part of this debate. We also recommend that *well-defined benchmarks* to assist decisions on terminations or renewals could be integrated into the partnership agreements and reviewed annually.

14. MS-Nepal first is advised to first revise its current policy on intercultural cooperation when MS has decided on the size and role of the personnel-based programme for the next policy and planning period (2004-2009). Meanwhile, we suggest that MS-Nepal strives to develop a more *self-reflexive attitude* towards its own dominant position in the collaborative agreements with national and local Nepalese NGOs/CBOs. This challenge also extends to experimenting with more *culturally sensitive modes of oral and written communication* and of planning and reporting practices (stripping away unnecessarily difficult technical terminologies, planning methods and tools, finding synonyms in Nepali if possible, and so on). Even if this evaluation report as criticized MS for not sufficiently having followed up its own objective-oriented Implementation Plan, it would not be compatible with our concern for increased attention to the inter-cultural dimension to propose a massive highly technical effort, including conducting own sophisticated base line studies and a full-fledged logical-framework approach to monitoring. Various kinds of pragmatic alternatives could be considered. If planned governmental poverty surveys (in concerned VDCs and districts) contain required disaggregation (along gender, caste, ethnic and religious lines), such surveys might partly solve the baseline question. One can also think of conducting together with other organizations poverty mapping that includes a mix of simple survey methods and other methods that build on local knowledge of poverty, environment and institutional context. Participatory monitoring and self-evaluations need to be accorded higher priority than currently. In order to make self-evaluations attractive to partners, MS must be acknowledge that they as *independent organizations* need to monitor and evaluate *synergies between project elements* funded by different donors. These efforts should try to understand and make relevant use of local knowledge that underpins voluntarism, indigenous resource mobilisation, management practices, modes of conflict resolution and assessment of change in livelihoods and environment.

15. The *valuable experience* of involving partner staff and beneficiaries gained during the 1997/98 and 2002/2003 Mid-Term Reviews could in the coming years be built on in a concerted effort to develop more participatory monitoring and evaluation practices that are more sensitive to the challenges of intercultural collaboration. These could include: (a) the need to screen out terms and practices that are incomprehensible or irrelevant; (b) to translate and accommodate technical terms, methods and tools; and (c) to build as much as possible on relevant local knowledge systems on livelihood, institutional and environmental changes, their causes and outcomes. Participatory evaluations, if done well, can substantially enhance joint understanding between MS-CO and partners about their intermediate triangular relations, aimed at creating a critical mass of impact on poverty reduction in the selected core areas.

16. In light of the pressure on the country office management and the concomitant difficulties in collaborating with faraway partners in a more regular, process-oriented mode, we suggest that MS-Nepal considers two alternative models for decentralising the country office management.

The least radical solution, and perhaps the most readily acceptable, would be to establish a sub-office in one of the Western districts (for example in Nepalganj). This has in fact already been proposed in the recently completed Mid-Term Review. Such a restructuring move could allow

officers and co-ordinators to spend longer periods in the core regions. Officers could be obliged to spend a considerable part of their working time in the districts, using the co-ordination office as their base.

A perhaps more satisfactory model could be to place one co-ordinator in each of the cluster districts. The co-ordinators could be placed in mobile resource bases, including one Danish DW and at least one regional/national DW. To enhance co-ordination with likeminded (I)NGOs and to minimise overhead costs, renting office space from another NGO could be considered. This model for decentralisation could be expected to increase the MS staff's sense of responsibility to the core regions, and enable mobile, diverse teams to work in close coordination with local partner organizations and other local stakeholders.

17.   In light of MS-Nepal's high-profile policy on gender equity, caste/ethnic discrimination and cultural rights, we find it necessary to propose that MS take a series of measures to improve *the composition of its own country office staff*, at both senior and junior levels, as well as *within the PAB*. To improve the staff composition, a phased staff development and recruitment plan could be developed, using a mixed strategy of reservation/quotation to be realized in three successive steps (end of this planning period, middle and end of the next planning period) and so-called "golden handshakes" if deemed necessary. The staff policy plan must address issues of maternity/paternity benefits, language policy and training opportunities.

18.   In order to allowing the composition and mode of functioning of Policy Advisory Board to realise MS's pluralist vision, a range of measures is suggested, including, amongst others; an increased number of the total seats reserved for partner representatives, the use of reservation/quotation, a greater focus on simplification and (cross-cultural and mother tongue) translation in oral and written communication, and careful regular pre and post-meeting facilitation.

19.   The *considerable discrepancy* between the Danish DWs' key roles in policies and plans (including the partnership programme) on the one hand, and their impact and cost-effectiveness on the other hand, should be a matter of concern for MS-Nepal and MS as a whole. The ultimate decision regarding the size and role of the Danish volunteers lies at the level of Danida and MS centrally. Considering the mixed impacts at the partner level and rather meager impacts (mainly indirect) at the beneficiary level, we earlier (confer p. 103) posed three assumptions to be of special significance for our recommendations.

Based on these assumptions, we suggest MS considers three alternatives, subject to discussions with Danida about the possible implications for funding and cooperation:

(a) To sustain at the present high level the current personnel-based programme based on Danish volunteers, even if this involves considerable costs for impact and effectiveness. These costs can be reduced to only a limited degree by making the training of DWs more relevant and by redefining qualification requirements.

(b) To restructure the current personnel-based programme, by reducing the number of Danish volunteers by at least 50 per cent and by recruiting at least an equal number from Nepal and the other neighbouring countries to the positions no longer occupied by Danish nationals. Subject to

a continued high level of funding for a personnel-based programme (of both Danish and other nationals) and an expansion of activities under the partnership programme, the number of DWs from the region would be increased further.

(c) To phase out the Danish DW programme within the next planning period, and rather build all recruitment of development workers on national and regional job markets. This option might seem unrealistic granted the longstanding support Danida has given to the personnel component.
It is not within our mandate to discuss the personnel-policy implications of alternative (b) and (c).

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Annex 1: NGO sector classifications

Box A-1. NGO classification by different institutions and academics

Integrated Development System (IDS) [1985]	People Acting Together (PACT) [1987]	South Asia Partnership (SAP) [1988]
1. Socio-cultural 2. Community services 3. Economic • Asset creation groups • Labor exchange groups • Credit exchange groups	1. Social service Delivery 2. Transitional • Social service & some development promotion • Mixed service delivery & development promotion • Local development promotion only • Sustainable local development promotion only • Sustianbale & geographically extendable development promotion	1. Social welfare 2. Sectoral 3. Community development 4. Income generation 5. Research & development 6. Target-oriented 7. Activist groups
Diwaker Chand [1991] 1. Local level (21+ members) 2. Regional level (151+ members) 3. National level (501+ members)	**Social Welfare Council [2003]** 1. Child development 2. Health development 3. Handicapped and disables 4. Community development 5. Women development 6. Moral development 7. Education development	**National Planning Commission of Nepal [2003]** 1. Community development 2. Child 3. Health & sanitation 4. Aids control 5. Disable 6. Forestry 7. Housing 8. Moral upliftment 9. Agriculture 10. Displaced people
Dr. Meena Acharya [1997] 1. National • National welfare oriented • Professional 2. District/Village based 3. Local self help groups	**Canadian Centre for International Studies and Cooperation (CEICI) [1992]** 1. Local self-help 2. Local service 3. Regional/National 4. Professional	**Bongartz and Dahal [1996]** 1. Voluntary organizations 2. Public service contractors 3. People's organizations 4. Governmental nongovernmental organizations
Diwaker Chand [1999] 1. Self help oriented 2. Service delivery oriented 3. Advocacy	**Dr. Krishna B. Bhattachan [2000]** 1. Pro-common people 2. Sympathetic to the common people 3. Anti-common people	**Popular Classification [Cited by Bhattachan 2000]** 1. Pocket NGO 2. Briefcase NGO 3. Room NGO 4. Post box NGO

Sources: Acharya 1997:78; 2000:78; Bhattachan 2000:271; Bongartz and Dahal 1996:44; Chand 1999:98; Maskay 1998:71-74;

Table A-1. Number of NGOs registered with the Social Welfare Council (1977-2002)

Year	No. of NGOs
1977-8	17
1978-9	17
1979-0	18
1980-1	25
1982-3	27
1983-4	43
1984-5	80
1985-6	106
1986-7	133
1987-8	150
1988-9	171
1989-0	193
1990-1	249
1991-2	393
1992-3	609
1992-3	1,211
1993-4	1,767
1994-5	2,645
1995-6	4,355
1996-7	5,978
1997-8	7,389
1998-9	8,880
1999-0	11,036
2000-1	12,388
2001-2	13,686

Source: Social Welfare Council, Ministry of Women, Child and Social Welfare, HMG-N

Table A-2. Number of INGOs affiliated with Social Welfare Council in June/July 2002

Countries	Number of INGOs
USA	30
UK	15
Japan	13
Germany	8
Australia	2
Austria	1
Belgium	1
Canada	4
Denmark	2
Finland	1
France	5
Hongkong	1
Italy	3
Netherland	2
Norway	4
South Korea	3
Switzerland	4
Indonesia	1
Total	**100**

Source: Social Welfare Council, Ministry of Women, Child and Social Welfare, HMG-N

Table A-3. Number of INGOs affiliated with Social Welfare Council by Sector (July 14, 1999-July 14, 2002)

Types of NGOs	Number
Child Development	16
Health Development	25
Handicapped and Disables	4
Community Development	47
Women Development	1
Moral Development	1
Education Development	6
Total	**100**

Source: Social Welfare Council, Ministry of Women, Child and Social Welfare, HMG-N.

Annex 2: List of people met

MS Nepal:
>   Ms. Nina Ellinger, Country Director
>   Mr. Siegfried Christiansen, Chief Administrator
>   Ms. Kesang Renchen, Programme Officer
>   Mr. Madhu Pokharel, Program Officer
>   Mr. Shiva Dangol, Program Officer
>   Mr. Bimal Acharya, Financial Officer
>   Mr. Umesh Regmi, Training Officer
>   Mr. Binaya Dhital, Information Coordinator
>   Ms. Sudha Dahal, Language Coordinator
>   Mr. Sten Muller, MSiS Chairman

Danish Embassy
>   Mr. Gert Meinecke, Minister Counsellor Chargé d'Affaires e.p.

DWs in the partnership programme
>   Ms. Mina G.C., WWA, Tansen
>   Ms. Sussie Utoft, Community Devt. Advisor, WWA, Tansen
>   Ms. Sita Sharama, NBS
>   Ms. Lene B. Olsen, I.E.D. Advisor, BSE, Gulariya
>   Ms. Mary Birgitte Aage, Special Education Advisor, DEO, Dadeldhura
>   Mr. Tim Whyte, ST DW
>   Ms. Mona Jensen, Institution Devt. Advisor
>   Mr. Peter Thomsen, Fisheries Devt. Advisor, FDC, Dhangadi
>   Mr. Jesper Enemark, Organisational Devt. Advisor, KSSC

Partner Organizations of MS Nepal:

Nepal Federation of Environmental Journalists (NEFEJ)
>   Mr. Rajesh Ghimire, Focal Person, Rio+10, Nepal Federation of Environmental Journalists (NEFEJ)
>   Mr. Arjun Dhakal, Network Coordinator, Rio+10, NEFEJ
>   Mr. Om Khadka, Executive Director, NEFEJ

Kirat Yakthung Chumlung (KYC)
>   Mr. Arjun Limbu, General Secretary, KYC
>   Ms. Sirjana Subba, Life Member, KYC
>   Mr. Yog Raj Limbu, Treasurer, KYC
>   Mr. Nabin Kala Angdambe, Executive Committee Member, KYC-Lalitpur District
>   Mr. Siddhi Tumbahamphe, Life Member
>   Mr. Bharat Singh Limbu, Central Committee member, KYC

RMRC
  Mr, Rajan Chhatkuli, Regional Co-ordinator
  Mr. Pitambar Kattel, Program Officer
  Mr. Rakesh Basyal, Journalist
  Mr. Hemanta Karmachrya, Journalist
  Mr. Manmohan Swar, Journalist
  Ms. Vaijayanti Singh, VDC Advisor
  Ms. Matrika, Sharma, RMRC Trainee

Nepal Water for Health (NEWAH) Office
  Mr. Kumar Silwal, Regional Co-ordinator

Nepal Water for Health (NEWAH) Reg. Office
  Mr. Hom N. Acharya, Regional Co-ordinator

Fisheries Development Centre (FDC) Office, Kailali
  Ms. Lene B. Olsen, IED Advisor
  Mr. Peter Q. Thomsen, Fisheries Devt. Advisor
  Mr. Shiva N. Chaudhary, Asst. Fisheries Devt. Officer
  Mr. Aiar

Fisheries Development Centre (FDC) Office, Dhangari
  Mr. Rohit Chaudhary, Former Base Chairman
  Mr. Yagnya Chaudhary, District Chairman
  Mr. Mahesh Tailor, Program Coordinator
  Mr. Sanjiv Pariyar, Field Coordinator
  Mr. Adhiraj BC, Vice Chairman
  Mr. Dhundiraj Chalise, Volunteer
  Mr. Umakanta Jaisee, Social Mobilisor
  Mr. Kesab Pariyar, EDC Chairman

GTZ Guest House
  Mr. Kausal Pant, SSD, Doti
  Mr. Madhav Shrestha, Infrast. Project

Backward Society Education (BASE), Bardiya
  Ms. Tanuja Basnet, District Coordinator
  Mr. Bishnu Tharu, District Chairman
  Mr. Bhagiram Chaudhary, ID chief
  Mr. Bandhu Chaudhary, Admin In-charge
  Ms. Gita Subedi, WAC Area Committee Chairman
  Mr. Ek Raj Tharu, Radio (Khayal) Producer
  Ms. Mona Jensen, Institution Devt. Advisor

Kalika Self-Reliant Centre (KSSC) Office, Kapilvastu
  Mr. Rajesh Shakya, President
  Mr. Ramendra Rawal, Member

Mr. Rabi Thakur, Vice-President
Mr. Pankaj Shrestha, Secretary
Mr. Rudra Parajuli, Program Co-ordinator
Mr. Jesper Enemark, Organiz. Devt. Advisor
Ms. Sarita Sapkota, Social Mobilisor

NECOS Office, Rupandehi
Mr. Prasad Chhetri, Chairman cum Prog. Director
Mr. Shiva Gaudel, Secretary

DWO Office, Banke
Mr. Iswori B.K., Chairman
Mr. Krishna B.K., Secretary
Ms. Prema Sunar, Treasurer
Ms. Shobha Baigar, Member
Mr. Lalbir Sunar, Member

Disadvantaged Groups

Indigenous Nationalities
Dr. Ganesh Yonzen, Advisor, Nepal Federation of Nationalities NEFEN
Ms. Deepa Gurung, Finance Secretary, NEFEN
Ms. Ang Dawa Sherpa, Information Secretary, NEFEN; Nepal Sherpa Association
Mr. Kumbha Lal Thami, President, Nepal Thami Samaj
Mr. Mahesh Karmocha, Chief Advisor, Sunuwar Sewa Samaj
Mr. Ganja Sing Gurung, General Secretary, Tamu Baudha Sewa Samiti
Mr. Narayn Gurung, Treasurer, Gurung National Coordination Committee
Mr. Kishor Dura, Dura Sewa Samaj
Mr. Binod L. Hyolmo, Chairperson, Hyolmo Society Service Organization
Ms. jayanti Rai, Bantawa Rai Language Academy
Mr. Mukta Lama Tamang, Ph.D. degree candidate, Cornell University, USA
Mr. Tek Bahadur Thami, Nepal Thami Samaj

Dalit
Ms. Durga Sob, Member-Secretary, National Dalit Commission, former Chairperson of
    Dalit NGO Federation DNF and Feminist Dalit Organization (FEDO)
Mr. Tirtha Biswakarma, Acting Director and Senior Program Officer, DNF
Mr. Bharat Nepali, Programme Officer, FEDO

Madhesi
Mr. Lal Babu Yadav, Vice-Chairperson, Rautahat Development Trust

NGO Experts (Formal Interviews)
> Dr. Harka Gurung, Former Vice Cahirperson, National Planning Commission of Nepal
> Mr. Saket Bihari Thakur, Independent Consultant
> Dr. Tika Pokharel, Former Member-Secretary, Social Welfare Council,
> Dr. Chaitannya Mishra, Central Department of Sociology and Anthropology, Tribhuvan
> University

NGO Experts (Informal interviews)
> Ms. Sapana Malla Pradhan, Forum for Women, Law and Development (FWLD)
> Ms. Sumitra Manadhar Gurung, Lumanti
> Dr. Dilli Ram Dahal, Research Centre for Nepal and Asian Studies (CNAS), Tribhuvan
> University

Annex 3: A note on methodology

The TOR of the country studies require research strategies which enable an assessment of MS-Nepal's relative success and impact in terms of two overriding objectives: poverty reduction and intercultural exchange.

The TOR in addition require an overview of the NGO sector in Nepal. This should provide not only a description but also an analytical review of the changes and dynamics of the NGO scene in recent years set against a historical backdrop. To provide this analytical overview, which is not an evaluation of the sector as such, the team chose two principal research strategies: (a) structured qualitative information gathering from a selection of leading academics who had in-depth knowledge of the sector from research, consultancies, administration and policy formulation; (b) a review of official statistics and research literature on the NGO sector in general and in Nepal specifically.

MS-Nepal has for the period under scrutiny developed a committing Plan of Implementation, with specified time frames for the realization of a hierarchy of objectives that are matched by elaborate sets of indicators. This objective-oriented planning framework set the overarching parameters and methods not only for MS's own monitoring and evaluation system but also for the choice of strategies and methods for this particular evaluation. Thus, while developing strategies and choosing methods this team scrutinised carefully whether MS-Nepal had followed up its own objective-oriented planning system with a realistic and concrete monitoring system that could indicate degrees of success, especially effectiveness and impact at partner and beneficiary levels. As it is found that the current monitoring system is not based on partner-level baselines and does not consistently contain concrete and fairly precise information on inputs, outputs and results in accordance with the technical requirements of the LFA approach, it has been necessary to develop a range of both qualitative and quantitative methods and tools to conduct the main evaluation components in a satisfactory manner. In doing so, we have sought to combine objective-oriented and process-oriented approaches, assessing the results at partner and beneficiary levels in relation to objectives, resources and circumstances controlled by the partners or by MS and in relation to external factors.

Among the principal external factors considered are: the nature of the hierarchical social structure in Nepal, overall changes in state-civil society relations, the functioning of government institutions, and the political and social situation in which MS's partners operate, in light of the increasing instability of that situation in the country at large.

Given the tight time frames for this evaluation, all three team members' long experience from both basic research (e.g. on the historical legacy of social inequality and on recent societal changes in Nepal) and applied research (e.g. on poverty reduction efforts and role of the NGO sector) provided relevant background knowledge for developing strategies, choosing methods and assessing the validity of different data sources.

In order to allow for the participation of MS centrally, the Country Office in Nepal (CO-N) and the partners, a strategy for two-way consultation and dialogue was developed for the different

stages of planning, conducting and completing the sub-study. There was an early consultation with the Reference Group in Copenhagen before starting the work. Mid-way in the data collection phase the team was given the opportunity to present the aims and process of the evaluation at the Annual Meeting (AM). At the AM, facilitated group-based and informal discussions dealt not only with provisional issues identified by the team, but with alternative and reformulated issues raised for the team's further perusal. At the end of the data collection phase a one-day Wrap-Up Workshop was held drawing extensive participation for the partner organizations and from MS-CO. In this Workshop preliminary observations and findings were presented and subjected to a range of useful and constructive questions and comments from CO staff and from the partner representatives.

In conducting this evaluation exercise, the team has, as noted above, made use of mostly qualitative, but also some quantitative data sources. A review of secondary sources (official reports, plans and statistics, and internal policies, strategies, guidelines and reports), semi-structured interviews with key individuals and focus-group discussions have been combined with a more selective use of direct observation and case studies. To the degree possible, triangulation and dialogue were used to cross-check and validate data at different stages of the work. To cover a cross-section of different partners a sample of partners was selected on the basis of these criteria: (1) type of organisation; (2) operational approach; (3) focus on strategic and practical needs; (4) a sector's given emphasis; (5) length of partnership; and (6) geographical location. As a first step in this selection process, MS-Nepal was invited to suggest selection criteria and organizations. As a second step, the team scrutinized the written partnership profiles submitted by MS-CO. On the basis of these profiles and MS's own suggestions, we made a first round of selection based on a provisional set of criteria. As the partner profiles were found to provide too scanty information, it was decided to make an initial data collection trip to those partners already selected and also to make observation visits to a small number of other partner organizations deemed candidates for first-hand study. This trip was conducted in the initial 1½ weeks of this evaluation, and enabled us to collect early information about already selected organizations so as to revise the selection criteria and to select from among the remaining candida tes.

Based on the said criteria, 8 out of a total of 24 current partnerships were selected plus 2 recently phased-out organizations. The 2 recently phased-out organizations (NEWAH Dhangari and Nepalganj) were selected for two main reasons. The situation right after the collaboration is formally ended provides us with an opportunity to assess some longer-term impacts of these partnerships. In the partnership policy MS emphasizes the importance of continued networking with previous formal partners. Also we found it useful to explore how effectively the two regional offices had used the two Danish DWs (who had different educational backgrounds and job designations).

Though the team did not employ any strict selection method on the basis of clusters, we have taken care to have a sample that includes partners exhibiting all the mentioned criteria. That includes organizations from all three core regions (the western, mid-western and far-western regions). In addition, 1 organization from the central and 1 from the eastern region were included.

Communities to be visited were selected in close consultation with the partner organizations. Considering the representivity of the communities selected, it could be expected that the selection might be biased toward communities where local groups were functioning fairly well with a

relatively high activity level. Comprehensive checklists for information collection at beneficiary and partner level were based on MS-Nepal's own Implementation Plan and sought to document any efforts related to the Plan's Immediate and Component Objectives, indicators and set time frames. The focus group and other supplementary information yielded a considerable mass of data that has been processed and analyzed so as to gauge qualitative and quantitative impact on the poverty situation. In analyzing indications for no, incipient, moderate or substantial impacts on livelihood systems of the poor and disadvantaged, we have compared the elements actually intended to be directly or indirectly influenced by the partner organizations with the gamut of the well-established research-based knowledge of the necessary basic building blocks for sustainable livelihoods and poverty reduction in Nepal. The information collected during focus discussions with beneficiaries was validated by cross-checking with other community members, with the staff of the concerned NGO or CBO and with the staff of other NGOs working in the same local areas.

Similarly, the information obtained during two long interview sessions with paid staff, volunteers and board/committee members in each visited organization were cross-checked with other categories of staff and with regular reports. To establish timelines, the team also interviewed people with a longstanding engagement with the partners who could retrospectively present reliable information indicative of the situations at the time of entering collaboration with MS and of later benchmarks. In addition, more open-ended discussions yielded considerable information on the more subtle, qualitative process-oriented aspects of the partnerships. As was the case for the data collection at beneficiary level, the elaborate checklist for the information collection at partner level was to some degree based on MS-Nepal's own Implementation Plan with Immediate and Component Objectives, concomitant indicators and specified timeframes, and allowed for information gathering on the organizational history before collaboration with MS and on successive stages of these partnerships. Ultimately, the very combination of these complementary sets of methods and tools, and the openness and patience shown by those organizations and communities visited, secured the qualitative and quantitative basis for validation and corroboration of findings and analysis.

Annex VI – List of main MS activities 2003

Mellemfolkeligt Samvirkes (MS) uddannelsesaktiviteter i Danmark 2003

Politik/lobby

1. **"*En global dimension i undervisningen*":** MS's politikpapir om undervisning med denne titel danner baggrund for arbejdet med at implementere globale og interkulturelle dimensioner i undervisningen – gennem lobbyarbejde, kurser, samarbejde med uddannelsesinstitutioner og andre organisationer, bl.a. via netværket "Fagligt Forum om u-landsoplysning". Se http://www.ms.dk/Politik_presse/politik_papirer

2. *GLOBAL ACTION TEMA "UDDANNELSE OG UDVIKLING".* SE RELEVANTE LINKS OG CENTRALE DOKUMENTER PÅ HTTP://WWW.MS.DK/KAMPAGNER/UDDANNELSE/DEFAULT.HTM .

Samarbejdsprojekter

3. *"En verden af muligheder":* Et treårigt udviklingsprojekt med 14 praktikskoler, fem lærerseminarier, fem amtscentre samt Ibis, Red barnet, Statens Pædagogiske Forsøgscenter og MS. Der udvikles og tilbydes kurser, gæstelærertilbud og diverse materialer, fx lysbilledserie med idehæfte og udstilling, materialer med interkulturelle øvelser og udstillingshjørne på skoler og seminarier. Projektet omfatter regionale lærernetværk samt handlingsplaner og lobbyarbejde. Formålet med projektet er at udvikle internationale handlingsplaner for skolerne, at samle erfaringer om hvordan interkulturel og global kompetence opbygges og hvordan dimensionerne integreres i de enkelte fag. Projektet skal bruges til at påvirke beslutningstagende myndigheder. Se www.evam.dk

4. *"Youth meeting youth":* Et Nord-Syd IT-skolesamarbejdsprojekt mellem Center for Videregående Uddannelser (CVU) i København og Odense, Friluftsrådet, Amtcentrene, Kulturkommunikation og MS. I pilotfasen er etableret skolepartnerskaber mellem skoler i Danmark, Kenya og Zambia. Uddannelsesmaterialer udarbejdes mellem de deltagende organisationer og lærere. Projektet åbnes for nye skoler og lande i 2004. Formålet med projektet er dels via interkulturel udveksling mellem klasser at sikre viden om de ulige forhold og samfundenes betydning for værdier og normer dels at øge forståelse og kendskab, respekt og globalt ansvar. Desuden er målet at integrere brugen af IT i de enkelte fag samt etablere Nord-Syd-skolekontakter som en naturlig del af enhver klasses arbejdsform. Se www.youthmeetingyouth.org

5. *"World.dk/kids":* Et undervisningsprojekt til 4.-6. klasse mellem Foreningen for Verdensmusik i Danmark, Mellemfolkeligt Samvirke (producent af undervisningsmaterialer) og Levende Musik i Skolen (ansvarlig for skolekoncerter). I perioden 2000-2003 har 25 danske skoler deltaget i undervisnings- og udviklingsprojektet World.dk/kids, hvor de har fået tilbudt skolekoncerter kombineret med undervisningsforløb. World.dk/kids har til formål at åbne danske børns øjne for kulturelle udtryk med rod uden for vores egen kulturkreds. Målet er gennem forskellige typer af kulturmøder, hvor musikken er i centrum, at skabe en større åbenhed over for og accept af andre landes kulturer. Undervisningsmaterialerne planlægges

gjort tilgængelige for alle danske skoler i løbet af 2003. Se: www.world.dk (klik på undervisningsmaterialet world.dk/kids)

6. *"Ud over alle grænser":* Et projekt om brug af kortfilm fra Syd i undervisningen i samarbejde med DR og 11 skoler samt Gege productions. Skoleworkshops og uddannelsesmaterialer på DR's hjemmeside. Formålet med projektet er at øge brugen af levende billeder i undervisningen og herigennem at skabe større kendskab til andre kulturer gennem deres egne billeder og fremstillinger. Se www.noborders.dk

7. *"Global dansk":* Et udviklingsprojekt i samarbejde med Dansklærerforeningen og CVU København. Relateret til "Klare mål" for faget dansk er målet at skabe et bedre grundlag for dansklærerne til at integrere interkulturelle og globale vinkler i deres arbejde og i de værktøjer som faget dansk inddrager helt fra skolestarten. Projektet forventes i 2004 at munde ud i udgivelse af fire hæfter til de forskellige aldersgrupper. Dertil planlægges en konference og diverse kurser. Formålet er gennem de enkelte fag at opbygge en interkulturel og en global kompetence hos eleverne – her først gennem faget dansk.

8. *"Global Island":* Et demokrati- og dilemmaspil, som giver danske unge mulighed for at prøve at være med til at opbygge et drømmesamfund sammen med andre unge i verden. Spillerne præsenteres for dilemmaer, som de skal tage stilling til og argumentere for/imod. I 2003/2004 planlægges en række spillerunder på www.globalisland.nu i samarbejde med forskellige danske organisationer. Global Island foregår på dansk eller engelsk og er udviklet af netportalen www.u-land.dk og Mellemfolkeligt Samvirke (www.ms.dk) i samarbejde med IconMedialab. Se mere på www.globalisland.nu. Fremover videreføres projektet af MS i samarbejde med en lang række organisationer omkring udvikling af dilemmaer og afvikling af spillerunder.

Udgivelser

9. *Nyhedsbrevet "Global undervisning"* tilbydes gratis til grundskolelærere og indeholder undervisningsideer og inspiration til at arbejde med globale og tværkulturelle dimensioner i alle fag. Nyhedsbrevet udkommer fire gange årligt som et 12-siders hefte og elektronisk på www.u-land.dk/globaluv. Formålet er at give inspiration til interkulturelle og globale vinkler i forskellige fag og i tværgående temaer samt at skabe en dialog med lærerne. Temaerne er ofte relateret til enkelte fag fx nr. 15 til faget "historie".

10. *Elektronisk nyhedsbrev "Globalt nyt til ungdomsuddannelserne"* udkommer kvartalsvis og sendes til lærere på de gymnasiale uddannelser (fagene geografi, historie samfundsfag og engelsk). Nyhedsbrevet giver informationer om relevante udgivelser, aktiviteter, artikler, links etc. om aktuelle internationale emner. Formålet er at sikre lærere et bredt fundament at bygge undervisningen på. Se http://undervisning.ms.dk/Ungdomsuddannelser

11. *Ungdomsmagasinet "ZAPP jorden rundt",* udkommer seks gange om året. Dertil findes webbaseret baggrunds- og undervisningsmaterialer til lærere og elever, indeholder bl.a. fakta og ideer til forskellige undervisningsforløb og metoder på http://zapp.ms.dk. ZAPP jorden rundt henvender sig til 7.-10. klasse og fortæller om unges liv rundt i verden. Magasinet forsøger at koble seriøse informationer med et sprælsk udseende. Formålet er at producere et kvalificeret,

holdningspræget og spændende materiale om globale og interkulturelle emner som unge gider læse. Hjemmesiden ombygges medio 2003. Se http://zapp.ms.dk

12. ***Magasinet "KONTAKT Internationalt Magasin",*** Danmarks ældste globale magasin om udviklingsemner, kultur, international politik etc. Bladet henvender sig til undervisere og gymnasieuddannelserne samt andre globalt interesserede. Opbygning af tilhørende netmaterialer er under planlægning. Formålet med magasinet er at formidle overblik og indsigt og bringe aktuelle historier fra hele verden om miljø, sikkerhed, handel, bistand og kultur. Udkommer seks gange årligt. Se www.ms.dk/kontakt

13. ***Bøger, videofilm, netspil, multimedier m.m.:*** Mellemfolkeligt Samvirke udgiver hvert år et udvalg af undervisningsmaterialer om globale og interkulturelle emner til brug på grundskoleniveau, på ungdomsuddannelser og i voksenundervisning. Der findes omtale af alle materialerne i kataloget *"Jorden rundt på 45 minutter 2003"*. Se mere om nyeste materialer på www.ms.dk/udgivelser eller søg alle MS' undervisningsmaterialer på www.u-land.dk/jordenrundt

14. ***Netbaserede undervisningsmaterialer*** (til de gymnasiale ungdomsuddannelser): materialerne omfatter foreløbig følgende emner: "WTO – det globale supermarked", "Demokrati – set med andre øjne", "Nutidens slaver – fanget af gæld i Nepal", "Kaffekrise i Nicaragua – handel, bønder og forbrugere". Hertil kommer et nyt tema om racisme som lægges op i løbet af sommeren 2003. Materialerne indeholder fakta og tal, grundige baggrundsinformationer og artikler med cases baseret på input fra MS's partnere i Syd (med synspunkter fra forskellige involverede parter og repræsenterende forskellige holdninger og interesser) og materialehenvisninger samt relevante links. Dertil hører pædagogiske anvisninger til forskellige fag. Formålet med materialerne er at sikre nuancerede fremstillinger baseret på informationer, holdninger og dokumentationer fra MS partnere i Syd og Nord, fra MS kampagneindsatser og udvalgte politikområder. Se http://undervisning.ms.dk/Ungdomsuddannelser.

Service

15. ***Kurser:*** MS tilbyder årligt forskellige typer af kurser til videreuddannelse af lærere, til seminariestuderende og bibliotekarernes videreuddannelser i samarbejde med lærerorganisationer, amtscentre, CVUer, kommuner og skoler. MS forestår kurser om interkulturelle og globale dimensioner i undervisningen og organiserer udstillinger og diverse materiale og metode workshops. Grupper af lærere på videreuddannelser, ældre skoleklasser, sprogskoler og studerende kan besøge MS eller rekvirere oplæg om forskellige emner. Formålet er at formidle erfaringer fra MS's udviklingsarbejde med interkulturelle og globale dimensioner, at give viden og informationer om globale og aktuelle emner samt at bidrage med holdninger og meninger og formidle viden om organisationens arbejde. Se www.ms.dk/medims/kurser

16. *Foredragsdatabase: "Levende ord"* er en elektronisk database, hvor man kan finde oplægsholdere, gæstelærere, debattører, historiefortællere, musikere, dansere og andre kunstnere. Alle formidlerne har erfaringer med at holde oplæg, undervise eller sætte gang i forskellige aktiviteter. Nogle af formidlerne henvender sig mest til små børn, andre til store børn og unge og andre igen mest til studerende og voksne. Databasen koordineres og administreres af MS og findes på [www.u-land.dk.](www.u-land.dk) MS yder tilskud til offentlige arrangementer og oplæg på skoler på tværs af klasser. Formålet med databasen er at sikre mangfoldige, kvalificerede og engagerede oplæg ude i landet, bl.a. på skoler og undervisningsinstitutioner, for at forøge danskernes viden om og indsigt i globale forhold. Se www.levendeord.dk

17. *MS Biblioteket* er et offentligt tilgængeligt specialbibliotek med en database der indeholder ca. 40.000 bøger, 13.000 tidsskriftartikler og 2.000 videofilm – alle forsynet med emneord og indholdsnote – om globale forhold, udviklingsspørgsmål og forholdene i udviklingslandene, heriblandt mange undervisningsmaterialer. Der kan søges i databasen via hjemmesiden, og der er gratis udlån til hele landet. Desuden omfatter biblioteket en samling på godt 7.000 titler om etniske minoriteter, indvandrere, flygtninge og efterkommere – med hovedvægt på forholdene i Danmark. Se www.msbiblioteket.dk

18. *Diverse serviceydelser til undervisere:* Rådgivning af lærere om tilrettelæggelse af temaer og forløb. Udlån af forskellige udstillinger om verden, udsendelse af plakater, kataloger, diverse pjecer. Henvendelser sker til MS Biblioteket samt konsulenttjenesten i informationsafdelingen.

REPORT

Evaluation of the Assistance Provided by the Danish Association for International Cooperation (MS) Targeting Enhanced Development Education in Schools in Denmark

COPENHAGEN**DC**

in association with
Danish University of Education

LIST OF CONTENT

0.   EXECUTIVE SUMMARY

Approach and methodology

The *main purpose* of this evaluation study is per ToR to obtain an assessment of the performance and outcome of MS' support on development education in schools in Denmark. More specifically the ToR stipulate that the study with reference to Danida's general evaluation guidelines should cover following scope of work:

1. The *efficiency* of MS support in terms of quality and distribution and marketing of MS material;
2. The *effectiveness* of medias applied by MS in terms of perception among teachers and pupils of the specific information and general worldview presented in MS material;
3. The *relevance* of the strategic intentions guiding the work of MS in terms of whether external factors, such as the ongoing reform of the primary education in Denmark are taken properly into account;
4. The *impact* of MS' involvement in development education in Denmark in terms of in which pedagogical dimensions, under which preconditions and by which criteria MS support is having an effect;
5. The *sustainability* of the outcome of MS support to development education in schools in Denmark in terms of whether support structure has been developed to sustain learning impact.

As the nature of the subject under evaluation – development education – as well as the context in which it is being used – the Danish school system – are characterised by a logic of reflexivity, the Study Team has applied a *reflexive approach* aiming at reviewing complexity by identifying alternative perspectives on MS' support to development education. The Study Team has therefore perceived its role as searching for stakeholder perception alternative perspectives on MS' involvement in development education.

MS declared objective for development education is to achieve *"global and international action competence"*, which is also reflecting overall aims expressed in the Act for the "Folkeskole" of 1993 ("Folkeskoleloven") on equipping pupils to understand and act in a democratic society. The concept *action competence* and its subsidiary elements of *knowledge/insight, commitment, visions and action experiences* have therefore been applied as the main criteria for the study.

The Study Team appreciates that most MS material has been developed as reflections of aims, standards and legislative framework stipulated in the Act of the Folkeskole of 1993. However, as the education sector in recent years as described below has undergone a number of changes, MS material has been analysed in context of the current status in the education sector. This choice has been made as to avoid that findings will be of retrospective nature and rather related to the new development and therefore hopefully feed into the on-going discussions between MS and Danida on future development.

The Danish education system as framework and users of MS' support to development education

Chapter 2 analyses the primary and general secondary level of the Danish education system as framework and main users of MS' support to development education. *At policy level* the Act for the "Folkeskole" and the Executive Order for the "Gymnasium" are found to provide for inclusion of global and green issues and problem oriented, cross curricular based learning, which are the main themes in MS' approach to development education. A

number of references to e.g. green issues and cross curricular based learning has, however, been removed in the "Clear Objectives" ("Klare Mål") formulated by the Ministry of Education.

At the strategic level decentralisation and increased focus on quality assurance has led to a movement from planning of learning experiences to documentation of learning achievements and increased focus on subject specific, measurable knowledge, clear objectives and a 'one subject-one teacher-one class' approach to learning. This is negatively affecting inclusion of development issues in the Danish school system in several ways. Firstly, much development education has previously taken place as cross curricular activities and the present development implies that a decreasing number of factors are facilitating cross curricular learning. Secondly, schools are presently furthermore occupied with learning, which can – and is – measured in national and international evaluations. This is negatively affecting the inclusion of broader competence areas – such as development issues - which are not centrally placed in subject curricula. Thirdly, in cases where specific curricular references to development issues are indeed made, then it is primarily in relation to subjects, which – especially in the primary school system – have been given a low allocation of teaching hours.

MS' strategic approach to development education

In chapter 3 it is found that MS is seeing development education as contributing to development of *global and intercultural action competence* and that its involvement in development education is related to the idea of MS' Program of Principles to use the culture meeting (other activities of the organisation) *to provide explanation, reveal causes and create a basis for the transformation of knowledge and attitudes into specific actions*. MS is promoting education and development as an *overall theme in its global action plan for 2003-04* and thereby link development education activities in Denmark and the south while maintaining a focus and priority on education activities in the south.

MS' strategy on development education in Denmark is based on the assumptions that 1) it is possible to integrate development education into various subjects at all levels of the education system, 2) that development education can be addressed through cross curricular activities and 3) that new more critical pedagogical methods can be applied. MS is furthermore anticipating that teachers' ability to integrate development education into existing subjects and to work on a cross curricular basis is the main challenge

The actual scope of development education should be seen in light of MS' overall information activities, where MS has concluded that information activities due to the challenge of "super-communication", where acceleration of information generation leads to increased competition for the attention of target groups in the future have to be more focused and differentiated. From the traditional focus on grade 7-10, MS' support to development education has in recent years diversified into upper secondary and adult level.

Efficiency of MS' support to development education

In chapter 4 a sub-study on quality and distribution of MS' material concludes that MS' material generally is characterised by *high quality layout and good combinations of media*. The editorial profile of the reviewed material, e.g. selection of themes and case stories is together with the modern layout and innovative use of media facilitating motivation on the part of the reader. Many of the themes are rather complex and the sub-study suggests that the reviewed material does not fully support generation of deeper understanding of complex

development dynamics and general interpretations and conclusions are based on isolated case stories.

Distribution of MS material takes primarily place through county centres and school libraries and the marketing of the material is found adequate. The actual use of the material does, however, not seem to fully reflect the otherwise good marketing of the material. There may be many factors outside the influence of MS' causing this, e.g. crowded curricular and increased foci on traditional subjects such as mathematics and (Danish) language. Reduced schools budget for purchase of education materials is also an important factor as the school budgets for purchase of education materials in Denmark has been reduced from 6 % of the total budget in 1980 to 2% in 2003. Finally, MS' is also facing hard competition from many other organisations and government institutions, which are trying to persuade teachers to take in extra curricular subjects. Given this context, it is recommended that MS utilizes its core competence in material design and development by further focusing its production as there otherwise may be a risk that MS is producing too much material of general nature at the expense of producing material reflecting curricular requirement for selected subjects.

Effectiveness of MS' support to development education

In chapter 5 the perception of teachers and pupils on the effectiveness of the MS' material is analysed through two sub-studies. Generally*, the pupils find* the layout and content of the material interesting and are motivated to work with the thematic issues presented in the material. They do also appreciate the perspectives and normative statements presented in cases in the material, but do have problems in associating themselves with the actions proposed by MS' in the material.

The teachers do to a high extent share the pupils' appreciation that the layout and choice of themes facilitate motivation, but they have mixed opinions on whether the material provides enough knowledge about underlying causes. Although the material possess potentials for motivating and actively engaging the pupils, it is critical that the knowledge dimension is not found to be adequately addressed, as this is one of the main criteria in the education system.

The material may be considered as a worthy point of departure for young people to engulf and involve themselves in global problems. As teaching material, it is of importance that MS revisits its concept and especially takes into consideration both the curricular requirements and pedagogical planning in everyday school life.

The *curricular requirement,* especially at high school level, focus on inclusion of empirical data as well as pupil ability to critically assess different sources of information and the world-views presented by the different sources. MS may therefore consider adding empirical information (e.g. of popular scientific nature where applicable) to complement the existing themes; to make it clear what information is normative and what is empirical; to complement the normative articles with different generic explanatory models for development problems and articles (or internet-links), which represent other perspectives than those of MS. Finally, the findings suggest that MS may even further enhance its present efforts on IT material, as this – especially at high school level – seems to be the preferred media by both pupils and teachers.

The teachers furthermore find that the material cannot "stand alone" as considerable *pedagogical planning* on the part of the teachers is required. The studies suggest that use of the

material would be facilitated by ensuring that it to a higher extent would reflect curricular requirements and would be supported by "tools" facilitating that the teachers will apply the material.

In relation to primary and lower secondary school level MS may consider: to maintain and develop the communicative elements; to choose the themes in relation to more precise target group formulations; to analyse the chosen themes in relation to curricular demands in the school system, especially in relation to the formulations of "Clear Objectives"; to strengthen the teaching/instructing part of material; to strengthen the synergy between the printed material and corresponding web sites.

Relevance of MS' strategic approach to development education

In chapter 6 it is concluded that *MS' approach to development education* is aiming at incorporating development education into various subjects at all levels of the Danish school system as well as in cross curricular activities may be in line with the intentions of Folkeskoleloven of 1993 and the Executive Order for the Gymnasium. This is, however, being undermined by the consequences deriving from the formulation of "Clear Objectives", decentralization and the increased focus on quality assurance accompanied by a "back-to-basics" development with increased focus on measurable core competences in main subjects. This development is negatively affecting integration of development education into cross curricular activities as well as into subjects at various levels. While MS' approach to development education reflects the intentions of Folkeskoleloven of 1993, it is an open question whether MS' approach adequately reflects today's reality in the Danish school system. MS is furthermore advocating for a new and critical pedagogy, which also reflects the intentions of Folkeskoleloven. However, as MS also points out, then the teachers' ability to incorporate development education issues into existing subjects may also be the most critical challenge to be addressed, if development education is to be further used in the Danish school system.

MS *material for development education* should be seen in light of the general information activities carried out by MS and does only to a certain extent reflect curricular requirements for targeted subjects. While this may facilitate flexible use of the material in multiple settings, it may be at the expense of providing material, which is easily used by the teacher. MS has very appropriately concluded that information activities in the future need to be more focused and differentiated. MS has as the same time diversified into other parts of the Danish education system and MS has to strike a balance between diversification into different parts of the education system and focused differentiation of material in order not to stretch its scarce resources too thinly.

MS' publishing department also has to maintain a balance between priorities given to material with a high profile on MS positions for the sake of increasing the knowledge about the organisation and dilution of this profile as to meet requirements in the Danish education sector.

MS' assumption about teachers being qualified to use the material is questionable, as a rather limited number of teachers have formal qualifications or participate in teacher courses on development education. MS may therefore in addition to existing support extended e.g. through EVAM, YMY and Action 21 consider developing a strategy for broader support structure.

<u>Impact and sustainability of MS' support to development education</u>

In chapter 7.1. the impact from use of MS material *in the Folkeskole* is analysed through a sub-study using *action competence* and its 4 subsidiary elements as criteria. The pupils generally find the layout and content of the reviewed MS material interesting and that *insight* into the actual theme covered by the material as well as *commitment* was achieved. While the pupils found that the material facilitated appropriate learning impact, the teachers found that *deeper insight* into the underlying structures and complex interrelations characterising the themes presented in the material were not fully achieved and nor was *vision and action experience.*

At the Gymnasium level the sub-study on use of MS material at upper secondary level also suggests that the layout and content of the reviewed MS material were found appealing and that pupils felt that *insight and commitment* were achieved, while *vision and action experience* were only partly achieved. The teachers had mixed opinions on this, as several found that appropriate insight into complex interrelations had not been achieved.

This difference in perception of impact in terms of action competence reflects the present challenge of popular vs. curricular approach to learning. Pupils are influenced by popular culture and may perceive learning differently from teachers, who mostly are embedded in a curricular culture, where the school is seen as the arena ensuring appropriate learning according to curricular standards.

A general conclusion from both the Folkeskole and the Gymnasium is that the MS material in particular was found to have an impact in connection with *project work.* Project work is also a formal examination requirement at both Folkeskole and Gymnasium level. MS may therefore consider further producing material – printed and web-based - to be used for project work.

The sub-studies furthermore suggest that impact was particularly achieved in learning situations, where the *teacher carried a personal commitment* and interest in the subject and MS may consider further enhancing its training and informational activities specifically targeting teachers.

In chapter 7.2. support structures required for achieving higher level of sustainability are analysed. Given the present situation where there are no clear definitions of key competence connected to development education, only limited support to the teachers to develop their skills in these area and decentralised decisions are made on scope of teaching and purchase of material, it is found that it is important that MS in order to enhance sustainability consider reinforcing relations to following key gatekeepers:

- The Government and Ministry of Education - when it comes to discussing the role of global issues on the educational system's agenda – where it is important that MS reinforces its communication with key actors;
- The county and municipality councils - when it comes to distributing educational material – where it is important that MS enhances its linkages to the councils;
- School-librarians – when it comes to informing and distributing educational materials to the teachers and pupils – where MS should focus on not only maintaining contact to the school librarians but also work towards ensuring that information reach other fora inside schools;

- Teachers in the MS school network – when it comes to paying attention to and eventually carrying educational material into the classrooms – where MS should seek to optimise the scarce resources made available for teacher courses;
- Pupils' councils – when it comes to carrying school directed campaign into the school and spreading MS information in the school – where MS possibly could produce newsletters for pupils' councils.

In general MS should consider targeting social arenas inside the schools – when it comes to facilitating communication and anchoring of thematic information – where MS could aim through major, joint campaigns with other NGOs and institutions involved in development education to make development education more visible in social contexts inside the school.

Main themes and lessons learned
In chapter 8 a number key themes and lessons learned are discussed. Many of these themes represent dilemmas calling for MS clarification of its priorities.

Firstly, MS has to strike a balance between profiling MS messages and dilution of its normative position in order to adapt to the school system. *Secondly,* MS will also have to find a balance between the rather idealized aims expressed in the policy aims for the Danish education and the actual situation characterised by new public management thinking in the schools. *Thirdly,* MS will have to find a balance between pursuing a popular-oriented approach aiming at getting in contact with the pupils in order to enhance their motivation and a curricular-oriented approach aiming at fulfilling learning requirements expressed in school curricula. *Finally,* MS is presently playing an important role as an external organisation aiming at influencing the education system to incorporate development education in its learning activities. While it may be required of MS to stay outside in order to get inside, then MS is currently primarily interpreting its external position as being best served by primarily focusing on producing material, training teachers and to a certain extent implementing advocacy activities at the political level.

In light of above dilemmas and in order to improve its support to development education *it is proposed that MS redefine its external position by considering*:
- developing new support structures in terms of intensified relations to decision makers inside the school systems;
- focusing on developing more contacts inside the school system and provision of pedagogical services;
- utilising these contacts not only to ensure that MS material/perspectives will be utilised inside the system but also to use the contacts to further enhance its popular anchorage in the Danish society;
- focusing material by further target group differentiation and more clear references to curricular requirements;
- further capitalising on synergy between MSiS and MSiN when preparing material for the education sector;
- further utilizing its core competence in material development and dissemination by enhancing cooperation with other NGOs and F.INFO of Danida
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1.   INTRODUCTION

1.1. Background

Danida commissioned in December 2002 an evaluation of Danish Association for International Development (MS) with the *overall objectives* to obtain an assessment of the relevance, effectiveness and impact of Danish development assistance administered by MS and to obtain recommendations for possible improvement of MS' performance and Danida's mode of cooperation with MS.

Reflecting that MS is a multi-facetted organisation delivering a multitude of different services Danida decided that the overall evaluation of MS would cover a total of 6 components:
- Organisational capacity and performance of MS;
- Performance of Development Workers;
- Outcome and Impact of MsiS at country and beneficiary level;
- Performance and Outcome of MS' support to Development Education in schools in Denmark;
- Coherence and Synergy within MS diversified portfolio;
- The special role of MS.

Copenhagen DC was requested by Danida to undertake an evaluation of component 4, while the five other components have been commissioned to Chr. Michelsen Institute (CMI) by Danida. While the evaluation of MS's support to development education is regarded as an entity leading to this report supported by findings from 3 sub-studies, the findings of this report should also be regarded as an integrated part of the overall evaluation carried out by CMI of other components.

1.2. Appreciation of Terms of Reference

The *main purpose* of this evaluation study of MS' support to development education is per ToR (attached as annex 1) to obtain an *assessment of the performance and outcome of MS' support on development education in schools in Denmark.* It should be noted that this purpose includes two distinctive aspects; firstly, the *performance of MS* in terms of provision of education material targeting development education and secondly, the *outcome* achieved from the actual utilisation of the material in Danish schools.

This distinction is also reflected in the description in ToR of subjects to be covered, namely firstly the *professional quality of individual products developed by MS* and the *effectiveness and efficiency of the distribution and marketing strategies of the products,* which reflects assessment of MS' performance in relation to production and dissemination of education material. Secondly, the study is also stipulated to cover the *perception among teachers and pupils of the specific information and general worldview (normative statements) introduced by* MS reflecting perceived outcome from the utilisation of the MS' material.

The ToR furthermore prescribes that the study with reference to Danida's general evaluation guidelines should cover following scope of work:
1. The *efficiency* of the production and distribution of teaching materials and creation of awareness for supplementing medias;
2. The *effectiveness* of medias applied by MS;

3. The *relevance* of the strategic intentions guiding the work of MS in the area of development education in schools;
4. The *impact* of MS' long involvement in development education in Denmark;
5. The *sustainability* of the outcome of MS' development education in schools in Denmark.

It should be noted that the study focuses on analysing the issues on efficiency, effectiveness and relevance, which are directly related to the production and immediate outcome from using education material developed by MS.   It should be noted that the timeframe for the study did not allow for a review of long term benefits derived from MS' support to development education. The findings from the analysis of efficiency, effectiveness and relevance of MS' support therefore constitute the basis for a discussion of impact and sustainability of the long term benefits from the use of MS' material in learning processes in Danish schools.

1.3. Methodological Approach

The Terms of Reference focus – as described above - on two distinctive parts, namely MS' performance and outcome from this performance. Most evaluations of relations between organisational performance and outcome of rendered services are traditionally based on logic *of consequentiality* implying that methodologically and conceptually it is possible to identify linear cause-effect relations between organisational performance and outcome. The Study Team has not found that preconditions for such an approach have been fulfilled, as neither the nature of the subject under evaluation – development education – nor the context in which it is being used – the Danish school system - are characterised by logic of consequentiality.

Learning processes are generally characterised by a multitude of factors internal and external to the learner mutually affecting each other in very complex ways. Learning approaches are increasingly focusing on the importance of *reflexivity* for facilitating genuine learning through comparisons of alternative perspectives and learning is widely recognised as being an active process on the part of the learner and learning outcomes as the result of individualised, self-constructed reflexive learning process (See e.g. Jarvis, 2002). Above characteristics of learning processes imply that learning outcomes cannot easily and meaningfully be reduced to simple cause effect relations. It should furthermore be noted that the focus of the study is on education material, which is only one of many factors affecting actual outcome of learning processes and the outcome of use of MS' education materials can therefore not simply be reduced by applying logic of consequentiality.

The context in which development education is taking place is not characterised by logic of consequentiality either. It is generally known among school researchers that even with the same regulative basis, schools are different from one another, as institutions are interpreting the regulative basis in different ways. Schools are as social institutions subjected to two different sets of logic or rules (Dahler-Larsen 1998): The regulative basis in educational policy, hereunder aims and curricular guidelines and the normative rules based on valuations of which actions are deemed appropriate in a certain context. The latter is often referred to as *reflexivity*, e.g. the social actors' reciprocal considerations and mutual recognitions of what is good or best in a certain context. The regulative expectations in the school system are in other words not directly translated to observable education practice, but mediated through the teachers' *reflexivity*. Hence, the *problem of attribution* – tracing e.g. MS' support to development education as the specific cause of an observed effect – becomes exceedingly difficult.

The Study Team therefore adopted a *reflexive approach to this evaluation* based on logic of appropriateness" – or in other words based on the criteria that educational key agents in the study - researchers, consultants, teachers and pupils - find appropriate. The aim is to identify the key agents' criteria, and thereafter to compare the different perspectives on MS assistance to development education in schools, that these criteria generate. (Peter Dahler-Larsen 1998 and 2001). The Study Team has thus perceived its role as searching for stakeholders' perspectives on MS' involvement in development education rather than the role of the assessor, which in a traditional sense would pass a verdict on MS' involvement in development education.

The Study Team therefore found that quantitative data (aiming at proving cause effect relations in order to assess success/failure ratio) were of less importance and therefore chose a number of qualitative oriented methods as the basis of the study in order to identify and examine key thematic issues (see 1.4. and annex 2,3, and 4).

The formulation of clear and transparent criteria as the basis for application of qualitative methods is of critical importance for the validity of a reflexive evaluation. MS declared objective for development education is to achieve *"global and international action competence"* (MS 2001a), which is reflecting overall aims expressed in the Act for the "Folkeskole" ("Folkeskoleloven") on equipping pupils to understand and act in a democratic society.

The concept *action competence* encompasses overall objectives in the Act for the "Folkeskole as well as MS objective for development education and is therefore the main criteria in this study.

Action competence can in light of Folkeskoleloven be described as the pupils' abilities to act and influence their life and the society. Action competence is achieved through various combinations of *conceptual learning* which refers to a learning process where the pupils are constructing their knowledge through an active engagement with theories and concepts and *practical learning* referring to a learning process based on experience, which can be defined as deep-lying structures, which help to constitute our understanding of the world – and our practice. Experience and action is closely linked, since experience is the result of actions performed on the basis of previous experience, which are the result of other actions - 'the continuity of experience' (Dewey 1977, in: Schnack 1994).

Of special interest for the relation between 'conceptual' and 'practical' learning is the relation between insight/knowledge and experience. Working with conceptual learning strategies aiming at developing the pupils' knowledge about conditions and development tendencies in the word, and about the effects of these for individuals and societies, should be thoroughly thought through in the light of possibilities for the pupils to develop action-experiences. Pupils can benefit from taking concrete action during the learning process in a number of ways: e.g. learning from investigating action possibilities and learning from the barriers they meet in taking action. The most crucial element in taking action is that it encourages reflections on how we can change things, about change strategies. It has been argued that action competence contains of a number of subsidiary elements, including *knowledge/insight, commitment, visions and action experience* (Jensen 2002).

Central themes in this evaluation of development education directed at describing relations between teaching materials and conceptual and practical learning could in light of the *four elements of action competence* include:

Insight and knowledge: Pupils need a broad, coherent an action-oriented understanding of the issues in development problems, such as knowledge about the nature and scope of these issues, how development education arose, whom it affects and the range of possibilities for solving it. Criteria applied for analysing to which extent insight and knowledge have been generated through use of MS' material include whether the MS' material has provided the pupils with an opportunity to work with different aspects of the development issue, given the pupils greater insight and provided the pupils with an opportunity to investigate the development problem from different points of views/perspectives?

Commitment: Pupils need the motivation to become involved in change in relation to their own life and in creating a dynamic society. Criteria applied for analysing to which extent commitment has been developed include whether the material has increased the pupils' pleasure and involvement in becoming engaged with development problem and enhanced the pupils' belief that in the long run they can influence development problems through action?

Vision: Pupils need the ability to go behind these issues and think creatively. This involves developing visions of what their own life should be and how society and environment could be improved in relation to the particular problem of concern. A main criterion for assessing development of visions is whether the MS' material has given the pupils a chance to imagine various scenarios with varying development impacts and conditions of life in the world?

Action Experience: Pupils need real-life experience, to participate individually or collectively in changes, and to consider barriers to be overcome. Main criteria for assessing achievement of action experience include whether the MS' material has provided the pupils with an opportunity to work with the development issue in practical concrete situations, given the pupils a possibility to participate in decisions in class, e.g. concerning choice of topics, methods, and activities in projects and to work with practical concrete situations and hereby developed insight into their own specific action possibilities as individuals or with others.

1.4. Focus Areas

In order to operationalise the approach described above the study was divided into three focus areas where stakeholders such as pupils, teachers, school librarians and MS staff provided their perspectives on the criteria described above:

Focus Area 1: Efficiency of MS' material in terms of professional quality of material and distribution and marketing channels for material facilitating that material is used by intended target groups. This focus area was covered by a sub-study carried out by two consultants through Århus county centre utilising following methods: Web and document based analysis of combination of media and quality of selected MS' material, analysis of MS' distribution and marketing strategy, analysis of registered use of MS' material in one county centre, follow-up interviews with MS;

Focus Area 2: Effectiveness of MS' material in terms of to which extent the choice and combination of media have been appreciated by its users and contributed to adequate learning processes and outcome. This focus area was addressed through two sub-studies. Firstly, through a sub-study carried out by "Statens Pædagogiske Forsøgscenter" in Rødovre on Grade 9 teachers' and pupils' perception of material supplemented by observations on the actual learning processes being supported through use of MS' material leading to a review of effectiveness and efficiency of MS' material to support learning processes. The other

study carried out by a team of consultants from Rosborg Gymnasium in Vejle focused on high school teachers'/pupils' perception of material introduced by MS at high school level leading to a review of the effectiveness of MS' material to support learning processes. The methods applied in above studies include: Observation of use of MS' material semi-structured interviews with pupils and with teachers on perception of material and out-come from use of material and follow-up interviews with MS.

Focus Area 3: Relevance of MS' strategic intentions in light of external factors, e.g. integra-tion of an inter-disciplinary issue such as development education into the on-going reform of primary education in Denmark. This study was carried out by DUE and Copenhagen DC applying following methods: Desk study review of MS' strategic papers, document analysis regarding impact from on-going education reform in Denmark, desk study review of MS' diversified port folio (in consultation with CMI) and follow-up interviews with MS.

While the study primarily focussed on above mentioned areas, findings from the focus areas have been utilised for formulating key findings regarding the impact and sustainabil-ity of MS' support to development education.

1.5. Report scope and limitations

This report presents the general findings from the evaluation of MS' support to develop-ment education in Denmark. It should firstly be noted that the scope of the evaluation through sub-studies on selected MS material has focused on analysing the efficiency, ef-fectiveness and relevance of MS material. It should also be noted that the sheer magni-tude of material produced by MS and the multitude of learning situations in which it is being used in Denmark imply, that this study has not aimed at giving an exhaustive com-plete assessment of all education material and all types of uses of the material but rather through a qualitative approach has aimed at identifying key characteristics forming the ba-sis for a wider discussion of thematic issues.

The Study Team appreciates that most MS material has been developed as reflections of aims, standards and legislative framework stipulated in the Act of the Folkeskole of 1993. However, as the education sector in recent years as described below in chapter 2 has un-dergone a number of changes, MS material will be analysed in context of the current status in the education sector. This choice has been made as to avoid that findings will be of retrospective nature and rather related to the new development and therefore hopefully feed into the on-going discussions between MS and Danida on future development.

Following a brief description of the Danish school system as framework for MS' support to development education in chapter 2 and MS' approach to development education the primary and upper secondary school system in chapter 3, the findings of the sub-studies on efficiency, effectiveness and relevance of MS' material are presented in chapters 4, 5 and 6. These findings constitute the basis for a discussion of the impact and sustainability of MS' interventions in the field of development education in chapter 7 leading to a dis-cussion of major thematic issues proposed to be considered by MS and Danida in chapter 8. Finally, lessons learned from the evaluation are presented in chapter 9.

2.   THE DANISH SCHOOL SYSTEM AS FRAMEWORK AND USERS OF MS' SUPPORT TO DEVELOPMENT EDUCATION

This chapter describes the Folkeskole - primary and lower secondary school - and The Gymnasium – general upper secondary school - as settings for MS' support to development education. The main themes are education policy and school system structure, with an emphasis on aims and central dimensions as well as school system strategies and challenges.

2.1 Education Policy – aims and central dimensions

<u>The Folkeskole</u>

The Aims of the Folkeskole are (among other things) to prepare the pupils for active participation, joint responsibility, rights and duties in a society based on freedom and democracy, through an education that is characterised by intellectual freedom, equality and democracy (The Act of the Folkeskole 1993, § 1, part 3). The Act of the Folkeskole of 1993 is generally perceived as a visionary act that introduces new central dimensions, such as global education and "greening education" in curriculum and teaching: *"The Folkeskole shall […] contribute to their [the pupils'] understanding of other cultures and of man's interaction with nature."* (ibid.). (The term "greening education", introduced by Wickenberg (2000) refers to the Danish term "Miljødimension ", introduced as a central cross-curricular dimension in The Act of the Folkeskole 1993.

In 2002 the Ministry of Education initiated its school policy initiative "Clear objectives" (Klare Mål") (Danish Ministry of Education 2002a.), aiming at strengthening the pupils' appropriation of school subject knowledge (referring to § 1, part 1 in the Act of the Folkeskole), by a more detailed formulation of the national core curriculum (Central Knowledge and Proficiency Areas) and subject objectives. This revision can generally be characterized by a change of focus from planning to evaluation, from formulations like *"the pupils are working with… "*, to formulations like *"the teaching shall lead to the pupils achieving knowledge and skills, …"*. There are, however no changes in the Aims of the Folkeskole or in the aims of the subjects. "Clear Objectives" was scheduled for implementation in the period of Aug. 2003 – Aug. 2005. The Minister has postponed the final treatment of the proposal in the Government (L 130 was put forward in January 2003 and scheduled for passing in April 2003 and "Fælles Mål" was announced as late as June 2003 (Danish Ministry of Education 2003a. and 2003b.)). While the "Clear Objective" initiative has been underway for some time key agents like school/education researchers, consultants, teachers and authors of education material are acting on it.

The greening and global education dimensions, which were introduced in the 1993 Act together with the creative and ICT dimensions, are still central to the Aims of the Folkeskole and evident in the school subjects' aims. Central aspects of greening education, such as the global dimension and the interplay between global and local issues are described in the new national core curriculum. Furthermore the concept of sustainable development is mentioned more frequently. In geography, a new central knowledge and proficiency area is named global patterns, which comprises examples in relation to economy, production, resource-consumption, environment and pollution. Moreover, there is a new formulation about causes to international conflicts, which emphasises the global dimension. The focus on political consumption and the distinction between individual and collective action must

also be seen as highly relevant in relation to both the dimensions of greening education and to the global education.

The Danish Ministry of Education is with "Clear Objectives" sending a strong signal to the schools to focus on competence areas that can be measured or evaluated: how to read, write and count. This necessarily has to be at the expense of strengthening broader competence areas, for example global and intercultural action competence areas promoted by MS (MS 2001a). The description of greening education is together with the formulations on cross-curricular teaching removed from the foreword in the new description of the school subjects' aims, nation core curriculum and curricular guidelines (Danish Ministry of Education 1995 and 2002a.), These descriptions have in practice been an essential support in relation to the teachers' planning of curriculum and teaching. Furthermore, there are examples of a low priority of the dimensions in the new national core curriculum and subject objectives, for instance in the removal of the formulation about conflicting interests in the description of social science, that can be seen as a focal point in interpretations of greening education and global education.

The Gymnasium

The overall aim of the Gymnasium is to provide general education as well as to prepare the pupils for continued studies (Danish Ministry of Education 2002b.). According to the Executive Order on the Upper-Secondary School, part 1, § 1 the school as a whole must: *"enhance the pupils' desire and ability to participate in the general democratic public discussion and commit themselves to factors of importance for democracy"* (1) as well as: *"include aspects that will strengthen the pupils' international understanding and contribute to increasing their environmental awareness"* (4). (Danish Ministry of Education 2002c.)

The greening and global dimensions are evident in the aims described in the executive order, where international understanding and environmental awareness is underlined. The dimensions are also prominent in the descriptions of two obligatory subjects – geography and history with civics - and in the optional subject: social studies. (In the Gymnasium history and social studies are school subjects with a high number of lessons – and are not suffering the time-constrains that these subjects are suffering from in The Folkeskole.) The description of "identity" in *geography* emphasises, *"the interaction that takes place between nature and human activities",* and states that: *"international and global conditions hold a prominent place in the subject"*. The description of aims for the pupils' learning in geography is stressing that the pupils should gain an understanding of *"international relations, including relations between industrialised and developing countries"*.

The description of 'identity' in *history* underlines that the subject gives the pupils knowledge of their *"own cultural background and knowledge of other cultures",* thus giving them an opportunity to *"understand and have an influence on their own world, and they are given a basis for participating in the democratic processes of society"*. The aims for the pupils' learning in history are to give the pupils *"an understanding of historical relations, the interaction between the individual and society and knowledge of various perceptions of historical development and of historical problems"*.

Social studies deals with Danish and international social conditions. The pupils should gain a basis for understanding the interaction between social development and the individual's possibilities to take action, while at the same time strengthening their theoretical and methodical preparation for further education. In the aims of instruction in social studies there is an explicit reference to democracy and to part 1, § 1 in the Aims for the Gymna-

sium: *"the pupils are given an important basis for participating in social discussions and thus for functioning as citizens of a democratic society"*. (ibid.)

Differences between Folkeskole and Gymnasium

The main difference between education policy in Folkeskole and Gymnasium seems to be the underlining of the Gymnasium's role in preparing the pupils for continued studies, and the stronger emphasised selection function in relation to further education and the labour market. Policy documents in both school systems identify critical thinking, democracy and participation as overall aims, and greening education and global education as central dimensions. However, while the Folkeskole suffers from time-constraints in school-subjects particularly relevant to the dimensions of global education and greening education, the Gymnasium has a higher number of lessons in these subjects. A low number of lessons in subjects of particular relevance to the two dimensions, like for example geography, science, social science and history, can be seen as a barrier for implementation of these dimensions in everyday teaching.

2.2 The school system – current strategies and education challenges

This sub-chapter describes three current strategies in the Folkeskole and the Gymnasium: decentralisation, quality assurance and a cross-curricular integration of central education dimensions. Furthermore, the sub-chapter discusses central education challenges in the school systems: the knowledge explosion and the new ways and forums in which knowledge is developed.

Decentralisation strategies

The introduction of local curricula guidelines in The Act of the Folkeskole 1993 is one of the steps in a decentralisation process that has taken place in the school system during the 80ies and 90ies. Decentralisation is often underlined as a prerequisite for democratisation – in order to create possibilities for democratic teaching and learning. Institutions have over the past decades assumed increasingly greater responsibilities for provision of public services. While this has led to decentralisation of decisions directly related to organisation of service delivery it has also been accompanied by increased target and framework steering from central level.

Decentralisation of economy and administration from the state to the local or institutional level brings with it a shift from democratic to market orientationl and from the identity of a citizen to being a consumer (Jarvis 2002). Neo-liberal steering and decentralisation strategies are built on market ideology, where the school institutions within centrally formulated budgetary frameworks are partly economically/financially independent, but where the steering of content in school is characterised by a development towards subject specific knowledge, clear objectives and highly specified objectives for different school levels. This should be seen in relation to the tendency in international comparative evaluations to focus on knowledge and skills, which can be easily measured, and to underplay the more complex competence areas of the core of curriculum such as critical thinking, action competence and social and personal competences.

Quality assurance strategies

Since the mid 1990ies, quality assurance strategies have at an increasing speed been implemented in the Danish school system. They are supported by a number of initiatives from the Danish Ministry of Education, for example through: The European conference: "Quality in Education", during the Danish presidency of the European Union 2002 (Dan-

ish Ministry of Education 2002d.). The action plan "Better Education" aimed at strengthening the proficiency and competence level in upper secondary education (Danish Ministry of Education 2002e.); "Signs of quality in Upper-Secondary Schools" sums up main criteria used in the evaluation of education practice (Danish Ministry of Education 2002f.). The restructuring of the education system is leading to a raising political interest in possibilities to observe the quality of teaching in the decentralised education system. The initiative "Clear Objectives" in the Folkeskole can with its precise formulations of what the pupils should learn, which facilitates pupil assessment, be seen as part of this strategy. The idea behind quality assurance strategies is that the decentralised education institutions have to document the quality of their activities through evaluations, and to communicate the result to the surrounding world, for example by publishing the average marks on the school's homepage. This shifts the focus in the education system from planning and internal reflexivity to documentation of learning achievements and external accountability.

The strategies are evident in the discourse of the Danish Ministry of Education, for example in the following statement: *".... institutions of education, like other public institutions, are confronted with expectations that they will provide information about their work and that they will document the quality of their services in more detail than previously was the case."* (Danish Ministry of Education 1996)

Cross-curricular integration of central education dimensions

Stakeholders in and outside the school system have argued for and against the construction of school subjects dealing with perspectives of greening education and global education, for example as environmental education and civic education. The latter is a school subject in the UK school system but the Danish stakeholders have favoured a solution where the perspectives are integrated into the curricula of different school subjects. This appears to be a wise strategy, considering the competition between the school subjects for resources, and the time-constraints in the smaller subjects. But how and whether teachers interpret education policy into schools everyday teaching is another question.

The strategy of integrating the dimensions of greening education and global education across curricula is based on the assumption that teachers, through activities that create a room and possibilities for reflexivity (for example through in-service training) develop competence enabling them to interpret and use the curricular guideline formulations of the perspectives. Unfortunately, this does not seem to be the case, since very few municipalities have offered this kind of support to their teachers. In particular, the two dimensions challenge the teachers' competence in cross-curricular teaching and in working with other dimensions of learning than knowledge, such as affective elements (motivation and engagement), visions and actions. Organisations such as MS have in relation to this an important function to fulfil in the Folkeskole and Gymnasium. Their efforts in building a national and school based support structure for development education can be seen as absolutely essential in order to enable the greening education and global education dimensions to come on the agenda of the schools.

Discussion of strategies

In an international survey on civic education (Bruun, Johansen & Allerup 2002) in primary and lower secondary schools, the Danish participants stood out by attributing a higher value to democratisation and participation than other countries. The teachers wanted the school to be more oriented towards critical thinking, democracy and active pupil participation. However, only a fifth of the school leaders indicate that their schools have teachers specialising in the area of civic education, and only a tenth indicate that their schools have

special development programmes or projects in this area. Therefore one could conclude that although emphasised in school policy at national, municipality and school levels as well as in the teachers normative expectations of what the school is about and in which direction it should go, civic education and the connected central dimension of global education is not a major theme in school development. This conclusion is supported by another national evaluation of primary and lower secondary school (Mehlbye 2001), indicating that schools are occupied with what can be measured and is measured in the international comparative evaluations (for example TIMMS and PISA in: OECD 2000; Weng og Hoff 1999): reading, writing and counting. The strong emphasis on quality assurance in the school system seems, in other words, to be in conflict with the strategy of integrating central dimensions into the existing curricula.

Education challenges

In the Education Policy Green Paper 2000 two issues are identified as education challenges of the 20th and 21st century. The paper states (Danish Ministry of Education 2000): *"Subjects and competence are being put under pressure. Primarily due to an almost explosive production of knowledge - both from within, across and outside the subjects. The amount of subject matter is becoming more and more enormous and tends to take the framework of the traditional subjects to breaking point. From within, through the production of knowledge within the subject. And from without, through other ways and forums in which knowledge is developed and transmitted."* [underlining added by ed.]. The knowledge explosion and the related education challenges have been – and still are - a major theme in pedagogical literature through the 20th century (see for example Qvortrop 1998).

The other ways and forums in which knowledge is developed constitute a new issue. Thomas Ziehe points out that the education system seems to drift away from the other sub-systems in society, away from claims of knowledge (the science/expert based knowledge) and from "high culture", simply because the school no longer has the power to present high culture and science (Thomas Ziehe: Lecture at The Danish University of Education, May 14th 2003). Young people are closer to popular culture and this presents schools with an education challenge – shall they adjust to popular culture, or introduce the youth to how they can manage new knowledge? Ziehe suggests the latter, since he sees very little potential in the first. He also discusses affective aspects of learning and schooling and underlines the need for a widening of the motivational horizon. Motivation doesn't have to be provided by the teacher– but should also be related to the pupils self-efficacy, i.e. the ability to handle motivation, to motivate yourself in order to transform learning aims into reality.

Ziehe pinpoints here two issues of high relevance for MS' support to development education. Moving closer to popular culture and emphasising motivational aspects seems to be an essential strategy in the content and form of MS education material. This strategy will be discussed in chapter 8, as one of the major dilemmas in MS' support to development education.

Summary

At policy level the Act for the "Folkeskole" and the Executive Order for the "Gymnasium" are found to provide for inclusion of global and green issues and problem oriented, cross curricular based learning, which are the main themes in MS' approach to development education.   A number of references to e.g. green issues and cross curricular based learning has however been removed in the recently formulated "Clear Objectives" ("Klare Mål").

At the strategic level decentralisation and increased focus on quality assurance has led to a movement from planning of learning experiences and internal reflexivity to documentation of learning achievements and external accountability as well as increased focus on subject specific, measurable knowledge, clear objectives and a 'one subject-one teacher-one class' approach to learning. This is negatively affecting inclusion of development issues in the Danish school system in several ways. Firstly, much development education has previously taken place as cross curricular activities and the present development implies that a decreasing number of factors are facilitating cross curricular learning. Secondly, schools are presently occupied with learning, which can – and is – measured in national and international evaluations. This is negatively affecting the inclusion of broader competence areas – such as development issues - which are not centrally placed in subject curricula. Thirdly, in cases where specific curricular references to development issues are indeed made, then it is primarily in relation to subjects, which – especially in the primary school system – have been given a low allocation of teaching hours.

3.   MS' STRATEGIC APPROACH TO DEVELOPMENT EDUCATION IN SCHOOLS IN DENMARK

This chapter describes MS' strategy and approach to development education in schools in Denmark and will thus serve as the basis for a further discussion in chapter 6 of the relevance of MS' approach as compared to the present situation in the Danish school system.

3.1. Overall MS objectives for Development Education

Development Education in relation to overall MS aims

The priority of development education activities is for MS logically following the main objectives for the organisation. (Main objectives and priorities are assessed in other parts of the MS evaluation). The idea is to use the culture meeting "*to provide explanation, reveal causes and create a basis for the transformation of knowledge and attitudes into specific actions*" (MS Programme of Principles, from web-site). MS' Programme of Principles highlights the principles for Information and Solidarity, as it is expressed that MS on the basis of the dialogue between different people and cultures, works in three areas: broad-based, long-term development education work in Denmark; concrete, topical information work and lobbyism vis-à-vis the decision-makers both locally and globally; and support to partners in the South to ensure that they are heard both locally and in the North.

The objective of the broad, general information work is to maintain and increase the Danish population's knowledge of global conditions with a view to create support for Denmark's global development co-operation in general and to pave the way for globally responsible, individual actions in particular. Children and young people who are the citizens and the decision makers of the world of the future are a priority target group for this work. In addition, the information work aims at creating nuanced knowledge of the main areas in which MS is involved.

Development education – an element of MS Global Action Plan 2003-04

MS has formulated a global action plan, which constitutes a common platform for linking prioritised thematic issues between MSiS and MSiN. Education and Development has been chosen as the theme for the MS global action plan for 2003-04 as education and development are being perceived as being interlinked: the type of education and to whom it is available on one hand shapes and enhances the political, economic, social and cultural development potentials, while education systems and practices on the other hand are shaped by the context specific and historical developments of the society.

The overall goals for MS global action 2003-04 are:
1) Increased access to education for poor people in developing countries and;
2) Improved education in the north and the south with a focus on global citizenship and democracy.

These two overriding objectives are supported by related objectives such as: greater political priority and resources to education in the south, increased prioritisation of education in Danish development cooperation, strengthened quality of MSiS activities and more global-oriented activities in the Danish education system.

The main strategy is twofold, firstly, *increased advocacy* in Denmark and in the south to promote learner centred education, global citizenship, intercultural understanding and democ-

racy. In order to enhance advocacy activities MS planned an inter-ministerial seminar in Denmark, which was initially scheduled for February 2003 but had to be postponed until Autumn 2003 and has furthermore planned lobby campaigns and mapping of education activities in Denmark and the south. Secondly, the strategy focuses on *practical education activities* integrating democratic and learner centred methods and linking partners in the north and south, while continuing its development efforts in the south as well as experimental projects in Denmark aiming at enhancing exchange possibilities between institutions in Denmark and the south.

MS highlights four education areas in which it is presently active, namely:
1) Primary and secondary formal education in the south
2) Vocational education and training in the south
3) Lifelong learning and civic education in the south
4) Development Education in Denmark based on issues and experiences generated from the south

MS is thus aiming at capitalising on synergy between activities in the north and the south and has planned a multitude of activities of practical nature including web-based information campaigns and study tours and exchange visits. In Denmark, MS has specifically planned for schoolteacher courses, production of thematic issues of ZAPP, Kontakt and MS-Revy as well as internal and external information campaigns (MS 2003a).

3.2. MS' approach to development education in Danish schools

MS' specific *objectives* for development education is to enhance the understanding of increased social and economical justice at a global level and the necessity of cultural pluralism and enhanced inter-cultural cooperation to ensure that Danes have a global and intercultural competence enabling the individual to experience own identity as comprising different national, ethnical and linguistic cultural references (MS 2001a). In light of the increasing globalisation and in reflection of UNESCO's declared "Learning to Live Together" approach to lifelong learning, MS perceives development education as contributing to development of *global and intercultural action competence.*

The *strategy* for pursuing this is twofold. The first leg of the strategy is to facilitate that *global perspectives are integrated into different subjects at all levels in the Danish school system* by ensuring that the subjects focus on democratic, intercultural and ethical aspects. The justification for this strategy is that MS perceives globalisation as intersecting all aspects of life and global perspectives can therefore not meaningfully be dealt with in isolation as a specific subject in the curriculum. In order to facilitate that global perspectives may be included in various subjects in the Danish school system, MS points at the importance of carrying out a more detailed and in-depth analysis of the present way actual teaching is being carried out and of the curricular requirements of specific subjects. MS is furthermore suggesting that a cross-ministerial working group follow the analysis and make long term plans on how global dimensions can be integrated into all levels of the Danish education system. This analysis has not yet been accomplished, but MS has outlined how global dimensions could be integrated into a number of subjects. It should, however, be noted that this has only been done in brief and at a very general level and not directed towards the curricula for the different levels in the education system. While the strategy on integration of global perspectives into a number of subjects may be in line with the present "Folkeskolelov", it is, however, an open question whether it reflects today's reality in the Danish school system (see chapter 2 and 6).

The second leg of the strategy is that *new pedagogical approaches should be promoted* and characterised by:

- Intercultural perspectives should not only be part of the teaching but a method based on utilisation of cultural plurality among the pupils;
- Critical pedagogy providing more questions than answers allowing the pupils to develop opinions and mastery of tools enabling them to make personal choices as global citizens;
- Utilisation of ICT enabling the pupils to search and use Danish and international information on global perspectives.

These pedagogical principles may be well in line with the intentions of the Folkeskolelov. The question is, however, to which extent these intensions have manifested themselves into actual teaching practices in the Danish education system. MS appears to have some doubts about this, as it recognises that the most critical of all pedagogical challenges is to develop knowledge and methods among the individual teachers on how to promote cooperation between subjects enhancing cross curricular and global dimensions (MS 2001a).

3.3. MS' implementation of development education in Danish schools

Scope of MS' implementation of development education

MS' self-perception is that it - due to its multi-facetted nature - possesses a number of comparative advantages in relation to carrying out informational and development education oriented activities. as it is having many diverse professional resources, has good external contacts to users as well as other suppliers and is in a unique position to combine development education with membership activities, advocacy etc.

MS' support to development education is financially primarily – but not solely - based on Danida grants for informational activities ("Oplysningsbevillingen"). Development education is thus covered in the same grant applications and *the scope of development education is widely seen as falling within the overall scope of information activities*, where MS has identified two main challenges. Firstly, the challenge of *"super-communication"* where the acceleration of information generation leads to an ever increasing competition of the attention of the prioritised target groups. The target groups may as a result of the overwhelming amount of information they meet personally be in doubt of what information is relevant to their particular life situation. Secondly, *information on 3rd world issues has over the past decade increasingly been professionalised and confined* to discussions between experienced experts, thus making it even more difficult to reach common people with highly complex issues. MS' response to these challenges is to aim at further targeting its information activities. This also implies a further differentiation of target groups as well as further focus on enhancing synergy between activities in the south and the north. The increased need for getting the attention of the target groups will be met through major campaigns capitalising on MS' synergy from its diverse portfolio carried out in cooperation with other organisations and the need for differentiation will be met through smaller, person based initiatives directly targeting prioritised groups and sub-groups. (MS 2002a)

Specifically with regard to *development education* MS is at the strategic level aiming at maintaining its support to development education (MS 2002a). This can be regarded as a rather neutral ambition and may reflect that MS is acknowledging that factors such as crowded curricula and high focus on EU related issues rather than 3rd world issues are limiting its possibilities for expanding its support.

MS has deliberately paid less attention to grade 1-6 in the primary school system, as *grade 7-10 have been prioritised as the main focus* (MS 2002a and MS 2001b). Based on a MS initiated review of the upper secondary level, MS has in recent years given increased priority to this level as well as to the adult level as part of lifelong learning. Recently, MS has also started activities with youth clubs etc. MS has furthermore enhanced its focus on teachers and teacher training college pupils in order to prepare them for working with development education. It should be noted that while this diversification of support to development education may be considered as an increased differentiation and thereby in line of the overall strategy for MS' information activities there is also a risk that MS may stretch its resources to thinly. A narrowly defined balance between diversification and differentiation therefore has to be made and maintained.

Reflecting its overall approach to develop major campaigns with other organisations supplemented by smaller more personalised activities, MS has launched materials together with other organisations such as Fagligt Forum, Uland.dk Culture and Development Network etc. as well as more personalised activities such as storytellers. With regard to media MS has actively pioneered towards developing materials integrating a variety of different media (see chapter 4).

MS' Strategy for the publishing department

MS' publishing department is supported by school consultants the organisational corner stone for MS' support to development education and its role and functions are therefore briefly analysed below.

The publishing department (and the school consultants) have in recent years been affected by budgetary cuts and a substantial number of staff has subsequently been retrenched. The publishing department comprises a shop, a publishing section and a graphical section, which to a much higher extent than other parts of MS are based on funds generated from commercial activities. It should be noted that of the three sections only the graphical section is capable of operating on a commercial basis (MS 2001c). The publishing department has therefore over the years to a higher extent than other parts of MS adopted a commercial approach to its development, and in 2001, it developed a marketing plan for the promotion of MS services.

The fact that the publishing department financially is (partly) based on income generating activities, while at the same time servicing other parts of MS, has led to an internal discussion of the role of the department. Three scenarios have been discussed (MS Forlagsafdeling handlingsplan, 2000): In scenario 1, the department would provide editing, graphical support, marketing and PR of materials decided by other parts of MS. This would most likely lead to a reduction of media or target group coverage due to diminishing resources. In scenario 2, the department would be registered under two different publishing names enabling it to continue producing material reflecting MS' profile under one name and at the same time to produce material together with other organisations reflecting joint profiles under another name. In scenario 3, the department would be converted into an independent company servicing MS as well as other clients.

It was decided that the role of the publishing department should reflect scenario 2, as it was found that advantages from being an integrated part of MS and thus being able to draw on the synergy from the multi-facetted aspects of the organisation was of high importance. This, however, also points at the role to be performed by the publishing de-

partment. Is it primarily expected to produce material incorporating messages reflecting MS' norms and priorities – or should it produce material together with other organisations reflecting joint priorities – or material primarily reflecting the requirements of the user? While the publishing department in its strategy is aiming at meeting the requirements of the user, it has been discussed internally in MS whether MS' positions in terms of material production and marketing should be given a high profile for the sake of increasing the knowledge about the positions of the organisation or, whether such positions should be diluted as to meet requirements in the Danish education sector. In this way MS support to development education through production of material has a direct link to classic dilemma for many NGOs, namely how to find the balance between joint efforts with other organisations and meeting the requirements of the users and at the same time not loose the profile of the organisation.

Summary

In conclusion it can be said that MS aims at promoting development education as an *overall theme in its global action plan for 2003-04 on Education and Development* and thereby link development education activities in Denmark and the south while maintaining a focus and priority on education activities in the south.

MS' approach to development education is aiming at incorporating development education into various subjects at all levels of the Danish school system is in line with the present Folkeskolelov. It is, however, an open question whether it after the introduction of "Clear Objectives" reflects today's reality in the Danish school system (see chapters 6 and 7 below for a further discussion). MS is furthermore advocating for a new and critical pedagogy, which also reflects the intentions of Folkeskoleloven. However, as MS also points out, then the teachers' ability to incorporate development education issues into existing subjects may also be the most critical challenge to be addressed, if development education is to be further used in the Danish school system.

The actual scope of development education should be seen in light of MS' overall information activities, where MS has concluded that information activities in the future have to be more focused and differentiated. MS' support to development education has in recent years diversified and MS has to strike a balance between diversification into different levels of the school system and focused differentiation of material production.

The present *role of the publishing department* in MS allows for publication of material publications representing MS' perspectives as well as other materials.

4.   EFFICIENCY OF MS' SUPPORT TO DEVELOPMENT EDUCATION

Based on a perception of efficiency as comprising *the professional quality* of material produced by MS as well as the *distribution and marketing strategy* applied by MS for securing that the materials will be used, a sub-study was carried out (for methodological approach please refer to Annex 2).

4.1. Review of professional quality of MS' material

Efficiency does therefore not carry any connotation linked to utilization of the material (see description of effectiveness in chapter 5) and the sub-study has therefore not focused on the achievement of action competence but rather on one particular element of action competence, namely insight and knowledge, which can be identified through review of the *professional quality* of the material. The concept of *insight and knowledge* has therefore been further refined by including four sub-types of knowledge, namely *data-oriented knowledge, the understanding-related knowledge, the attitude-oriented knowledge, and action-related knowledge.* The main approach has been to review how material from MS can qualify teaching and learning according to the aim and content of the curriculum in the Primary Education according to Folkeskoleloven. The reviewed material represent different levels and is linked to various specific subjects in the schools such as Geography, Social Science, and Nature/ Technical Science and in problem-oriented project methods. The target groups are mostly pupils from grade 4 – 7 and grade 8 – 10.

In general, the MS material is found to have a *high quality concerning the layout and printing.* The education material has a strong appeal to the target group and can easily compete with other books and education material on the professional book market. MS is widely recognised for producing material of high professional standard and was in November 2001 awarded "Børnekulturprisen" by "Frie Grundskolers Lærerforening" for world.dk. The reviewed material also represents good combinations of traditional books, video, audio, picture – slideshows, text and integration with new media like the Internet. MS is also recognised as being capable of using and combining new media and was in competition with major companies like Nike in March 2003 awarded the "Guldkorn" prize by TV2, Danish Advertisement Association and "Børsen" in the category of innovative cyber-campaigns for the democracy net-based game "Global Island".

In general, the reviewed MS' material gives a *good and inspiring insight into other cultures* and the way people – and specially children and youth - are fighting for their identity. The content of the produced material appeals first of all to the pupils' appreciation of *data and attitude related knowledge* while development of the pupils' *understanding of global causes and effects integrated with action knowledge* to a high extent is left to the teachers. The MS material appears to be based on the assumption that the teachers are well acquainted with the themes as well as the pedagogical and didactical measures required for utilising the material. This assumption may not always be fulfilled, as recent studies (Geospørg 98) indicated that only app. 1/3 of all teachers teaching Geography has a line specialisation in that subject. MS' material does not adequately support the teachers' planning competence, as most of the teachers' guides are not very accurate nor directly linked to the teachers' actual responsibilities as stipulated in the Ministry's guidance on the interpretation of the Act from 1993. It is especially difficult for the un-experienced teachers to handle the MS material in themes and projects where the aim is cross subject orientated.

Although the publications from MS give good inspiration to the pupils, they generally need rather demanding efforts to develop the pupil's global action competence. The topics covered by the material are generally found to be interesting and reflecting major current international trends and events. This may facilitate broad use of the material, but it also increases the needs for pedagogical adaptation and planning by the teachers and thus possibly reduces the actual use of the material.

4.2. Distribution and marketing

The study also revealed that MS generally undertakes *professional marketing* of material and has developed good support mechanisms. Internally, MS has in many cases established "peer groups" comprising teachers from the school system who formulate ideas and provide feedback on the content and distribution of materials produced by MS. Externally, MS has developed good linkages to the two main distribution channels through provision of news letters to school librarians and the county centres and through implementation of courses for interested librarians and teachers.

MS is on a current basis monitoring the use of its printed material through sales figures and statistics and use of web based material through hit counts and feedback from users. As MS material is distributed through many different channels e.g. also private bookshops and as schools frequently place joint orders, it is, however, difficult for MS to asses who the actual users are and which distribution channels they have used. MS is therefore occasionally implementing more qualitative monitoring of distribution and utilisation of selected material. In light of the structural constraints characterising the low level of transparency in the Danish book market, MS's efforts towards monitoring use of material is found to be adequate.

4.3. Conclusions on the efficiency of MS' support to development education

Generally, the *layout and quality of MS' material is very high* and the combination of media innovative. The editorial profile of the reviewed material, e.g. selection of themes and case stories is together with the modern layout and use of new media facilitating *motivation* on the part of the reader. Many of the themes are rather complex and the study suggests that the reviewed material does not fully support generation of *deeper understanding* of complex development dynamics and general interpretations and conclusions are based on isolated case stories.

Strategically, MS wants to develop the "global dimension" within all subjects and this may appear to be relevant as compared to the intention in the present Folkeskolelov, which is promoting inclusion of global perspectives into subject as well as cross curricular learning activities. But this ideal for integration of global issues is not fully realised in many schools as the education priorities in light of the recent formulation of "Clear Objectives" are on traditional subjects such as Danish and mathematics and financial priorities are favouring purchase of ICT rather than education materials.

The material produced by MS is often addressing informational and attitudinal concerns of global issues and at the same time aiming at achieving education purposes. This is in one-way a strength as it allows the material to be used for multiple purposes. However, it is also a weakness as it limits the possibilities for designing the material to be used for specific education purpose. This may call for MS to consider producing material, which is

more focused on the relation between the purpose and the actual use of the materials by the teachers in the classes.

The actual use of the material does not seem to fully reflect the otherwise good marketing of the material. There may be many factors outside the influence of MS causing this, e.g. crowded curricular and increased foci on traditional subjects such as mathematics and (Danish) language. Reduced schools budget for purchase of education materials is also an important factor as the school budgets for purchase of education material in Denmark has been reduced from 6 % of the total budget in 1980 to 2% in 2003. (Brancheforeningen for Undervisningsmidler 2003). Finally, MS is also facing hard competition from many other organisations and government institutions, which are trying to persuade teachers to take in extra curricular subjects.

However, given this context, it is recommended that MS utilizes its core competence in material design and development by further focusing its production as there otherwise may be a risk that MS will produce too much material of general nature at the expense of producing tailor made material reflecting curricular requirement for selected subjects. This will be further discussed in subsequent chapters.

5.   EFFECTIVENESS OF MS' SUPPORT TO DEVELOPMENT EDUCATION

Based on the concept of action competence the effectiveness of MS' material has been reviewed through two studies investigating user (teachers and pupils) perception of the outcome generated from using MS' material in learning situations.

5.1. Perception among grade 9 school teachers and pupils on MS' material

With the aim to assess the effectiveness of MS' material in supporting learning processes, a sub-study on grade 8-10 teachers' and pupils' perception on the MS magazine: ZAPP: Power or Suppression: TOTAL GLOBAL and the web site: *zapp.ms.dk/globalisering* was carried out (See annex 3 for further information). The sub-study suggests on the basis of the criteria connected to the four elements of action competence described in chapter 1. following:

In the *pupils' opinion* the magazine offers the knowledge they need about the world and in order to act. They are particularly impressed by the magazine's form, where concise information, fact boxes, lengthier articles, pictures and layout in a "youthful" tone is able to provoke them in a variety of ways, capturing their interest and igniting their curiosity. With regard to content it is their opinion that the material presents an abundance of relevant information through short statements and timetables etc. The only reservation expressed is related to the longer articles where the pupils point out that these types of texts could perhaps have a tendency to be boring and loose the interest of younger readers. When addressing the application of the material they are more reluctant in their discussions and written contributions. The pupils are most positive regarding the section on project examination, found on the pupil's web pages, while the information and links presented at the general part of the website is assessed to be at a level not yet attained by the pupils.

For the *teacher and the consultant* the decisive strength of the magazine is encapsulated in the way in which the content is presented. Their assessment of the content itself is not positive - the most severe critic is presented as follows: The teacher emphasises that the structure of the magazine does not seem to be logically built up, which makes it hard to use in a structured teaching oriented towards fulfilling the requirements in the national core curriculum. She also points out that the magazine in all its officiousness is risking to come forward as flickering and confused – and is to some extent giving the pupils "stones for bread", since explanations related to why things are as they are or why they have developed in this manner are not prominent in the magazine. The consultant's overall impression of the magazine is that it through its examples and priorities is "selling" attitudes and points of views more than giving arguments and explanations that goes beyond the current situation. The focal critic point of the consultant is that the magazine is putting high demands on the teachers' ability to apply relevant perspectives and to elaborate on the content.

Teaching processes aiming at action competence cannot solely be guided by teaching material – no matter how qualified it is. The Study Team believes, however, that different kinds of material can contribute to situations and communication that may promote or hinder development of action competence. Indeed the sub-study indicates that the maga-

zine on its own does not suffice with regards to the criteria related to action competence: Insight and Knowledge, Commitment, Vision and Action experience.

Insight and Knowledge

The analysis shows that the material by itself doesn't give a basis for a discussion of the causes and effects of global issues, nor provides the pupils' with a basis for working with these issues from different points of views. The main problem formulated in the study is that the material does not include arguments and preconditions that can contribute to the pupils' understanding of why differences in interests and opinions are occurring and which consequences these differences can have – politically, economically, socially and culturally.

Commitment

The material is found to be exciting and meaningful for the pupils, although a bit over-whelming when it comes to showing other young people's enthusiasm and self-confidence. The material may contribute to the pupils' development of engagement and motivation in trying to understand their own life and the surrounding (global) world. The question raised in the study is, however, whether a material like Zapp, mainly directed at engaging pupils and urging them to take action, is reaching its objectives. For the "souls of fire", the magazine is without any doubt promoting further actions by giving information about action possibilities. But for the majority of the pupils the result might be opposite, if they feel alienated by the overwhelming enthusiasm and self-confidence the young people in the examples are giving proof of.

Vision and Action experience

Although the group of pupils involved in the sub-study is used to think of work with visions and to imagine other realities, they do not seem to connect to the globalisation theme. A possible explanation offered in the study is that the issues that the magazine raise are simply too big for this age group. The examples used to illustrate action possibilities are picturing an older youth group (18-22 years). Although the magazine is full of suggestions on action possibilities and information on where to get started, there are not many possibilities for the pupils in the age group 14-15 to try this in situations that are easy to overcome. The pupils in the study are, according to their teacher, used to take responsibility and act accordingly, but in their responses hardly any pupil mention action possibilities. The pupils have underlined that the magazine's suggestions of activities and actions is useful information and worthy of inclusion, though they do not feel directly encouraged to act personally

5.2. Perception among high school teachers and pupils on MS' material

MS has in recent years gradually paid increasing attention towards producing material for the upper secondary level in Denmark (College and Vocational level). Besides various material developed for multiple use MS has developed material designed especially for high school level teaching in particular and made it available at web-site http://www.ms.dk. A review of teachers' and pupils' perception on four themes on the site and of how well this teaching material in light of the concept of action competence supports the learning processes of the pupils in the subjects of society studies and geography has been carried out as a sub-study (see annex 4 for further information).

In general the teachers and pupils agree that the material is relevant, interesting and well - arranged. They find the themes to be very suitable for teaching and for project- work in particular. The teachers agree that the Internet is more suitable than magazines like 'Kontakt' as a source for learning. Magazines are too expensive and the Internet carries many more opportunities than paper-material. Moreover, the working conditions in the schools have improved during the last few years, so they no longer limit the possibilities of using computers for individual – or group-based projects.

Insight and knowledge

The teachers disagree on the matter of how much *insight and knowledge* pupils get from working with the material. Some of them think that pupils benefit substantially from using it, whereas others focus on the fact that there is a general lack of empirical data possibly reducing the learning outcome for the pupils. All teachers agree that the material carries many normative statements and they all emphasize the importance of making pupils aware of the world views presented in the material. Some of them are worried that pupils will not be able to distinguish between normative views and empirical information in the MS material, and that the normative views will make the pupil less independent in their way of thinking as perspectives alternative to those of MS are not included in the material.

The curriculum for the high school is based on a taxonomy, where pupils besides being able to present and apply key issues included in the curricula should also be able to critically compare different approaches and perspectives on the issue in question. This should be seen in light of the high schools' role as qualifying pupils for further studies. The pupils do not share their teachers' worries about the normative statements of the material, but many of them admit to share the same world view as the material.

Commitment and action experience

On the issue of *commitment and action experience* the teachers conclude that pupils are encouraged to make a commitment to change the state of things through the material. They have not, however, had any action experiences while working with the material. The pupils confirm this information. However, one of them joined ATTAC after having used the material.

Vision

With regard to *vision* it is the teachers' opinion that there are good examples of alternative scenarios for the world in the material. They find that the pupils have every opportunity to develop visions of a new world. For most pupils the transformation from scenario to vision has, however, not taken place. Most of the pupils wish to change things, but they do not know what to change and how this change process can take place. Nor do they think that they themselves can make much of a difference.

The sub-study indicates that it certainly appears justified for MS to produce material for high school level education, and that the themes chosen are both relevant and suitable for teaching.

5.3. Conclusion on effectiveness of MS' support to development education

The findings in the sub-studies on perception among teachers and pupils on the effectiveness of the MS material can be summarized as follows:

Generally, *the pupils find* the layout and content of the material interesting and are motivated to work with the thematic issues presented in the material. They do also appreciate the perspectives and normative statements presented in cases in the material but do have problems in associating themselves with the actions proposed by MS in the material.

The teachers do to a high extent share the pupils' appreciation of the layout and believe the choice of themes facilitates motivation but they have mixed opinions on whether the material provides enough knowledge about underlying causes. Although the material possesses potentials for motivating and actively engaging the pupils, it is critical that the knowledge dimension is not found to be adequately addressed. The teachers furthermore find that the material cannot "stand alone" as considerable pedagogical planning on the part of the teachers is required. The consultant in sub-study 2 points out that the material is favouring attitudes at the expense of arguments and explanations and suggests that alternative perspectives as well as information enhancing understanding of deeper lying structures could be included.

The material may be considered as a worthy point of departure for young people to engulf and involve themselves in problems around the world. As teaching material, it is important that MS takes into consideration both the criteria in the national core curriculum and the time-constrains in everyday's school life. The studies suggest that use of the material would be facilitated by ensuring that it to a higher extent would reflect curricular requirements and would be supported by "tools" enabling the teachers to apply the material.

The *curricular requirements,* especially at high school level, focus on inclusion of empirical data as well as the pupils' ability to critically assess different sources of information and the world-views presented by different sources. MS may therefore consider adding empirical information (e.g. of popular scientific nature where applicable) to complement the existing themes; to make it clear what information is normative and what is empirical; to complement the normative articles with different generic explanatory models for development problems and articles (or internet-links) which represent other perspectives than those of MS. Finally, the findings suggest that MS may concentrate its efforts even more on IT material, as this – especially at high school level - is the preferred media for both pupils and teachers.

In relation to primary and lower secondary school level MS may consider: to maintain and develop the communicative elements; to choose the themes in relation to more precise target group formulations; to analyse the chosen themes in relation to curricular demands in the school system, especially in relation to the formulations of "Clear Objectives"; to strengthen the teaching/instructing part of material and to strengthen the synergy between the printed material and corresponding web sites.

Please refer to 7.2. for further discussion of impact derived from use of MS material.

6.   RELEVANCE OF MS' STRATEGIC APPROACH TO DEVELOPMENT EDUCATION

Based on previous chapters of this report the relevance of MS' strategy for supporting development education will be further discussed in this chapter.

6.1. Relevance of MS' strategy as compared to present education policies

As described in chapter 3, MS' strategy to development education can be summarised as being based on the precondition that 1) it is possible to integrate development education into various subjects at all levels of the education system, 2) that development education can be addressed through cross curricular activities, and 3) that new more critical pedagogical methods can be applied. MS is furthermore anticipating that teachers' ability to integrate development education into existing subjects and to work on a cross curricular basis is the main challenge.

The Folkeskole

This strategy is in line with the intentions of the Act of the Folkeskole of 1993. It is, however, more questionable whether MS' strategy is reflecting today's education policies, as the formulation of "Clear Objectives" marks, (as described in chapter 2.1.), a shift from education planning of learning experiences to documentation of learning achievements and thereby to competence areas, which can be measured. The effect of "Clear Objectives" has led to increased focus on how to read, write and count at the expense of cross curricular activities or activities not centrally placed in curriculum for the individual subjects. In many cases subject curricula do not include any references to development educations. Subjects where references to development education indeed are made – such as geography – are characterised by having low allocation of teaching hours of which a high proportion is used for addressing themes more centrally placed in the curricula – e.g. natural-geography.

The Gymnasium

MS' strategy is in line with the aims of the current Executive Order in the General Upper-Secondary School, which is specially emphasizing democratic, international and environmental objectives. The curricula of subjects such as history, geography and the optional subject of social studies is furthermore providing possible framework from inclusion of development education. It should, however, be noted that while a substantial number of teaching hours has been allocated for history and socials studies, only very few teaching hours have been allocated for geography, and that the Gymnasium does not have strong tradition for cross-curricular activities.

6.2. Relevance of MS' strategy as compared to current education strategies

Decentralisation

The current *decentralisation strategies* characterised by decentralised decisions within centrally formulated overall targets and frameworks are affecting both the Folkeskole and the Gymnasium. The schools are within overall financial frameworks, which are often based on taxameter principles, responsible for their own operations – and thus also competing

for pupils in order to maintain budgets. The budgets for purchase of education material have decreased from 6% of the total school budgets in 1980 to only 2% in 2003, which besides education material also covers expenses related to the purchase of ICT and video equipment. MS is therefore together with other material providers competing for scarce resources, where decisions on actual purchase are made on the individual school. MS has developed a network for school librarians. Since quite a few of the decisions on material purchase is made by teachers committees in the different education fields, MS may consider strengthening the network to teachers directly involved in purchase decisions, especially in the education fields emphasising greening and global education, such as science and social science.

Quality assurance

The increased focus on international comparative evaluations, requirements for national publishing of school examination results and need for attracting pupils to maintain budgets have led to increased focus on knowledge and skills, which can easily be measured at the expense of more complex competences. MS' perspectives are – although in convergence with the central perspectives formulated in the Act of the Folkeskole and in the Executive Order on the Upper-Secondary School - under pressure in a school system organised through a single-subject approach, and where the school subjects with a high number of hours – like Danish and mathematics - are not particularly preoccupied with the central dimensions discussed above.

Cross curricular integration

MS' declared strategy is to develop material, which can be integrated into various subjects as well as being used for cross curricular activities. While reflecting initial intentions of Folkeskoleloven of 1993 the current changes in the Danish school system are not supporting this strategy. It is also a question whether the material produced by MS is effectively strengthening cross curricular teaching. MS' support to development education is financially - primarily but not solely - based on Danida grants for informational activities ("Oplysningsbevillingen"). The actual scope of MS' material can therefore be seen in light of MS' overall information activities and reflects only to a certain extent curricular requirements for targeted subjects. While this facilitates flexible use of the material in multiple settings, it may also be at the expense of providing material, which is tailor made and easily used by the teacher. MS has very appropriately concluded that information activities in the future need to be more focused and differentiated.

MS traditionally focused on developing material for grade 6-10 but has in recent years diversified into upper secondary and adult levels. While it as discussed above may be justified to diversify into e.g. the upper secondary level, where project oriented and cross-curricular learning is being promoted, MS should also be cautious of not spreading its resources too thinly. MS therefore has to strike a balance between diversification and focused differentiation.

Role of the teacher

As described in chapter 2 teachers are through personal reflexivity on how to plan and implement teaching in light of ministerial regulations key agents for inclusion of development education in the Danish school system. MS has also identified the teachers as the most critical factor. It should, however, be noted that MS' implicit assumption that the teachers are willing as well as capable of including and integrating development education in their teaching for a number of reasons is questionable. A national survey (Geospørg 98) indicates that less than 1/3 of primary school teachers in geography, which is a subject

likely to include development education, has a line specialisation in that subject. Less than 1/5 of the Danish schools involved in an international survey on civic education (Bruun et.al. 2002) indicated that they had teachers specialised in that area. Due to the reduction in budgets for teacher in-service training on subject related issues, MS has also experienced a gradual decline in the number of teachers participating in its in-service courses on development education. The question is furthermore whether MS through a teacher focus can address the consequences of more detailed objectives defined by the Ministry of Education, decentralisation and increased focus on quality assurance or whether alternative foci have to be added (see chapter 7.2.).

Role of the publishing department

The present role of the publishing department in MS allows for publication of material representing MS' perspectives as well as other material. MS therefore has to find and maintain a balance between priorities given to materials with a high MS profile for the sake of increasing the knowledge of the organisation and dilution of its profile as to meet requirements in the Danish education sector. Presently, the education material market is characterised by commercial publishers (Gyldendal etc.) paying relatively little attention to global issues and subject oriented publishers (Geografi og Biologi forlag etc.) specifically focusing on production of material meeting curricular requirements of specific subjects, and MS may subject to clarification of scope of future material have to reconsider its position on the commercial market.

MS is also facing competition from other government sponsored organizations as well as from Danida itself. Although a certain division of work between MS and Danida is evident, there are also many examples of production of overlapping publications, which generate unnecessary competition. Strategies for development education and information activities are outlined in MS' applications and it is proposed that these are discussed further by Danida and MS as to enhance optimum division of work between the two parties. The mission team is aware that Danida's strategy for publication and information activities presently is under review internally in Danida. Subject to the outcome of this process it is recommended that core competence areas of MS (and other NGOs) are utilized, which in the case of MS' track record may include enhanced involvement in production or quality control of publications and provision of pedagogical advice.

Super-communication as a key information/education challenge

MS has identified *"super-communication"* as a main challenge, as the acceleration of information generation leads to an ever increasing competition of the attention of the prioritised target groups. The target groups may furthermore, as a result of the overwhelming amount of information they meet, personally be in doubt of what information is relevant to their particular life situation. MS' response to these challenges is to further target its information activities. This also implies a further differentiation of target groups as well as further focus on enhancing synergy between activities in the south and the north. The increased need for getting the attention of the target groups will be met through major campaigns carried out in cooperation with other organisations and the need for differentiation will be met through person (i.e. DW) based initiatives directly targeting prioritised groups and sub-groups.

6.3. Conclusion on relevance of MS' approach to development education

MS' *strategy on integration of development education* into several subjects and into cross-curricular activities to development education is very relevant as compared to the intention of Folkeskoleloven of 1993. This is, however, being undermined by the consequences from the formulation of "Clear Objectives", decentralization and the increased focus on quality assurance accompanied by increased focus on measurable core competences.

MS' assumption about teachers being qualified to use the material is questionable, as a rather limited number of teachers have formal qualifications or participate in teacher courses on how to use the MS material. MS may therefore have to consider developing a strategy for broader support structure (see chapter 7.2.).

MS material for development education should be seen in light of the general information activities carried out by MS and does only to a certain extent reflect curricular requirements for targeted subjects. While this may facilitate flexible use of the material in multiple settings, it may also be at the expense of providing material, which is easily used by the teacher. MS has very appropriately concluded that information activities in the future need to be more focused and differentiated. MS has at the same time diversified into other parts of the Danish education system, and MS has to strike a balance between diversification and focused differentiation in order not to stretch its scarce resources too thinly. MS also has to maintain a balance between priorities given to material with a high profile for the sake of increasing the knowledge about the organisation and dilution of this profile as to meet requirements in the Danish education sector.

The role of the publishing department of MS on the commercial market has to be reassessed as MS is facing increased competition from other commercial publishers. Although a certain division of work between MS and Danida is evident, then there are also many examples of production of overlapping publications which generate unnecessary competition. Subject to the outcome of the present review of Danida's information strategy, it is recommended that core competence areas of MS (and other NGOs) are utilized, which in the case of MS' track record may include enhanced involvement in production or quality control of publications and provision of pedagogical advice.

7.   IMPACT OG SUSTAINABILITY OF MS' SUPPORT TO DEVELOPMENT EDUCATION

This chapter will – based on the findings of the efficiency, effectiveness and relevance of MS' support to development education discuss the impact and the sustainability of MS' support to development education.

7.1. Impact

The Terms of Reference highlight that impact should be seen in light of which pedagogical dimensions, under which preconditions, and by which criteria MS' support to development education can be said to have led to *causal effects.* As described in chapter 1, it is very difficult to identify clear cut cause effect relations when it comes to learning processes, and action competence was therefore used as a criterion for reviewing MS material. It should also be noted that learning effects cannot be attributed to any single factor and that education material cannot direct learning processes, but only facilitate – or reduce – the chances for achieving action competence.

In the Folkeskole, the sub-study on use of MS' material at lower secondary level (see annex 3) suggests that the pupils found the layout and content of the reviewed MS material interesting and that *insight* into the actual theme covered by the material as well as *commitment* were achieved. While the pupils found that the material facilitated appropriate learning impact, the teachers found that *deeper insight* into the underlying structures and complex interrelations characterising the themes presented in the material as well as the relation between the theme and other issues were not fully achieved nor was *vision and action experience.*

At the Gymnasium level, the sub-study on use of MS material at upper secondary level (see annex 4) also suggests that the layout and content of the reviewed MS' material were found appealing, and that pupils felt that *insight and commitment* were achieved, while *vision and action experience* were only partly achieved. The teachers had mixed opinions on this, as several found that appropriate insight into complex interrelations had not been achieved. One reason for this was that normative statements included in the material by some were found as facilitating higher commitments and by others as not being distinguishable from empirical information and thus not allowing the learning process to meet curricular requirements.

This difference in perception of impact reflects the present challenge of popular vs. curricular approach to learning (described in chapter 2 and further discussed in chapter 8). Pupils are influenced by popular culture and may perceive learning differently from teachers, who are mostly embedded in a curricular culture, where the school is seen as the arena ensuring appropriate learning according to curricular standards.

With regard to the criteria connected to action competence two sub studies (see annex 2 and 3) indicate a rather strong emphasis on normative aspects of learning – in this study formulated as commitment – in the MS material. This can be seen as a major asset, since motivation is essential for pupils to involve themselves in changing their life situation and in creating a dynamic society. However, the teachers and consultants are missing different dimensions of knowledge in the material, hereunder facts and especially knowledge about

underlying causes. While other dimensions of knowledge can be found in the material, such as knowledge about action possibilities, the teachers and consultants do not range these dimensions as highly as the above mentioned knowledge dimensions. One reason for this is that motivation even when supported by knowledge of action possibilities is difficult to apply relevantly if deeper understanding of underlying causes is not adequately developed. Especially knowledge of underlying causes is important, since it relates to the formulations about being critical, which is central in the aims of the Danish school system. The studies find that MS material includes visions as well as examples of actions and description of action possibilities, although these elements of action competence, according to the teachers and consultants, do not seem to "work" well. The fact that the pupils do not recognise themselves in the material is offered as an explanation.

A general conclusion from both the Folkeskole and the Gymnasium is that the MS material in particular was found relevant and useful in connection with *project work*. Project work is also a formal examination requirement at both Folkeskole and Gymnasium level. MS may therefore consider further producing material – printed and especially web-based - to be used for project work.

The sub-studies furthermore suggest that impact was particularly achieved in learning situations, where the *teacher carried a personal commitment* and interest in the subject, and MS may consider further enhancing its present training and informational activities specifically targeting teachers.

7.2. Sustainability

The Terms of Reference stipulate that criteria such as whether effects on pupils are long lived or soon forgotten, and whether teaching abilities of teachers have improved over time should be used for reviewing sustainability. As time limitations did not allow for any tracer study on sustainability of learning effect on pupils or teacher improvements, the Study Team has chosen to review the sustainability of MS support to development education in light of development of adequate support structure.

In a research report on "Learning for Sustainable Development in Europe " (Wickenberg 2000), five elements of supporting structures were identified as being critical for inclusion of new thematic issues in the education sector:

1. Clear objectives allowing for inclusion of the thematic issue and clear definitions of key competence related to the thematic issue formulated by authorities

Although objectives for greening and global education have been formulated by central authorities, clear definitions of key competence connected to these objectives have not been formulated. Inclusion of development education is therefore widely depending on school's acceptance of support from external organisations and MS has here a very important role.

At *central level* the most important gate keeper is the Government and the Ministry of Education setting up a frame-work for the content in the school systems by defining national school policy, which are interpreted by consultants on national, regional and local levels (the ministry's consultants, the counties' and municipalities' consultants), who offers support to the school systems.

MS was active in "pushing" the greening education and the global education dimensions in connection with the reform of the Folkeskole in 1993, hereunder when the proposals connected to the reform where treated in the Government. MS also participates in advocacy work on both national and EU/international levels in collaboration with other external actors working with global issues, hereunder "Fagligt Forum". Recently, MS' influence has decreased, and MS has very appropriately planned for a February 2003 seminar attended by the ministries of education and foreign affairs, which, however, had to be postponed. It is important that MS gives high priority to enhanced communication with key actors at central level.

2. Support from school management

At local level the *Folkeskole* municipality-boards, school boards and school leadership are having the steering and administrative functions in relation to the content on institutional level and they in turn are advised by education councils and pupils' councils. In the Gymnasium each school has a head-teacher, who is accountable to the county council, the school governors and the Ministry of Education. A board of governors is elected and consists of pupil, teacher and staff, parent and county council representatives. Within the provisions of the law and the overall local county council education budget, the board among other things finalises the school budget.

The *school board/school leadership and teacher committees* can be defined as gatekeepers, when it comes to the possibilities for the schools to purchase education material, since the first prepares school budget and the latter administrates it. They are presently not be seen as a target group nor key gatekeepers in relation to MS' school directed information strategy: the newsletters, the campaigns and the education projects, and it is therefore important that MS further develop linkages to other agents inside the schools other than the librarians.

3. Key persons in- and outside the schools

A central MS strategy is to collaborate with the *county and municipality centres* ("Amtscentre og Kommunale Centre for Undervisning"). The Centres assess MS' education material and give information about MS' activities and education materials. They also collaborate with MS in the coordination and implementation of teacher meetings, courses and other activities on for example global education (see sub-study 1). Therefore they can be seen as key gatekeepers when it comes to distributing education material and it is important that MS enhances the linkages to the county centres.

School-librarians can be seen as key gatekeepers in MS' strategy with regards to the task of informing and distributing education materials inside the schools to the teachers and pupils. Although the school librarians in sub-study 1 find it difficult to create an overview of education material within this area, and furthermore are not particularly "loyal" to MS materials, this strategy must still be considered important, as the school librarians are responsible for and handle the schools education materials.

At classroom level *teachers and pupils* are central agents in relation to implementation of school development initiatives in teaching and learning. The teachers have freedom in choice of teaching methods where they choose on the basis of the formal demands from above and the pupils' preconditions. Teachers cooperate in teamwork and committees

within major education fields. One of their tasks is to monitor the education material needed for an education field. In the Folkeskole and the Gymnasium pupils' councils are statutory, and teachers and pupils can make joint decisions about form and content of teaching. In the Gymnasium, the pupils also have a say in the choice of examination sylla-bus. The teachers and the pupils can be defined as MS' major target groups in the education system and can therefore also be seen as the last step in the chain of gatekeepers. As the main participants in the education system they can carry the MS material into the classroom. MS inform the teachers through their newsletter "Global undervisning", and the pupils through the magazine Zapp and through Zapp on www.

4. Social arenas at the schools facilitating distribution, communication and anchoring of thematic information

While MS primarily has focused on producing material and on informing county centers and school librarians about the availability and use of the material, it has paid less atten-tion to the importance of getting visible or involved in social arenas facilitating communi-cation and anchoring of thematic information. The success of the Danida Christmas Cal-endar material (see annex 2) as a yearly occasion known by many teachers and thereby fa-cilitating use of the material indicates that anchoring of information in social arenas is im-portant. MS could consider launching major, joint campaigns together with other NGOs and actors in the education sector in order to create/reach social arenas within the school system. Schoolteacher teamwork and committees within the different education fields could be the main targets, as they are presently less visible in MS' strategy, and as they of-fer opportunities for building dialogue and networks with external actors. Other key gate-keepers are the pupils' councils, since MS Zapp campaigns are often directed at the pupils' councils – and these can carry the school directed campaign material into the classrooms.

5. External persons and organisations promoting the thematic issue.

MS is presently offering the schools a wide range of elements in a support-structure for development education: courses for teachers through the county centres, a teacher net-work in global education, lectures, a web-page for teachers and pupils with a possibility for inter-active communication, development projects like word.dk and Youth Meeting Youth, advisory service, and education material e.g.: books, web-based material, newslet-ter, CD-rooms, hands-on material, mixed media material. As the utilisation and sustain-ability of MS' support to development education is subject to active accept by key agents inside the school system, it is of critical importance that MS does not limit its support to production of material but also aims at enhancing linkages to central school agents who can be seen as 'gatekeepers' in relation to external actors' possibilities to influence the con-tent and teaching in school.

Conclusion

Given the present situation where there are no clear definitions of key competence con-nected to objectives related to development education, and no support to the teachers to develop their teaching in these area, decentralised decisions are made on scope of teaching and purchase of material, it is important that MS in order to enhance impact and sustain-ability considers *reinforcing relations to the following key gatekeepers*:

- The Government and Ministry of Education - when it comes to discussing the role of global issues on the educational system's agenda – where it is important that MS reinforces its communication with key actors;

- The county and municipality councils - when it comes to distributing educational material – where it is important that MS enhances its linkages to the councils;
- School-librarians – when it comes to informing and distributing education material to the teachers and pupils – where MS should focus on not only maintaining contact to the school librarians but also work towards ensuring that information reach other fora inside schools;
- Teachers in the MS school network – when it comes to paying attention to and eventually carrying education material into the classrooms – where MS should seek to optimise the scarce resources made available for teacher courses;
- Social arenas in the schools – when it comes facilitating communication and anchoring of thematic information – where MS could aim through major, joint campaigns to make development education more visible in social contexts inside the school;
- Pupils' councils – when it comes to carrying school directed campaigns into the school and spreading MS' information in the school – where MS possibly could produce news letters for pupils' councils.

8.   DISCUSSION OF MAIN THEMES AND LESSONS LEARNED

This chapter will based on the analysis of efficiency, effectiveness, relevance, impact and sustainability of MS support to development education discuss main themes and lessons learned to be considered by MS and Danida. The lessons learned will be presented as dilemmas where no single but choices between multiple solutions may be relevant.

8.1. Profiling of key MS messages versus adaptation to the school system

MS can be characterised as an NGO outside the education system aiming at putting global issues and the difference between North and South on the public agenda, hereunder the agenda of the educational system (chapter 3). MS is financially supported by the government, and is continuously being evaluated in order to monitor how it is solving this task. In order to promote its aims as well as ensuring adequate funding, profiling of MS issues becomes a necessity for MS and the production of educational material for the school system provides an opportunity to profile the normative views and positions of MS.

The main purpose in the school system is, however, not communication of predetermined messages but is - as the analysis in chapter 2 shows - connected to an educational idea that the pupils should develop knowledge and participatory competences. The curricular guidelines emphasises cognitive aspects of learning, and the overall aims emphasises that pupils will develop into citizens who are able to reflect critically on central issues and problems in the society. Basic school-system conditions, i.e. teacher qualifications and time-constrains in relation to planning of teaching, are important factors influencing how prepared schools through reflexive processes are to receive and use educational material from external actors. This is expressed in the three sub-studies as demand for educational material ready for use – for example by explicitly referring to the curricular guidelines for the different subjects and including teaching tools, and that the material is more fact-oriented and more balanced in terms of communication of normative positions.

If MS fails to adapt to the educational system and its criteria and conditions, it won't be very visible and used by the system. The use of educational material has to be easily legitimised in discussions in educational boards and subject-specific committees in the schools. In order to be perceived as 'safe material' and not as 'risk material' by the school and the teachers, MS has to refer to the criteria and conditions in the educational system, for example by including cognitive and critical aspects as well as normative aspects in the development of educational materials. According to sub-study 2 and 3 MS emphasises normative aspects, while the school emphasises cognitive and critical aspects.

The demands connected to profiling and communication of central predetermined messages in relation to global issues cannot easily be fulfilled in a strategy that focuses on adaptation to the educational system. MS can in this situation choose to dilute the profiling and give room for the educational systems criteria and conditions, in which case it will loose impact in relation to effectiveness of the communication of MS messages. If MS chooses the profiling strategy it will on the contrary loose impact in relation to the educational system.

8.2. The idealized versus the actual situation in the Danish school system

MS' focal point in their policy documents (analyzed in chapter 3) is referring to the Act of the Folkeskole of 1993, where issues like the global dimension, the green dimension and cross-curricular teaching are emphasized. MS does, however, not refer to the actual development in the educational system. This can - as shown in chapter 2 - be characterized by decentralization and quality assurance strategies, which transforms the school into a public management unit with demands for external accountability and immediate knowledge outputs visible in local, national and international evaluations. Furthermore - as it was before 1993 – the school is mainly organized in a "one subject – one teacher – one class" approach to teaching.

The formulation of "Clear Objectives" will further strengthen this tendency, as it emphasizes learning objectives in relation to teaching objectives. The focus is moved from processes in the teaching, hereunder to work across curricula, project-oriented and action-oriented, to more clearly defined criteria for what the pupils should learn.

MS dilemma is that in order to stay true to their purpose and overall aims they must continue to focus on their key issues - the global dimension and the green dimension. Hereby they are fulfilling their function as experts in communicating about these dimensions. But at the same time they have to relate to the new public management thinking that characterizes the development in the educational system. The ideal development of teaching and education that is signaled in the Act of 1993 must to a higher degree be juxtaposed with the actual development.

8.3. Popular-oriented versus curricular-oriented approach

MS forte is the access to knowledge from the South and the references to actual and authentic situations that gives crucial perspectives on the global dimension and the green dimension, thereby opening up for the possibility of applying a more *curricular-oriented* approach. On the other hand MS seems to be moving closer to *popular culture* and to a strategy with explicit references to this culture by using the same "zapping" mode as the popular media – for example TV, videos and youth magazines. The sub-studies suggest that MS has been very successful in getting attention through using a fascinating lay-out – "in a youthful tone" and capturing case studies, but they also suggest that it may have been at the prize of meeting references to curricular requirements, which would make the material what the teachers call "ready to use".

The knowledge explosion is as described in chapter 2 characterised by an increasing proportion of information being generated outside the school and that the popular culture's ways and forums in which knowledge is developed will influence the ways pupils meet new knowledge in the education system. MS has as described in chapter 3 realized the challenge of "super-communication", namely how in light of the knowledge explosion to capture the attention of the pupils.

MS has to strike a balance between trying to be "young with the young" in order to get their attention and at the same time contribute to the overall school aim of strengthening the pupils' knowledge, ability to critically reflect and action competence. The question is whether MS will choose a popular approach in order to get the attention of the pupils or will it target curricular requirements of a "high culture" and science based school system?

This strategy can be put forward as a fundamental challenge to MS support to development education.

8.4. Getting inside versus staying outside

Whether external actors like MS should adjust to the school system and/or to the youth culture represented through the pupils, is an issue that can be discussed at length. On the one hand external actors that are not part of the educational system, although they are stakeholders in relation to what can be communicated there, by definition has to stay "maladjusted" in relation to the school system in order to fulfil its role as an external organisation. Otherwise there isn't any reason for the school to interact with systems and actors outside the school. On the other hand - interaction and collaboration obviously takes time, which is underlined by the teachers and consultants in the study. Systems and agents outside the school have different values and perspectives, which is the reason that it takes time to interact and collaborate. But this it is also the benefit of the schools collaboration with external agents: The possibility to get into contact with and interact with agents with other perspectives is in contemporary educational theory seen as a major potential for teaching and learning.

The prerequisite for getting inside the school system seems in other words to be to stay outside, in order to be able to present and promote other points of views than the ones represented inside the school system.

8.5. Lessons learned

While MS may have to stay outside the education system in order to be able to influence the system itself, there are many different ways to define this external position. MS is currently primarily interpreting its external position as being best served by primarily focusing on producing material, training teachers and to a certain extent implementing advocacy activities at the political level.

In order to maximise its chances for getting inside the school system it is proposed that MS redefine its external position by considering:
- developing new support structures in terms of intensified relations to decision makers inside the school systems and provision of pedagogical services;
- utilising these contacts not only to ensure that MS material/perspectives will be utilised inside the system, but also to use the contacts to further enhance MS' popular anchorage in the Danish society;
- focusing material through further target group differentiation and more clear references to curricular requirements;
- further capitalising on synergy between MSiS and MSiN when preparing material for the education sector;

Further utilizing its core competence in material development and dissemination by enhancing cooperation with other NGOs and F.INFO of Danida.

LIST OF ANNEXES

ANNEX I: TERMS OF REFERENCE AND ADDENDUM

- Attached as separate file

ANNEX II: SUB-STUDY 1 ON PROFESSIONAL QUALITY AND DISTRIBUTION AND MARKETING STRATEGIES FOR MS' EDUCATION MATERIAL

- Attached as separate file

ANNEX III: SUB-STUDY 2 ON PERCEPTION AMONG GRADE 8 - 10 TEACHERS AND PUPILS ON MS' MATERIAL

- Attached as separate file

ANNEX IV: SUB-STUDY 3 ON PERCEPTION AMONG HIGH SCHOOL TEACHERS AND PUPILS ON MS' MATERIAL

- Attached as separate file

ANNEX V: LIST OF LITTERATURE

- Attached as separate file

ANNEX VI: LIST OF MAIN MS ACTIVITIES 2003

- Attached as separate file

Copenhagen, 6 December 2002
J. No: 104.N.13.Eval.

DRAFT
TERMS OF REFERENCE
for
EVALUATION OF THE ASSISTANCE PROVIDED BY
THE DANISH ASSOCIATION FOR INTERNATIONAL COOPERATION (MS),
TARGETTING ENHANCED DEVELOPMENT EDUCATION IN SCHOOLS
IN DENMARK

1. Background

In the "Strategy for Danish Support to Civil Society in Developing Countries – including Cooperation with the Danish NGOs", a separate section (6.4) stipulates that "The present strategy will place particular emphasis on the development by the NGOs of new, innovative information activities which make it possible to reach wide-ranging groups in the population, thus contributing to the promotion of more information and knowledge in Danish society of the developing countries and development cooperation."

More specifically, MS was the first Danish NGO to obtain a so-called framework agreement with Danida on information and development education. The first framework agreement was entered into in 1990. The current agreement covers 2000-2002, and a new agreement is in place for the years 2003-2006.

This arrangement has previously been included in the evaluation "Danidas oplysningsbevilling – kontinuitet og fornyelse i dansk u-landsoplysning" (1998/3) – where one specific MS-media targeting school-pupils (the ZAPP-magazine) was also assessed (1998/3 Annex 8). A number of detailed studies have been undertaken or initiated by MS (Annex D). The broader performance of MS regarding development education has, however, not previously been evaluated by Danida.

In the process of developing the ToR for the overall "MS-evaluation" (annex A), it was agreed that the issue of development education in schools should form part of the evaluation (included as issue 4 of the annexed ToR). It is assumed that this specific issue will lead to findings that represent a broader scope of development education undertaken by MS, since it encompasses most of the media applied. It was, however, also agreed that this sub study would call for a team of consultants with another professional background than what is required for the other issues of the evaluation. Thus these specific Terms of Reference is developed by Danida in the inception-period of the main-study, undertaken by the Chr. Michelsen Institute, and are aiming at a close integration into the overall process of the MS-evaluation.

2. Objective

The main objective of this study is to obtain:
- An assessment of the performance and outcome of MS' support of development education in schools in Denmark

3. Scope of work

Prioritising the resources available for this study, it is important, continuously, to coordinate the analyses and assessments of this study with the scope and process of the over-all MS-evaluation. In its own right, this study must evaluate the activities performed and outputs produced by MS in the field of development education in schools against the following five evaluation criteria (ref. Evaluation Guidelines):

- The relevance of the strategic intentions guiding the work of MS in the area of development education in schools (e.g.: Are external factors, such as the ongoing reform of the primary education in Denmark, taken properly into account in the anticipation of the role and potential of MS?)
- The impact of MS' long involvement in development education in Denmark (i.e.: In which pedagogical dimensions, under which preconditions and by which criteria are MS to be attributed causal effects?)
- The effectiveness of medias applied by MS (i.e.: To which extent have individual endeavours proven able to achieve the intended objectives and outreach, and is MS able to monitor and realistically assess the processes of utilisation in a way that enhances the effectiveness?)
- The efficiency of the production and distribution of teaching materials and creation of awareness for supplementing medias (e.g.: Have certain medias proven to have better out-reach potential than others – and are any benefits accrued by the synergetic potential of MS evaluable in the field of development education?)
- The sustainability of the outcome of MS' development education in schools in Denmark (e.g.: Are the effects of pupils exposure to development issues long lived or soon forgotten, and are the teaching abilities and involvement of teachers in such issues improving over time?)

Primary points of departure for this study should be the review of project-related information activities undertaken by NGO's (Danicom, 1996) and the previous Danida evaluation of the Information Appropriation (1998/3).

4. Issues

The subject of this study will be the performance and outcome of MS' activities and outputs produced in support of development education in Danish primary and secondary schools. The evaluation must comprise, but not necessarily be limited to the following issues:

A. The professional quality of individual products
B. The perception among teachers and students of the specific information and general worldview (normative statements?) introduced by MS
C. The effectiveness and efficiency of the distribution and marketing strategies

A. The professional quality of individual products
When assessing the professional quality of individual products, identified as feasible cases for evaluation, the analysis must include several aspects – e.g.:
- The editorial "profile" of MS (the strategic selection of case-stories and the way these are intended to enhance a general understanding of complex development dynamics).
- The applied form of the product (chosen media, layout and degree of open/closed communication).
- The actual content (subject-oriented or cross-curricular? "base-line" stories or ideal/traumatic examples of international cooperation? feasibility for general interpretation/conclusions or isolated stories?).

Such aspects of this issue are particularly important for the evaluation of the relevance and the effectiveness of the efforts invested in development education by MS.

B. The perception among teachers and students of the specific information and general worldview (normative statements?) introduced by MS
The study must substantially investigate the end-user perspective of the teaching-material developed by MS. It is asserted that the study will have the best opportunity to focus on the lower secondary school (8-10. grade) in dealing with this issue.

This issue is particularly relevant to the evaluation of the impact and sustainability of the learning-processes intended by MS, as the testing-stone for the utility of the teaching material, regardless of the choice of media.

C. The effectiveness and efficiency of the distribution and marketing strategies
As a separate issue, the actual outreach of MS' initiatives must be assessed. Even the best products, with optimal response in the classrooms, are depending on easy access and timely availability if they are to be widely applied. It is expected that quantitative information on the utilisation can be retrieved (e.g. from county-centrals for educational material and "hit-counts" for web-based information), and serve the purpose of identifying potential bottlenecks in the distribution. Complementary qualitative response (e.g. pointing at budget-constraints or pressure from mandatory curricular guidelines) from middlemen (school-boards or municipalities?) should be retrieved as part of the field-studies relevant to issue B. Thus this issue will also contribute to the assessment of the relevance of MS' strategy for development education (regarding inherent preconditions and assumptions).

5. Evaluation Approach

The methodology applied by the team must be clearly stated, and preferably refer explicitly to guiding principles or theories regarding the nature of learning (e.g. regarding optimal balance between conceptual and practical learning – between general understanding and discrete case-stories). For the purpose of transparency, such contingent points of departure – which might eventually be conceived as a bias of the analyses – should be made available in an early Inception Note.

The intensive phase of simultaneous work by this team and the CMI-team will allow for an iterative process of assessing MS' performance in the field of development education, simultaneously with (especially) the fifth issue of the overall MS-evaluation - coherence and synergy. As a prerequisite for a coordinated management and finalisation of this process, the below requirements on reporting has been established.

6. Reporting

The reports to be delivered in English during the course of the study are:
- An Inception Note, detailing methodology and providing a detailed work-plan, specifying the documentation required (and whether it has been retrieved), the meetings to be held and activities/media selected for case studies.
- A Briefing note on preliminary findings and possible needs for revision of the work-plan, to be presented at a meeting with the reference group (including CMI)
- A Final Working Paper no later than May 2003.

The publication of the findings, conclusions and recommendations will be incorporated into the MS evaluation report – with the working paper as an annex.

7. Composition of the evaluation team

Teamleader: Senior expert in the field of evaluation (preferably with previous experience in educational system-development).

Pedagogical expert, with substantial experience in the development of cross-curricular teaching principles relevant to development education

Educational expert, with hands-on experience with the constraints relevant to the practical planning, teaching and acquisition (distribution) of teaching materials in and for Danish schools

Junior expert on data-collection and -management, with substantial experience in classroom observation, open-ended interview-techniques and questionnaires

The study should be undertaken in cooperation with the following knowledge centres and institutions, also through the selection of team-members there from:
- The Pedagogical University of Denmark (DPU)
- The research centre for (lower secondary) education in Rødovre
- One or more county centres for educational material

8. Timing

It is expected that the evaluation will be carried out from January to May 2003. The scheduled milestones along the way are:

December 2002:	Contracting
January 2003:	Submission of Inception Note
March:	Briefing note on preliminary findings
May:	Final Working Paper

9. Major background Documents

- Evaluation Guidelines, Danida, February 1999
- Strategi for dansk støtte til civilsamfundet i udviklingslandene – herunder samarbejdet med der danske NGO'er, Danida, October 2000
- Glossary of Key Terms in Evaluation and Results Based Management, OECD/DAC, 2002
- Desk Study on the Danish Association for International Cooperation (MS) (including an extensive list of documents available for the evaluation), IDP, August 2002
- Terms of Reference for evaluation of the Danish Association fo International Cooperation (MS), Danida, September 2002 (**Annex A**)
- "Rammeaftalen med Mellemfolkeligt Samvirke", Section 5.4 of Danida Evaluation 1998/3 (**Annex B**)
- "ZAPP – Jorden rundt", Appendix 8 of Danida Evaluation 1998/3 (**Annex C**)
- "Review af NGOernes projektrelaterede oplysning", Danicom, October 1996
- "Rapporter og undersøgelser 1982-2002", MS 2002 (**Annex D**)

**ADDENDUM TO TERMS OF REFERENCE
FOR
EVALUATION OF THE ASSISTANCE PROVIDED BY
THE DANISH ASSOCIATION FOR INTERNATIONAL COOPERATION (MS),
TARGETTING ENHANCED DEVELOPMENT EDUCATION IN SCHOOLS
IN DENMARK**

1. Background

Copenhagen Development Consulting (CDC) has on the basis of the Terms of Reference (ToR) (J.no. 104.N.13.Eval) issued by Danida on the 6th of December 2002 entered into a contract with Danida to undertake an evaluation of the Danish Association for International Development (MS) targeting enhanced development education in schools in Denmark.

The evaluation of the performance and outcome of MS' support to development education in schools in Denmark is only one component (issue 4) of an overall evaluation of MS commissioned by Danida to Chr. Michelsen Institute (CMI) covering following issues:
1. Organisational capacity and performance of MS (CMI)
2. Performance of Development Workers (CMI)
3. Outcome and Impact of MsiS at country and beneficiary level (CMI)
4. Performance and Outcome of MS' support to Development Education in schools in Denmark (CDC)
5. Coherence and Synergy within MS diversified portfolio (CMI)
6. The special role of MS (CMI)

CDC was on 21 January 2003 requested by Danida to prepare an addendum to the ToR to be annexed to the final contract. The addendum will replace the inception report provided for in the TOR and should take into consideration the discussions of the Evaluation Reference Group for the MS evaluation, which met on 25 January 2003 to discuss the coordination of the overall evaluation. This paper has been produced in response to this request.

2. Purpose and subjects to be addressed by the study

The main purpose of the evaluation study is per ToR to obtain an *assessment of the performance and outcome of MS' support on development education in schools in Denmark.* It should be noted that this purpose includes two distinctive aspects; namely firstly the performance of MS in terms of provision of learning materials on development education and secondly the outcome achieved from the actual utilisation of the materials in Danish schools.

This distinction is also reflected in the description in ToR of subjects to be covered, namely the *professional quality of individual products developed by MS* and the *effectiveness and efficiency of the distribution and marketing strategies of the products,* which are related to MS' production of learning material. The study will also cover the *perception among teachers and students of the specific information and general worldview (normative statements) introduced by MS.*

3. Scope of Work

The study will with reference to Danida's general evaluation guidelines cover following scope of work:
1. The *efficiency* of the production and distribution of teaching materials and creation of awareness for supplementing medias;
2. The *effectiveness* of medias applied by MS;
3. The *relevance* of the strategic intentions guiding the work of MS in the area of development education in schools;
4. The *impact* of MS' long involvement in development education in Denmark;
5. The *sustainability* of the outcome of MS' development education in schools in Denmark.

The issues on efficiency, effectiveness and relevance are all related to learning materials developed by MS, while the issues on impact and sustainability primarily are relating to the outcome from the use of the material in learning processes in Danish schools. It should be noted that the focus is on training material, which is only one of many factors affecting actual outcome of learning processes. Learning processes are generally very complex characterised by a very high number of factors internal and external to the learner mutually affecting each other in ways, which contribute to the actual learning outcome. The relations between factors affecting learning achievements cannot easily meaningfully be reduced to simple cause effect relations. Hence, the problem of attribution – tracing the specific cause of an observed effect – becomes exceedingly difficult.

In light of above it is proposed that the study will focus on:
- *Focus Area 1: Assessing the efficiency* of MS material in terms of professional quality of material and distribution and marketing channels for material facilitating that material is used by intended target groups as well as in terms of MS capacity to monitor adequateness of chosen distribution channels with a view to enhance efficiency.
- *Focus Area 2: Assessing the effectiveness* of MS material in terms of to which extent the choice and combination of media have been appreciated by its users and contributed to adequate learning processes and in terms of MS capacity to monitor and assess user utilisation of material with a view to further enhance material effectiveness.
- *Focus Area 3: Assessing the relevance* of MS' strategic intentions in light of external factors, i.e. integration of an inter-disciplinary issue such as development education into the on-going reform of primary education in Denmark as well as in light of internal factors such as the special and diversified portfolio and special role of MS (related to evaluation issue 5 and 6 addressed by CMI)

While the study primarily will focus on above focus areas, findings from the assessment of the focus areas will be utilised for formulating key findings and recommendations regarding:

- *impact of MS' involvement* in development education in Denmark in terms of actual utilisation of material as well as under which conditions and based on which criteria this can be said to have contributed to learning achievements;
- *sustainability of the outcome* of MS' development education in schools in terms of sustained teacher involvement in applying MS material and in terms of student ability to remember effects from exposure to MS learning material.

For the sake of maintaining clarity and transparency in the preparation of the overall report the theoretical approach of the study will be outlined below.

4. Approach

In an educational sphere connected with concern for the conditions and development tendencies in the world the focus on an action-oriented and participatory learning approach is found relevant. In order to state some guiding principles of theories regarding the role of learning materials within such an approach, key concepts will be defined below.

- *Conceptual learning* refers to a learning process where the students are constructing their knowledge through an active engagement with theories and concepts;
- *Practical learning* refers to a learning process based on experiences, which can be defined as deep-lying structures, which help to constitute our understanding of the world – and our practice. Experience and action is closely linked, since experiences are the results of actions performed on the basis of previous experiences which are the result of other actions - 'the continuity of experience' (Dewey 1977, in: Schnack 1994)[1];
- *Action competence* can be described as the students' abilities to influence their life and the society – in other words their ability to act. It has been argued that action competence contains of a number of subsidiary elements, including *knowledge/insight, commitment, visions and action experiences* (Jensen 2002)[2].

Of special interest for the relation between 'conceptual' and 'practical' learning is the relation between insight/knowledge and experience. Working with conceptual learning strategies directed aiming at developing the students knowledge about conditions and development tendencies in the word, and about effects of these for individuals and societies, should be thoroughly thought through in the light of possibilities for the students to develop action-experiences. Students can benefit from taking concrete action during the learning process in a number of ways: e.g. learning from investigating action possibilities and learning from the barriers they meet in taking action. The most crucial element in taking action is that it encourages reflections on how we can change things, about change strategies

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[1] Jensen, BB & Schnack, K: Action comeptence as an educational challenge. In: Jensen, BB & Schnack, K (1994) Action and Action competence. Royal Danish School of Educational Studies.
[2] Jensen, BB: Knowledge, action and pro-environmental behaviour. In: Environmental Education Research, vol. , No. 3, 2002.

Central themes in an evaluation of development education directed at describing relations between teaching materials, conceptual and practical learning could in light of the four elements of action competence include:

Insight and knowledge: Students need a broad, coherent an action-oriented understanding of the issues in development education, such as knowledge about the nature and scope of these issues, how it arose, whom it affects and the range of possibilities for solving it.

- Has the material provided the students with an opportunity to work with different aspects of the development issue, for instance investigating action possibilities and learning from the barriers they meet in taking action?
- Has the material given the students greater insight into central dimensions of knowledge in development education – such as root causes and effects of development problems?
- Has the material provided the students with an opportunity to investigate the development problem from different points of views/perspectives?

Commitment: Students need the motivation to become involved in change in relation to their own life and in creating a dynamic society.

- Has the material increased the students' pleasure and involvement in becoming engaged with development problem?
- Has the material enhanced the students' belief that in the long run they can influence development problems through action?

Vision: Students need the ability to go behind these issues and think creatively. This involves developing visions of what their own life should be and how society and environment could be improved in relation to the particular problem of concern.

- Has the material given the students a chance to imagine various scenarios with varying development impacts and conditions of life in the world?

Action Experience: Students need real-life experiences, participating individually or collectively in changes, and considering barriers to be overcome.

- Has the material provided the students with an opportunity to work with the development issue in practical concrete situations?
- Has the material given the students a possibility to participate in decisions in class, e.g. concerning choice of topics, methods, and activities in projects?
- Has the material given the students an opportunity to work with practical concrete situations and hereby developed insight into their own specific action possibilities as individuals or with others to contribute towards counteracting the development problem?

5. Methodology

Above approach and scope of work is heavily depending on the availability of reliable information on material developed by MS. It is therefore found necessary to obtain substantial information on the format and content of the various material developed by MS and to get

detailed information on users perception of the appropriateness of the material in learning situations.

Focus area 1: Assessing the efficiency of MS material
- Sub-study 1 on professional quality and distribution and marketing strategies for MS education material as the basis for an assessment of efficiency and effectiveness of material production and distribution as well as the assessment of relevance of the material in terms of actual use of material from county centres by schools. This study will be carried out by two consultants through Århus county centre;
- The methods applied include: Web and document based analysis of combination of media and quality of selected MS material, analysis of MS distribution and marketing strategy, analysis of registered use of MS material in one county centre, self-assessment by MS of capacity to monitor adequateness of chosen distribution channels, follow-up interviews with MS;

Focus area 2: Assessing the effectiveness of MS material
- Sub-study 2 on Grade 8-10 teachers and students perception of material supplemented by observations on the actual learning processes being supported through use of MS material leading to an assessment of effectiveness and efficiency of MS material to didactically support learning processes. This study will be carried out by "Statens Pædagogiske Forsøgscenter" in Rødovre;
- Sub-study 3 on high school teachers/students perception of information/worldview introduced by MS as part of Operation Day's Work leading to an assessment of the effectiveness and efficiency of MS material to didactically support learning processes [3]. This study will be implemented by a team of consultants from Rosborg Gymnasium in Vejle;
- The methods applied include: Observation of use of MS material (sub-study 1), semi-structured focus group interviews with students and with teachers on perception of material and outcome from use of material (sub-study 1 and 2), self-assessment by MS on capacity to monitor and asses utilisation of material, follow-up interviews with MS.

Focus Area 3: Assessing the relevance of MS' strategic intentions
In addition to review of the findings of the three sub-studies this focus area will include following methods:
- Desk study review of MS strategic papers, document analysis regarding impact from on-going education reform in Denmark, desk study review of MS diversified port folio (in consultation with CMI), MS self-assessment on capacity to formulate and implement strategic intentions, follow-up interviews with MS.

Based on the findings from the three focus areas key findings and recommendations at impact and sustainability level will be formulated.

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[3] This study is an expansion of the original TOR but found relevant as it would allow to focus on an activity which has linkages to other issues – i.e. issues 5 and 6 - addressed by CMI.

6. Outputs

The outputs from the evaluation will include following:
A briefing note to be prepared in April 2003 outlining preliminary findings of the three sub-studies will be presented to Danida, CMI and MS for discussion
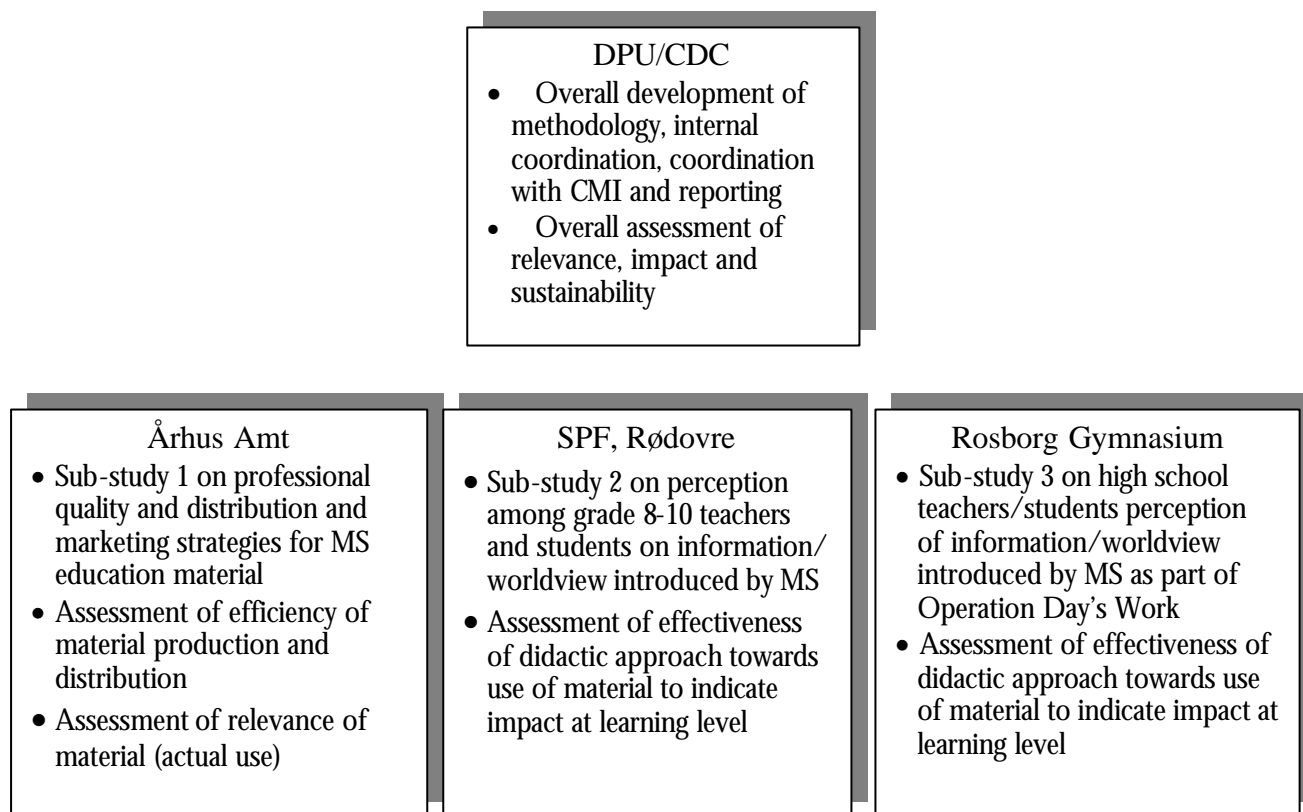*A final working paper* will be prepared ultimo May 2003 presenting
- the overall findings of the sub-studies on the efficiency, effectiveness and relevance of material production, distribution and utilisation
- main findings regarding the impact and sustainability of MS' efforts in the field of development education.
- The findings conclusions and recommendations of the final working paper will be incorporated into the overall MS evaluation report by CMI, while the working paper will be attached as an annex.

7. Time Schedule and Organisation

The study will be based on following time schedule:

TIMING	STAGE	ACTIVITIES	*RESPONSIBLE PARTY*
January	Mobilisation Stage	- Organisation of Team - Development of overall method	- CDC - DPU & CDC
February	Information Gathering Stage	- Desk Study Review and development of sub-study design - Initiation of Sub-study 1,2 & 3	- DPU & CDC - Amtscentre/SPF & Rosborg
March	Analysis Stage (Study level)	- Finalisation of Sub-study 1,2 and 3 - Review of Sub-study findings and possible follow-up	- Amtscentre/SPF & Rosborg - Amtscentre/SPF/Rosborg/DPU & CDC
April	Analysis Stage (Overall Level)	- Preparation of Briefing note on Sub-study findings - Discussions with Danida, CMI and MS on Sub-study findings	- DPU/CDC - DPU/CDC
May	Synthesis and Conclusion Stage	Finalisation of Overall Working Paper for submission to CMI and Danida	DPU/CDC

The study will involve a substantial number of consultants and to ensure transparency and appropriate understanding of the roles to be performed by the various consultancy teams the organisation of the study is depicted below:

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┌──────────────────────────────────┐
│            DPU/CDC               │
│  •  Overall development of       │
│     methodology, internal        │
│     coordination, coordination   │
│     with CMI and reporting       │
│  •  Overall assessment of        │
│     relevance, impact and        │
│     sustainability               │
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┌─────────────────────────┐  ┌─────────────────────────┐  ┌─────────────────────────┐
│      Århus Amt          │  │     SPF, Rødovre        │  │   Rosborg Gymnasium     │
│ • Sub-study 1 on        │  │ • Sub-study 2 on        │  │ • Sub-study 3 on high   │
│   professional          │  │   perception            │  │   school                │
│   quality and           │  │   among grade 8-10      │  │   teachers/students     │
│   distribution and      │  │   teachers and          │  │   perception            │
│   marketing strategies  │  │   students on           │  │   of information/       │
│   for MS education      │  │   information/          │  │   worldview             │
│   material              │  │   worldview introduced  │  │   introduced by MS as   │
│ • Assessment of         │  │   by MS                 │  │   part of               │
│   efficiency of         │  │ • Assessment of         │  │   Operation Day's Work  │
│   material production   │  │   effectiveness         │  │ • Assessment of         │
│   and distribution      │  │   of didactic approach  │  │   effectiveness of      │
│ • Assessment of         │  │   towards use of        │  │   didactic approach     │
│   relevance of          │  │   material to indicate  │  │   towards use of        │
│   material (actual use) │  │   impact at learning    │  │   material to indicate  │
│                         │  │   level                 │  │   impact at learning    │
│                         │  │                         │  │   level                 │
└─────────────────────────┘  └─────────────────────────┘  └─────────────────────────┘
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8. Linkages to other components of the MS evaluation

While this paper is outlining the rationale for the approach and method applied for the study on the performance and outcome of MS' support to Development Education in schools in Denmark it should also be kept in mind that this study constitute only one of six issues to be evaluated. It is therefore important to maintain linkages to other issues being evaluated by CMI. Linkages to issue 5 on coherence and synergy within MS' diversified portfolio and issue 6 on the special role of MS are considered as being of particular importance. It is therefore recommended that the CDC team is maintaining close contact to the CMI team in terms of having joint meetings when the CMI team will be in Copenhagen and in terms of electronically sharing findings from the various studies.

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29.01.03
Monica Carlsson and Niels Larsen, DPU
Hanne Agersnap and Jef Bech Hansen, CDC

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Review of the professional quality and distribution and marketing of MS development education material

Sub-study 1

To
the overall evaluation of the assistance provided by MS targeting enhanced development education in schools in Denmark

By
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Philip Madsen, Amtscentret for Undervisning, Fyns Amt,
Niels Larsen, Danmarks Pædagogiske Universitet

Indhold

True greatness consists of being great in little things.
Charles Simmons

1. English summary

This sub-study 1 of the overall study reviews the profile, content, and production, distribution and marketing of MS development education material. The current study has the main focus on assessment of efficiency of material production and distribution as well as assessment of actual use of material by reviewing the professional quality and distribution and marketing of MS education material

Theory and methods used

With regards to the four components of Action Competence the sub-study has especially focused on the component of *knowledge and insight,* which through desk reviews have been analysed in terms four sub-components, namely *data-oriented knowledge, the understanding-related knowledge, the attitude-oriented knowledge, and the knowledge concerning action.*

The methods used include:
1. A qualitative analyses and review of selected materials. The underlying criteria for this review are the pedagogic – and didactic approach and experiences for the use of the materials.
2. A quantitative sum up of the stock of materials and adding up of the frequency of the circulation of books and MS materials from Teachers Resource Centre in Århus Amt.
3. Qualitative interview of selected teachers, which have worked with or used the MS production in their classes.
4. Phone interviews with 10 schools librarians about the periodical "Global Undervisning" (Global Education)
5. Readings and analyses of MS strategically papers on the distribution to the Teachers Resource Centre, including lists for the sales and subscription.
6. MS self-assessment
7. The criteria for selection books and other media from the Teachers Resource Centre.

The main approach for this sub-study is to review how the MS material cn qualify the teaching and the learning according to the aim and content of the curriculum in the Primary Education accordingly to the law for Public Schools (folkeskoleloven).

Analyses of selected materials

Following material has been reviewed and analysed:
- Global Undervisning (newsletter and periodically) (*Teachers in primary schools)*
- ZAPP (Youth magazine) *(youth)*
- World.dk (Integrated learning materials specially focusing on world music) *(all grades)*
- Løgnen på bjergets top (Integrated learning material: book, teachers guide, media (sound and picture developed for making a diasshow) *(Students from grade 3 – grade 6)*
- Rejsen ud af mørket (Radio, role playing and book, teachers guide) *(students from grade 3 – grade 6*)
- Billeder på tværs (pictures with text and teachers guide) *(Students from grade 7 – grade 10)*

The criteria for selecting above material were i) to ensure coverage of various levels in the primary school system, ii) to ensure material covered different subjects in the Folkeskole and iii) to analyse different materials and production, which integrate more medias and different target group. The evaluated titles were related to specific subject in the schools like Geography, Social Science, and Nature/Technical Science and in problem-oriented project methods. The target groups are mostly students from grade 4. – 7. and grade 8. – 10.

General conclusion

Strategically, the MS publisher wants to develop the "global dimension" within all subjects, which is in line with the intention in the Act of the law for the primary schools.

All the material produced by MS has a high quality concerning lay-out and printing. The material makes a good appeal to the target group and can easily compete with other books and learning materials on the professional book market. In many of the evaluated materials there is a appropriate combination of traditional books, video, audio, picture – slideshows, text and integration with new media like the Internet. The topics covered by the material are generally found to be interesting and reflecting major current international trends and events

Intentionally, the evaluated books and materials from MS give a good and inspiring insight into other cultures and the way people – and especially children and youth are fighting for their identity. The content of the produced materials appeals first of all to the students understanding of factual and normative knowledge. Development of the students understanding of global causes and effects integrated with action knowledge is widely left to the teachers. The MS produced learning material doesn't generally support the teachers' planning competencies, while most of the teachers guides are not very accurate and directly aimed at the teachers' actual responsibilities laid down in the Ministry's guidance on the interpretation of the Act from 1993. The sub-study suggests that it is difficult for the un-experienced teacher to handle the MS materials in themes and projects, where the aim is cross subject orientated. Although the publications from MS give good inspiration to the students it generally needs rather demanding efforts to develop the student's global action competence.

The material produced by MS is often addressing the informational activities on global issues and at the same time serves an educational purpose. This is on the one-way strength as it is allowing the material to be used for multiple purposes facilitating broad use of the material. However it is also a weakness as it increasing the needs for pedagogical adaptation and planning by the teacher and thus possibly reducing the actual use of the material. The sub-study suggests that MS material needs to be more focused on the relations between the purpose and the actual use of the materials by the teachers in the classes.

Generally, MS is undertaking a professional marketing of material and has developed good support mechanisms in relation to the two main distribution channels such as production of News Letters to schools librarians and county centres. The actual use of the material does, however, not seem to fully reflect the otherwise good marketing of the material. There may be many factors outside the influence of MS causing this, i.e. crowded curricular, increased foci on traditional subjects such as mathematics and (Danish) language, reduced schools budget for purchase of learning materials and hard competition from many other organisations and government institutions, which are trying to persuade the teachers to take in extra curricular subjects.

The MS strategy for developing the Global Dimension seems to be a relevant strategy for the intention in the ongoing Act for the primary school. But this ideal of integration of global issues are not fully realised in many schools. Given this context the sub-study suggests that there may be a risk of MS producing too much material of general nature at the expense of producing tailor made material reflecting curricular requirement for selected subjects.

2. Baggrund

Denne evaluering er et delstudie i den overordnede evaluering af "Performance and Outcome of MS'support to Development Education in schools in Denmark".

Delstudiet behandler indholdet i en række materialer til specielt grundskoleområdet, udgiverholdninger samt distributions – og marketingsprofil fra Mellemfolkeligt Samvirkes forlag.

Delstudiet er igen opdelt i to dele der behandler:
A. *"The professional quality of individual products"* – herunder udgiver profilen, vurdering og analyse af udvalgte produkter.
B. *"The effectiveness and efficiency of the distribution and marketing strategies"* – herunder omfang og kvaliteten samt strategien for MS's udgivelser til skolerne.

I denne evaluering ønsker vi at præsentere, belyse, analysere og vurdere udvalgte materialer. Dernæst at se på udgiverholdning og de strategier der specielt knytter sig til distributionen af forlagets materialer til skolerne.

Til evalueringen er knyttet overvejelser, der både kan pege på mulige dilemmaer og give ideer til den redaktionelle diskussion - og som forhåbentlig kan fremme en videre udvikling af MS's udgivelser i undervisningsregi.

Gruppen har vurderet udgivelserne i forhold til de distributionskanaler, som fungerer udenfor MS - regi - og som ikke er bundet primært til oplysningsopgaven. Det vil sige skolebiblioteker/ pædagogiske servicecentre samt Amtscentrene for Undervisning, der har en vigtig rolle at spille i forhold til produkternes vej fra forlag til klasseværelse. Deres opgave er alene ud fra skolens formål, fagenes formål og mål og de generelle udviklingstendenser for undervisningen at servicere lærerne med aktuelle og vedkommende materialer til kvalificering af deres undervisning. Disse kanaler er primært interesseret i, om undervisningsmateriaer, der bedømmes - herunder MS-udgivelserne - rammer de aktuelle behov og den konkrete efterspørgsel i skolen.

Opgaven er løst gennem et samarbejde mellem pædagogiske konsulenter fra to Amtscentre i Danmark (Århus og Odense), der står for den daglige vejledning, anmeldelse og distribution af materialer til global undervisning i pågældende amter.

3. Metode

Evalueringsmetoderne der har været anvendt er kvalitative vurderinger af en række titler fra MS forlaget. Kvantitative opgørelser af distributionen på udvalgte titler. Samt kvalitative vurderinger af forlagsprofilen og distributionsstrategi.

Evalueringen er baseret på udvalgte materialer. Kriterier for denne udvælgelse bygger på evalueringsgruppens eget skøn over relevans og gennemskuelighed i forhold til skolens aktuelle behov.

De enkelte undersøgelses elementer i dette delstudie er følgende:
- Kvalitativ vurdering af udvalgte materialer, hvor vi med baggrund i didaktisk- faglig- pædagogiske erfaringer vurderer indholdet, formen, opbygning og anvendelsesmuligheder.
- Kvantitativ opgørelse af udlånsfrekvens for en række udvalgte titler fra MS gennem Udlånsafdelingen på Amtscentret for Undervisning, Århus Amt
- Afprøvning af udvalgte materialer i to skoleklasser
- Telefoninterview med et antal skolebibliotekarer om specielt publikationen Global Undervisning og ulandsformidling generelt
- Indhentning af MS´ strategipapirer for deres distribution til amtscentrene, herunder salgs- og abonnementslister.
- Vurdering af materialerne i forhold til andre forlags titler inden for emnet
- Amtscentrenes materialevalgskriterier beskrives.
- MS Self-assessment og strategier for den globale dimension i skolen.

Den generelle metode, vi har anvendt i vurderingen, er således dels at beskrive materialerne i en kvalitativ anmeldelse, dels at sætte materialerne ind i sammenhæng med den virkelighed, de skal fungere i.

Grundlaget for evalueringen er en evaluering af eksemplariske materialer, som MS selv har været med til at udvælge. Med den sparsomme tid og den økonomiske kompensation, der har været bevilget til denne evaluering, samtidig med at DPU og ACU kun er knyttet til evalueringsprojektet som eksterne pædagogiske sparringspartnere, er dette arbejde IKKE et forskningsprojekt, men udelukkende et evalueringsprojekt, der har set på tendenser i anvendelsen og markedsføringen af MS's materialer (om Development Education) i forhold til grundskolens lærere. Dette betyder, at dokumentationen ikke kan udsættes for de forskningsmæssige krav om validitet, reliabilitet og dermed generaliserbarhed. En vigtig approach har været, at evalueringen skulle give anledning til refleksion og ikke mindst en frugtbar dialog om MS's udgivelser, anvendelse og profil ud fra nogle overordnede tendenser.

Det overordnede metodiske og teoretiske kriterium har været at gennemse materialerne i forhold til *handlekompetence* begrebet. I dette del studie har vi specielt fokuseret på *videnskomponenten.*

Når vi har set på materialerne har vi kigget på forskellige tilgange til viden og erkendelse. Her er benyttet de fire vidensformer: *fakta - viden, forståelses - viden, normativ – viden og handle – viden* (se afsnittet: analyse og samlet vurdering af materialerne). Dernæst har vi set på hvordan materialernes indhold har prioriteret de forskellige former for viden og erkendelse, for til sidst at se på hvordan det i sidste instans kan støtte lærernes planlægning af globale temaer.

I analysen og evaluering af distribution og markedsstrategi har det primært været distributionen til skolerne via amtscentrene og skolens bibliotekar, der har været fokus på.

Et gennemgående træk i Substudy 1 har været at se på materialernes anvendelse og brugbarhed for den enkelte lærer. Som indikator har vi valgt skolernes naturlige flaskehals: bibliotekarerne, der jo samtidig også er aktive lærere. Da bibliotekarerne både er vigtige i forbindelse med indkøb af bøger og andre læringsmidler til skolerne og vigtigt personer for samarbejdet med Amtscentrene har deres synsvinkler været en væsentlig indgang i repræsentationen af data i dette studie.

Lærerne og bibliotekarerne er underlagt nogle samfundsmæssige og personlige krav og behov i forbindelse med deres undervisning og øvrige funktioner og dermed som rammesætter for børnenes læring. Hvis et forlag skal ind og målrette materialer i dette felt, må det være vigtigt at kende disse (markeds-) behov.

4. Beskrivelse af udvalgte materialer

Kriterierne for udvælgelsen af materialerne har været:
- Forskellige målgrupper i skolen – lærerne og eleverne.
- Udgivelser hvor der er brugt forskellige medier.
- Udgivelser der appellerer til interaktivitet.
- Udgivelser der fremmer handlekompetence hos eleverne.
- Udgivelser der er indgået i Amtscentrenes distribution og som anvendes i skolerne.
- Udgivelser der dækker ét eller flere relevante fag for global undervisning i skolen.

De enkelte titler vurderes i forhold til følgende:
- Fremtoning, layout, form, udgivelsesår.
- Indhold.
- Muligheder for anvendelighed i forhold til fag og tværfaglige sammenhænge.
- Lærerrollen.
- Elevrollen.
- Udnyttelse af materialet i forhold til forskellige medier.
- Distribution.

Formålet
Formålet er at afdække materialernes anvendelighed i en undervisningssammenhæng og de bruger- og institutionelle begrænsninger og muligheder i forhold til folkeskolen, der enten fremmer eller hæmmer brugen af materialet.

De enkelte titler der har været udvalgt er følgende:

1. Global Undervisning
- metoder og materialer til Grundskolelærere
Nyhedsbrev.
Redaktion: Karen Andersen, Ellen Farr, Per Hoff og Lisa Klöcker
12 sider, gratis. Udkommer fire gange om året.

2. ZAPP Jorden Rundt + ZAPP – online (webbaseret)
Ungdomsmagasin
Bettina Gram, redaktør
40 sider, 48 kroner, 195 kroner i abonnement for seks numre årligt.

3. World.dk
Kopimappe: Afrika, Latinamerika, Østen.
Kopimapperne indgår i skoleudviklingsprojektet world.dk/kids.
Materialet er eksklusivt for de 22 skoler der er med i projektet.
MS 2000

4. Løgnen på bjergets top

Løgnen på bjergets top - elevbog
af Holger Dalgaard, Lisa Klöcker
Løgnen på bjergets top – lærerens bog
af Hans Erik Rasmussen
Løgnen på bjergets top – cd-rom
Værksted for billed-, lyd- og tekstarbejde
af Lisa Klöcker
MS 2000

5. Rejsen ud af mørket

Rejsen ud af mørket, elevbog
af Adil Erdem
Rejsen ud af mørket, Hørespil – Cd-Audio
Af Bent Haller
Rejsen ud af mørket, Lærervejledning
Af Lisa Klöcker
Rejsen ud af mørket, Rollespil
Af Bent Haller
MS 2002

6. Billeder på tværs – en fotosamling til analyse og samtale.

Redaktion: Lisa Klöcker.
Lærerhæfte med arbejdsforslag og spørgsmål til de enkelte billeder.
Mappe indeholdende 17 sort/hvid fotos.
MS 1998

Global Undervisning

Et nyhedsbrev til lærerne, der fire gange om året udsendes gratis i abonnement til alle interesserede i grundskolen.

Hver gang bringes et afgrænset tema og tilhørende inspiration til såvel faglige som tværfaglige undervisningsforløb. I 2002 har temaerne været: Identitet, Forbrug, Racisme samt Historie. Målet er at give inspiration til globale og tværkulturelle emner og temaer i alle fag og niveauer i Grundskolen og sikre dialogen med underviseren.
Layout og form er udført i høj kvalitet, hvilket gør materialet indbydende og inspirerende.

Nyhedsbrevets papirudgave har et oplag på 2000 og de seneste fire numre er udsendt i abonnement til knap 1500 adresser, hvoraf de godt 1100 udgøres af skoler – det er godt og vel halvdelen af samtlige danske skoler. De fleste modtagere er skolebibliotekarer, men en ny markedsføring af brevet har resulteret i abonnenter også blandt lærerstuderende.

Hæftet er skrevet i en trespaltet tekst, og indholdet er let tilgængeligt for underviseren, der hurtigt vil kunne danne sig et overblik over temaets muligheder i et konkret undervisningsforløb. For hvert tema er der en indledende artikel, der kort indfører i emnet. Og derefter følger konkrete såvel faglige som metodiske anvisninger på ideer til undervisningsforløb som motiverende indgang til et oplagt emne på såvel begynder-, mellem - som ældste klassetrin. Desuden indeholder nyhedsbrevet en række generelle og aktuelle oplysninger og tilbud, og det anvendes også til at lancere forlagets øvrige materialer. På en let overskuelig måde informeres underviseren, og hvis nyhedsbrevet er kendt og en tilbagevendende mulighed er det en effektiv måde løbende at få medtænkt globale forhold på. Det burde være en guldgrube for undervisere at få ind ad døren fire gange årligt.

Nyhedsbrevet udgives i samarbejde med www.uland.dk også i en elektronisk udgave på nettet, hvorfra der yderligere kan bestilles gratis abonnement online på nyhedsbrevet. På nettet er der en direkte gengivelse af det trykte blad, og mediet er således kun i ringe grad udnyttet i internetudgave. Der kunne med fordel være medtaget flere relevante links til at belyse emnet. Men her er så til gengæld via uland.dk et par gode, korte artikler om lærerens net-rolle som 'procesfremmer' og vejleder, om nye læreprocesser og om kildekritik tilgængelige på nettet.

Forlaget oplyser, at en dialogkupon i den elektroniske udgave til brug for kommunikation mellem bruger og redaktion mest anvendes som et praktisk redskab til bestillinger eller korte oplysninger - og at denne facilitet især er aktiv i perioder efter MS-arrangementer eller nyudsendelser.

I forlagets strategi for markedsføring af nyhedsbrevet er der gennem årene gjort et stort arbejde for at hverve abonnenter. Der er udsendt breve til samtlige skoler i landet, nyhedsbrevet er sendt til anmeldelse, uddelt i forbindelse med lærerkurser og der er foretaget en mindre spørgeskemaundersøgelse i år 2000 for at afdække behovet. Et brugerpanel af aktive lærere er med til at rådgive redaktionen – og derfor kan nyhedsbrevet være så tæt på den aktuelle skolehverdag som mulig med såvel metodiske som didaktiske overvejelser..

Lærerrollen
Indholdet i temaerne er bygget op som forslag til konkrete undervisningsforløb. For eksempel i historietemaet, hvor formået i et 2 lektioners forløb i 3.- 8. klasse er, "at overveje, hvordan en

historie opstår, samt øve sig i at gennemskue interesseforskelle mellem forskellige kilder"
synes direkte brugbart for den enkelte lærers og klasses planlægning af undervisningsforløb.
Eksempler omkring interessekonflikter der ændre sig i historiens forløb, kan direkte relateres til
udvikling af elevernes handlekompetence.
Ud over eksempler på undervisningsforløb er der forslag til relevante materialer inden for temaet.

Den ofte tværfaglige indgangsvinkel vil kunne udnyttes i lærernes mere og mere hyppige
samarbejder i team omkring den enkelte klasses undervisning, og indholdet lægger i høj grad op til
at give anvisninger på handlingsaspektet.
Men indholdet bør i højere grad relateres til Klare Mål i det enkelte fag eller tværfaglige
sammenhænge, så det derved bliver lettere at argumentere for at inddrage et tema om globale
forhold. Skoleskemaet er stadig indrettet i fag – og derfor vil en lærer eller et lærerteam være på
jagt efter undervisningsforløb og materialer, der i første omgang kan honorere fag - faglige krav.

Elevrollen
Nyhedsbrevet er direkte henvendt til grundskolelærerne – og ikke til brug af eleverne. Men de
beskrevne ideer og forslag til undervisningsforløb giver masser af muligheder for elevaktiviteter og
inddragelse af eleverne i den konkrete planlægning, ligesom der anvises såvel traditionelle som
netbaserede undervisningsmaterialer, der kan hentes ind i elevernes arbejde.

Anvendelse
I en rundspørge (telefoninterview) evalueringsgruppen foretog til en række skolebibliotekarer tyder
det på, at Global Undervisning bliver anvendt minimalt af lærerne. Over halvdelen af de adspurgte
skolebibliotekarer mente at Nyhedsbrevet blev brugt sjældent eller meget lidt af lærerne. Det viste
sig at skolens bibliotekarer kun i få tilfælde formidlede Nyhedsbrevet aktivt til lærerne, i form af at
vise det til samtlige lærere i forbindelse med møder på skolen. Den elektroniske udgave var i de
fleste tilfælde hverken kendt af skolebibliotekarerne eller lærerne.

I rundspørgen angav skolebibliotekarerne at globale emner og temaer har en lav prioritet, og at man
på grund af stoftrængslen ofte kaster sig over andre emner. Bibliotekarerne angiver at indholdet af
Nyhedsbrevet er godt og relevant, men at man burde satse på færre temaer.

Til overvejelse
- Hvordan er forholdet mellem Global Undervisning og skolebibliotekernes og lærernes
  direkte udnyttelse af nyhedsbrevet? Og hvordan kunne udnyttelsen effektiviseres?
- Er der en rimelig overensstemmelse mellem de midler der bruges på papirudgaven af Global
  Undervisning, og så dets faktiske anvendelse blandt lærerne på skolerne?
- Hvordan og i hvilken grad kunne Global Undervisning blive et mere synligt værktøj for
  lærerne i forbindelse med overvejelserne omkring Klare Mål og udarbejdelse af årsplaner?
- Hvordan er forholdet mellem papirudgaven af Global Undervisning og net udgaven? – og
  hvilke målgrupper forsøger de to udgaver at nå?
- Hvilke muligheder ville der være for at udnytte de eksisterende portaler som www.uland.dk
  og integrere Global Undervisning endnu mere og direkte ind i denne portal?

ZAPP – jorden rundt

Den følgende analyse og gennemgang af ZAPP og ZAPP online skal ses i sammenhæng med den afprøvning af "Total global", fra februar 2003, der gennemgås i delstudie 2.
Delstudie 1 vil forholde sig *generelt til ZAPP magasinet*, hvor delstudie 2, vil forholde sig til et *enkelt nummer* – herunder vil lærerroller og elevroller, samt materialets anvendelighed i forhold til at udvikle elevernes forståelse af sammenhænge og global handlekompetence blive beskrevet og analyseret mere indgående.

Fra en anmeldelse i Folkeskolen fremgår det at:
"ZAPP jorden rundt" kan bruges fra 7. klasse til projektarbejde, geografiundervisning eller i dansk som oplæg til et bladprojekt. Både rubrikker, manchetter og layout har en frisk og let stil samtidig med, at der er dyb alvor bag statistikkerne. Genremæssigt breder bladet sig over notitser, statistiske oplysninger, reportager, portrætinterview, tegneserier med mere".

Uddraget af anmeldelsen er medtaget, fordi den dels meget klart beskriver det førstehåndsindtryk materialet efterlader, dels signalerer i hvilke *faglige* sammenhænge, det kan indgå i.

I Mellemfolkeligt Samvirkes ansøgning om tilskud fra Danidas Oplysningsbevilling 2003 – 2005 p. 34 beskrives ZAPP i forhold til undervisning som flagskibet for målgruppen 7. – 10 klasse. Det er fagene geografi og samfundsfag, der nævnes, idet den grønne dimension og de globale temaer er naturlige dele af fagenes indholdsområder. Samtidig er både den grønne dimension og den internationale dimension tværgående temaer for alle skolens fag.

Hvem er modtagerne på skolen?
ZAPP er et magasin, der befinder sig på flere "hylder" rent strategimæssigt. Det udkommer 6 gange om året med appel til global forståelse hos de unge – og med udgangspunkt i vedkommende og spændende emner i et "ungt" sprog, der skulle fange målgruppen. Men det er også tænkt som et undervisningsmateriale til fx fag eller projekter. Hvis ZAPP skal indgå i en undervisningsmæssig sammenhæng, forudsætter dette indkøb af klassesæt. Skolerne køber af gode grunde ikke 6 klassesæt om året af magasinet. Hvem skal på skolen tage beslutning om indkøbet af et eller flere numre i klassesæt? Skolebibliotekaren med det almene kendskab til materialer eller læreren med det faglige overblik? Samtidig kræves der et godt overblik over samtlige numre af en årgang, før det kan besluttes, hvilket temanummer der skal indgå som klassesæt i samlingen til skolens undervisning i fag og projekter. Ved indkøb må det desuden påregnes, at andre lærere også skal have mulighed for og lyst til at bruge temanumret i deres undervisning i de kommende år.

Der er, med de oplagstal der er præsenteret, antageligt ZAPP magasiner til rådighed på mange skoler, men det er i enkelteksemplarer, hvilket ikke giver basis for undervisning i klassesammenhæng – med mindre der kopieres. Dermed placerer ZAPP sig som "frilæsning" på skolebiblioteket og hjemmesiden ZAPP - online vil ikke kunne opfylde sin funktion, idet eleverne ikke på eget initiativ vil opsøge siden. Det er stadig læreren, der sætter dagsordenen i klassen. Hvis lærerne som professionelle didaktikere ikke rammes, og hvis materialet ikke er tilgængeligt i tilstrækkeligt omfang, så duer flagskibet ikke.

ZAPP- Online

Arbejdsforslagene baserer sig naturligt på de problemstillinger, der rejses i tekster og billeder i de enkelte numre. Der er tale om spændende og vedkommende temaer rettet mod eleverne, der dog ikke kun er globale, men også ofte meget "store" som: børneslaveri, død, sygdom, krig og flygtninge.
Skismaet er her selvfølge, at målgruppen måske ikke kan kapere temaernes indhold, som det samtidig er MS`s opgave at formidle viden om. Denne diskussionen vil der ikke blive gjort mere ved i denne sammenhæng, blot skal dette ses som oplæg til overvejelse.

Undervisningsforslagene der er rettet mod lærerne er enten oplæg til diskussion af indholdet af tekster eller arbejds- og undersøgelsesspørgsmål til det videre arbejde med temaet. Der er tale om samtale i klassen eller arbejdsopgaver i grupper til de forskellige dele af temaet. Det er lærerens opgave at sætte disse opgaver ind i en faglig sammenhæng. De enkelte undervisningsideer er ikke linket til fag men til temaet.

Geospørg 98, en undersøgelse foretaget af Undervisningsministeriets netværksgruppe, Geografforlaget 2000, sandsynliggjorde, at kun 1/3 af lærerne i geografi faktisk har en liniefagsuddannelse. Dette er selvfølgelig et problem i forhold til den faktiske planlægning af undervisningen. Mangel på fagligt overblik og fraværet af en grundlæggende forståelse af fagets karakter giver planlægningsmæssigt en usikkerhed, der i høj grad vil få lærerne til at holde fast i de gængse lærebogssystemer, der umiddelbart, men ikke nødvendigvis på den bedste og mest opfindsomme og spændende måde, sætter den struktur på undervisningen, der mangler fra lærerside. Da MS -udgivelserne fra forlaget selv beskrives som supplerende materialer til undervisningen – et bredt tilbud – som lærerne kan vælge imellem, så er der allerede her en begrænsning i den mulige afsætning.

ZAPP beskrives ofte som et ungdomsmagasin – et frisk og spændende pust i strømmen af materialer til skolebiblioteket. Dette indtryk kan dog også opfattes som en begrænsning. Lærere opfatter i langt overvejende grad ZAPP som et tidsskrift til unge om væsentlige problemer, men de ser det som et tilbud om læsning på egen hånd. Da den tilhørende webside ikke er almen kendt, så grundfæstes denne holdning. Lærerne er i kraft af den forholdsvise konservative udgivelsespolitik fra lærebogsforlagene "godt" opdraget. Ofte bliver der på Amtscentrene vist spændende materialer, som lærerne gerne vil bruge, men spørgsmålet vil ofte stilles umiddelbart efter: er der en lærervejledning med kopisider? Konsekvensen af dette ville selvfølgelig være at udgive en sådan til ZAPP, men det er ikke umiddelbart en anbefaling. Websiden fungerer fint, men den skal jo åbnes for at virke. Løsningen i denne sammenhæng er ikke yderligere kampagner for at skabe opmærksomhed om materialerne.

Anvendelse
Med udgangspunkt i geografi ser vi på de muligheder ZAPP magasinet tilbyder lærerne.
De overordnede Klare Mål for geografi er blandt andet "at eleverne har tilegnet sig viden om og forståelse af de naturgivne og kulturskabte forudsætninger for levevilkår i Danmark og i andre lande samt samfundenes udnyttelse af naturgrundlag og ressourcer" og "At eleverne har opnået forståelse af fremmede kulturer". Timetallet for geografi er 2 timer om ugen på 7. – 8. klassetrin.

Undervisningsstoffet beskrives i faghæftet på to niveauer; som indholdskategorier og som emner. Indholdskategorierne er fastlagt i de centrale kundskabs og færdighedsområder, og emner beskrives

som en fremtrædelsesform for et bestemt indhold. Emnet indeholder flere indholdskategorier og vil ofte have eksemplarisk værdi, således at den viden, forståelse af overordnede sammenhænge og de færdigheder, man har tilegnet sig, kan bruges i nye sammenhænge. Eleverne skal gennem arbejdet nå frem til en forståelse af noget fundamentalt, altså viden og indsigt, der rækker ud over det konkrete eksempel. Det er den konkrete undervisningssituation, der bestemmer hvilke typer af kategorier, som bedst muligt hjælper eleverne til at forstå de sammenhænge og problemstillinger, der betinger livsvilkårene for mennesker i de forskellige regioner. (Se en grafisk oversigt i bilag 9.1)

Det er specielt den kulturgeografiske del af geografi, der tilgodeses i ZAPP – Forbindelsen mellem natur og kulturgeografien i en forståelsesramme er dog netop fagets særkende – men dette er ikke en del af stoffet eller vinklen i ZAPP. Til gengæld viser listen af mål i ovenstående, at en væsentlig del af samtlige mål for faget faktisk kan indeholdes i arbejdet med et eller flere ZAPP temaer. Lærerne er antagelig ikke bevidste om dette faktum, og det kunne tyde på at ZAPP redaktionen har en ideal forestilling om hvordan lærerne arbejder.

Geospørg 98 viste, at netop arbejdet med problemstillinger ikke var særligt udpræget, selv om det i faghæftet tydeligt fremgår, at det er en af de veje, der skal betrædes. Regionalgeografien i stil med "at skrive om et land" er derimod en tydelig og mere traditionel forståelse af det geografiske indhold, også for ikke - liniefagsuddannede lærere.
ZAPP udgivelserne giver faktisk mulighed for et tema og nogle problemstillinger - og de er dermed et vigtigt skridt mod en anderledes geografiundervisning. Undersøgelsen viser dog, at der ikke er tilstrækkelig forståelse for, at netop problemstillingen er en anden måde at sætte struktur på undervisningen på i forhold til regionalgeografiske analyser (et land) eller en geografisk disciplin (naturgeografi: fx vulkaner, klima/plantebælte, - kulturgeografi: fx byens udvikling, erhverv eller befolkningsudvikling).

Fra telefoninterview med udvalgte skolers bibliotekarer vedr. Global Undervisning kom følgende kommentar og vurdering fra en af skolerne:
"Sats på enkle ting, for der kommer så meget fra alle kanter. Lærerne bruger det ikke – og holder sig strikt til det allermest nødvendige."

Det generelle indtryk af ZAPP og hjemmesiderne fra MS er, at der tilbydes mange muligheder og oftest i en tværfaglig sammenhæng. Derved er siderne ofte så fyldt med ideer og anvisninger, at der hele tiden åbnes for flere muligheder, end der anvises en vej mod konkret undervisning. Dette er både en styrke og en svaghed. Det er en styrke for den fagligt velfunderede lærer, der tænker i globale temaer, men det er en svaghed for de mange lærere der ønsker et mere færdigt materiale.

Tværfaglige vinkler
Hvis man ser fx det aktuelle nummer Total Global i en tværfaglig sammenhæng, springer der ikke mange muligheder i øjnene. Selvfølgelig kan dansklæreren lokkes til at deltage dels i forhold til tekst og billedanalyse dels i forhold til arbejdet med medier fx lav et ungdomsmagasin (genre), men det kan i princippet ske i så mange andre sammenhænge. Der er en oplagt mulighed for at inddrage historie i forhold til forudsætningerne for udviklingen i ulandene og den globaliserede verden, men udgivelsen bidrager ikke med stof, der kan tilgodese historielærerens behov for at have materiale at arbejde med i sine timer. Samfundsfag befinder sig ikke på samme klassetrin som geografi, men det er selvfølgelig oplagt at anvende ZAPP i faget. Dette skulle gerne sandsynliggøre, at også de enkelte temaer i forhold til skolen VIL binde sig til fagene, alene fordi strukturen bidrager hertil.

Hvis der etableres en forbindelse mellem historie og samfundsfag via det nye folkeskoleforlig, hvor historie tænkes videreført til 9. klasse for her at bidrage til projektopgaven sammen med samfundsfag i en prøvelignende form, vil det være oplagt for ZAPP at opdyrke temaer til dette område. Det er her ZAPP har sine stærke sider med sine cases, billeder, oplæg og inspiration til arbejdet med temaer og problemstillinger, hvor eleverne selv kan arbejde videre med delemner i grupper.

I forhold til en hel årgang af ZAPP på 6 numre får lærerne altså mange muligheder at arbejde med. Ser vi på geografi som fag, der skulle anvende disse, så er der i virkeligheden ikke brug for mange klassesæt. Selv på en skole med 2 spor vil der højst være 4 klasser der undervises i geografi. Da faget skal dække både faglige områder indenfor natur og kulturgeografien vil der i dette 2 årige forløb ikke være indlagt mange emner om ulandsproblematik og globale forhold. Dette pointeres i forhold til den igangværende evaluering, idet det ikke nødvendigvis kan konkluderes, at når der ikke sælges tilstrækkelig med materialer, så er de enten for dårlige eller markedsføringen ikke tilstrækkelig. Da der kun undervises max 2 timer om ugen i 2 år i faget, så er tiden begrænset. Med fx 4 klasser i 7. – 8. klasse vil der måske på skolebiblioteket kun være behov for 1 – 2 klassesæt af ZAPP til nogle længerevarende forløb om fx globale forhold. Dette begrænser altså rent strukturelt oplagenes salgstal. De enkelte numre via abonnementet vil selvfølgelig findes på biblioteket til orientering, men ældre numre vil næppe præsenteres særligt tydeligt – sandsynligvis en del numre i en mappe.

Til overvejelse
- ZAPP magasinet appellerer til de unge med dets 'hurtige og lette layout' og form. Samtidig er det ment som et undervisningsmateriale til specielt geografi, samfundsfag og projektopgaven. Hvordan kan intentionen om undervisningsmaterialet – eller lærerdelen integreres mere – og bedre i papir – og online udgaven af ZAPP?
- Er det muligt at fastholde den redaktionelle line som ungdomsmagasin og stile direkte mod salg til skolebiblioteket samt salg af enkelt eksemplarer i stedet for den nuværende abonnements ordning?
- Hvis lærerne ønsker at magasinet skal fokusere mere på det enkle i stedet for mange temaer og med mange perspektiver på én gang, kunne en mulighed så være at udgive decideret undervisningsbøger til unge – i ZAPP profil - med tilhørende lærervejledning og en integreret hjemmeside. Samtidig kunne det tydeligt angives i udgivelsen hvilket fag eller sammenhæng den aktuelle *lærebog* er beregnet til.
- Hvordan kan MS udgivelserne på den ene side tilgodese de ideelle fordringer der er for at arbejde med problemorientere projektforløb – og samtidig tilfredsstille de lærere, der ikke har de faglige og teoretiske forudsætninger inden for de valgte faglige og tværfaglige sammenhænge?
- Lærernes planlægning af det kommende skoleår starter som regel omkring påske året før. Det kunne overvejes at markedsføre ungdomsmaterialet – ZAPP-undervisning i denne periode
- Den lærerbaserede indgang til ZAPP findes på hjemmesiden ZAPP online, der igen er "gemt" i en lærerdel. Samtidig findes der mangeartede netbaserede tilbud som U-land.dk, Verdensborger, U-Web hos Danida og MS's egen hjemmeside. De mange muligheder er et problem – og kan virke direkte hæmmende for specielt den uerfarne lærer – eller de lærere, der endnu ikke har indarbejdet netsøgningen som en rutine i deres forberedelse. Hvilke muligheder er der for overblik og kvalificerede valg, når lærerne skal i gang med et globalt emne eller tema?

World.dk

World.dk er et 3-årigt forsøgsprojekt med to hovedformål: Dels til brug ved skolekoncerter samt arbejdsmateriale til kulturforståelse – og dels at skabe en tilbagevendende musikfestival for verdensmusik. Kun førstnævnte vil blive evalueret i denne forbindelse.

World.dk er et materiale om lande og verdensdele i den tredje verden. Det er udarbejdet i forbindelse med et stort anlagt forsøgsprojekt med inddragelse af børn fra mellemtrinnet på 50 skoler i Danmark. Der er tale om børn fra (3.) 4. – 6. klassetrin på skoler i forskellige egne af landet. Kombinationen af koncerter med musik fra verdensdelene og stof til undervisningen i et længerevarende tværfagligt forløb er på mange måder nyskabende.

Materialet bærer præg at være udarbejdet sideløbende med projektets udvikling. Tekster, layout og indholdsopbygningen er ikke homogen, ligesom det øjensynligt har været svært at finde et passende niveau rent sprogligt og opgavemæssigt i forhold til aldersgruppen. Dette er meget tydeligt ved en gennemgang af tekster og opgaver ligesom det også er en udpræget konklusion fra de deltagende læreres evalueringsskemaer.

Sammenhængen mellem musikken og arbejdet med de enkelte lande er ikke indarbejdet i materialet. Udgangspunktet har været at lade musikken og mødet med musikere fra andre kulturer være den emotionelle og opmærksomhedsskabende faktor, der skulle åbne kulturerne for hinanden. Et ægte kulturmøde som baggrund for viden om og forståelse af fremmede kulturer. Udgangspunktet er dermed fuldstændig i overensstemmelse med intensionerne i skolens formålsparagraf og en del af fagformålene, ikke mindst geografi, som der dog ikke undervises i på de pågældende og involverede klassetrin.

Et gennemgående træk ved mange udgivelser fra Mellemfolkeligt Samvirke, således også disse mapper, er en kraftig fokusering på det tværfaglige arbejde i skolen. Denne pædagogiske tilgang til arbejdet i skolen kræver dog et ualmindeligt godt didaktisk og planlægningsmæssigt grundlag, hvis kvaliteten af arbejdet med eleverne skal være i orden.

Mange af de udgivelser, der præsenteres som tværfaglige, bygger ikke på en nøje analyse og vurdering af de didaktiske og pædagogiske fordele ved dette arbejde, men alene på en lidt forældet opfattelse af, at tværfaglighed handler om, at mere end et fag muligvis kan deltage, hvis der er opgavetyper, der ligner det, man traditionelt foretager sig i disse fag. Musik på CD er ikke nødvendigvis musikundervisning, fordi man hører det, og at tegne en tegning er ikke billedkunst, blot fordi det foregår med en blyant, farver og et stykke papir. Tværfaglighed handler ikke om at tvære fagene ud, men netop gennem et didaktisk-fagligt overblik at lade fagene spille funktionelt sammen om arbejdet med emner, temaer og problemstillinger.

"Undervisningen retter sig mod en bred faggruppe (dansk, musik, formning, drama, orienteringsfag, sløjd, idræt, hjemkundskab, håndgerning, m.m.) og indbyder dermed til et bredt tværfagligt samarbejde for lærerne i de lærerteams, der arbejder med de deltagende klasser"
Kilde: World.dk, rapport februar 2000 p.8

Læg mærke til afslutningen på opremsningen af deltagende fag: *m.m.* Dækker det skolens øvrige fag – eller? Dette er ikke en troværdig måde at signalere, at her er et kompetent materiale til undervisning i skolen. Tværtimod er det, selv om dette eksempel er et af de rigtig slemme, et tegn

på manglende kendskab ikke bare til skolens virkelighed men til hele den undervisningsmæssige side af virksomheden. *Orienteringsfag* findes ikke i skolen efter folkeskoleloven fra 1993. *Formning* hedder billedkunst, og dette er ikke kun et ord, men en ændring af den måde, faget bedrives og anskues på, hvilket fremgår ved en sammenligning af det gamle og nye faghæfte for faget. *Håndgerning* hedder håndarbejde og *drama* findes ikke som fag i skolen.

Det er utroligt vigtig, at materialerne i højere grad bygger på en forståelse af skolens formål og mål og dermed rettes mod fagene og de mål og betragtningsmåder, der konstituerer disse – dog gerne tværfagligt, hvis det er nøje overvejet, hvad dette skal føre til. En tanke kunne være, at agendaen kunne lyde: ved at ramme bredt og inddrage så mange fag så muligt, så rammer man mange lærere og dermed mange klasser. I virkeligheden er risikoen, at man ikke rammer nogen.

Lærerne, der underviser i den danske folkeskole, er ofte nødt til at dække fag, ikke mindst i forhold til natur/teknik, geografi, historie og biologi, som de ikke specielt er uddannet til at varetage. Deres faglige og fag-faglige overblik bygger dermed på de erfaringer, de efterhånden får i kraft af deres arbejde i skolen. Denne gruppe af lærere er, i større omfang end det umiddelbart kan erkendes for en udenforstående, afhængige af strukturerede materialer, der er en åbenbar og måske pragmatisk hjælp i den daglige undervisning. En generel pointe i forhold til det tværfagligt tilrettelagte materiale er, at det stadigvæk er en mindre del af undervisningstiden i skolen, der rent faktisk anvendes til tværfagligt arbejde.

Materialet er overvældende i omfang, men ingen forstiller sig vel, at en klasse arbejder med det hele. Læreren må foretage et valg. Ofte ses denne tilgang i de tilbudte materialer og i forhold til websiderne. Supplerende undervisningsmaterialer opfattes som en kasse med muligheder, ofte ud fra et ikke-lineært princip, hvor læreren/eleven selv vælger start og slut. Dette er faktisk en meget svær proces – også for lærere.

Hvis materialet påtænkes udgivet uden ledsagende koncerter, så er en vigtig del af projektets livsnerve skåret over. Kulturmødet sker ikke via en CD i denne sammenhæng. Fra evalueringsrapporten fremgår det også tydeligt, at lærerne opfatter selve koncertsituationen som en meget vigtig og givtig del af projektet. Det medfølgende materiale kunne selvfølgelig bearbejdes til undervisning om verdensdelene, men dette ville kræve en nøje gennemgang af tekster og opgaver i forhold til sværhedsgrad, layout og ikke mindst i forhold til den undervisning, som man ønsker den skal afstedkomme.

Udgangspunktet er kulturforståelse gennem arbejde med forskellige lande i forskellige verdensdele gennem oplevelser og erfaringer med andre kulturers måder at indrette sig på i forhold til musik, mad og historier og dette ledsages af beskrivende og faktuelle oplysninger om de enkelte lande.

Lærerrollen

Mapperne er tilrettelagt med fokus på levevilkår – og læreren har så til opgave at tilrettelægge indholdet, så det kan anvendes i et tværfagligt forløb med bl.a. inddragelse af musik som intention. Kræver et stort koordinerende arbejde for at bruge materialet i forskellige fag.

På mellemtrinnet vil følgende fag kunne relateres til materialet: natur/teknik, musik, dansk, historie samt billedkunst. I et fagteam er der således et godt grundlag for at plan- og tilrettelægge et spændende fælles forløb. I forhold til skolens overordnede formål kan der nemt argumenteres for deltagelse i dette projekt, idet det netop arbejder for et positivt og direkte kulturmøde, inddragelse

af den internationale dimension og dermed arbejder for en bedre forståelse mellem folk fra verdens forskellige egne.

Elevrollen

Hvis intentionen med at få inddraget musik i forbindelse med mapperne kan føres ud i livet, så er der gode muligheder for at give eleverne oplevelser som grundlag for undervisning. Eleverne har mulighed for at hente fakta og beskrivelser om forskellige levevilkår i de valgte regioner. Det vil dog kræve en del planlægning både mellem eleverne indbyrdes og sammen med lærerne. Hvis elevernes handlekompetence i forhold til globale forhold skal styrkes, skal der knyttes en mere direkte forbindelse mellem musikkens udtryk og de forudsætninger som skaber rammerne for denne musik.

Til overvejelse

- Hvordan kan der knyttes en forbindelse mellem det musiske udtryk og de naturforhold, kulturelle og historiske forudsætninger, som giver baggrund for musikken?
- Det kan overvejes, om forbindelsen mellem naturforholdene, de historiske forudsætninger og menneskers måde at indrette sig på i højere grad kan integreres i tekster og opgaver.
- Hvordan kunne der gennem World.dk projektet skabe forbindelse mellem den praktisk-musiske dimension og den globale – internationale dimension, som alle skoler er forpligtet på?
- Hvilke fag - og tværdidaktiske overvejelser er nødvendige for at skabe en funktionel sammenhæng mellem skolekoncerterne og de temaer og problemstillinger, som udvikler elevernes forståelse for både at få en musiske oplevelse og samtidig give dem forudsætninger for baggrunden for den musik der bliver præsenteret?

Løgnen på bjergets top

Materialet består af en elevbog, der indeholder en historie fra Bolivia; en lærerbog en cd-rom med værksted for billede - og tekstarbejde. Målgruppen for materialet er 3. – 6. klasse og "materialet er velegnet til tværfaglig undervisning og undervisning i fagene dansk, natur/teknik, billedkunst og kristendomskundskab."

Elevbogen fortæller historien om Simon og Jemina i Bolivia, og her behandles det universelle ønske om at blive accepteret. Teksten er meget kompakt, uden deloverskrifter og egner sig på de yngste klassetrin umiddelbart bedst til at blive læst op.

Selv om landet Bolivia præsenteres, så kunne historien foregå hvor som helst i verden, og da den ikke er opbygget som en egentlig fagbog (intet register, ingen supplerende faglige kommentarer – bortset fra et afsluttende leksikonafsnit) giver den ikke umiddelbart megen læring om u-lande og globale forhold.. I de faglige sammenhænge der stiles mod kan det efter vor vurdering nemt blive for ukonkret og dermed vanskeligt for mange undervisere at anvende materialet umiddelbart i forhold til en egentlig u-landsformidling og læringssituation.

Materialet har med sin interaktive dimension (billede, lyd og tekstværkstedet) været med til at afprøve cd-rom mediet og har på en måde været forud for sin tid, da det udkom i år 2000. Det var netop noget nyt og epokegørende, at man til de yngste og mellemste klassetrin kunne anvende et aktivt redskab, der berettigede brug af computeren i undervisningen. På den måde er materialet særdeles velgennemtænkt og ideelt set det helt perfekte læringsmiddel til en moderne og aktiv undervisning.

Hvad med fagligheden i materialet? Det er umiddelbart ikke tilstrækkeligt med dansk-fagligheden, hvis der skal udvikles et handleberedskab i forhold til globale forhold. Danskfagligheden er knyttet til temaet om "løgnehistorier", hvor danskfaglighen udvikles gennem at se på forskellige typer af løgne og fantasifulde fortællinger, et forfatterbesøg, lave børneradio, eksempler på overtro og skrive en løgnehistorie. Konkret viden og faglige redskaber der er knyttet til læring i forhold til faget skal der også medtænkes – og derfor kan et sådant materiale i dag udbygges meget videre ved aktivt at benytte mulighederne i at koble det til netbaserede supplerende ting. I øjeblikket er der en eksisterende hjemmeside, der alene omtaler titlerne, deres indhold samt anmeldelser. Det kunne med fordel udbygges, så internetdelen bruges aktivt og varieret som en del af et moderne læringsmiddel, der får medierne til at spille endnu bedre sammen.

Lærerens Bog er ganske omfattende – og er netop den, der kan sætte materialet ind i en større tværfaglig sammenhæng, således at elevbogens fortælling anvendes til at perspektivere forhold om u-lande og almenmenneskelige vilkår. Dog er det op til underviseren at vurdere, hvordan materialet ud fra de mange ideer og forslag kan inddrages i netop hans undervisning.
Der antydes løse idé skitser til at udnytte fagene dansk (løgnehistorier), de praktisk – musiske fag (mad og væv), Natur & Teknik (forskelle på højland og lavland), Kristendomskundskab (løgnehistorier) og et tema om piger og drenge. De løse skitser får ikke fat i dybe faglige sammenhænge, men kan være glimrende som inspiration.

Elevbogen kan således anvendes som igangsætter for et større fag-fagligt emne om den tredje verden – og hermed være perfekt som emne i et fagsamarbejde med fx dansk og natur/teknik.

Lærerrollen

Dette er ikke et materiale, der er grydeklart og lige til at anvende i en undervisers travle hverdag. Det kræver en omhyggelig planlægning og stofudvælgelse, for at forløbet ikke kommer til at stritte i alle mulige retninger – eller bliver domineret af tekniske besværligheder med at få billede - og lydværkstedet til at fungere, og læreren skal således i høj grad ind at gøre sig såvel metodiske, didaktiske og faglige overvejelser.

Et sådant sammensat materiale vil med fordel kunne udformes både metodisk, indholdsmæssigt og teknisk, så det er lige til at anvende også for underviseren uden større forudsætninger. Selv om tiden arbejder for meget mere teamsamarbejde på skolerne, så ønsker mange undervisere stoffet serveret endnu mere grydeklart og ganske tydeligt sammenkædet med læseplaner og Klare Mål, sådan at der ikke er tvivl om, hvor stoffet nemt og ligetil kan inddrages.

Elevrollen

Elevbogen giver store muligheder for, at eleverne med baggrund i egen erfaringsverden kan identificere sig og leve sig ind i andre folks måder at tackle kendte situationer på. I dag er cd-rommedie efterhånden ved at være afløst af netbaserede midler – og det er derfor som supplement til det boglige vejen frem, selv om den teknisk formåen og tilstrækkeligt med internetadgang på mange skoler endnu ikke er helt på plads. Elevrollen vil kunne styrkes og gøres meget mere aktiv ved at udbygge netbaserede muligheder. Selv om der med såvel cd-rom mediet og internettet er en fare for, at elevens arbejde og tidsforbrug går op i at udarbejde teknisk flotte løsninger – og i værste fald uden konkret fagligt indhold.

Anvendelighed

De relativt lave salgstal leveret fra MS (76 skolelicenser på 3 år og 584 solgte elevbøger, samt 121 lærerbøger) kunne dog antyde, at det kombinerede materiale har været for diffust, for omfattende for mange skoler og undervisere at få indkøbt og dermed give sig i kast med.

Ligeledes peger en detaljeret udlånsstatistik fra Amtscentret i Århus Amt for titlen: *Løgnen på bjergets top* i samme retning, idet Elevbogen har været udlånt 13 gange siden indkøb 10.02.02 – heraf har kun 5 lån været som klassesæt (fra 10-50 ex per udlån), mens de øvrige udlån har været som enkelteksemplarer. Det kunne tyde på, at materialet i høj grad bruges som lærerens baggrundsmateriale – og ikke direkte i elevaktiviteter. Lærervejledning har været udlånt 11 gange – og cd-rom´en 8 gange i perioden. Hvordan cd-rom´en har været anvendt af lånerne kan vi ikke se noget om i udlånsstatistikken.

Til overvejelse

- I tilfældet *Løgnen på bjergets top* kan det overvejes at støtte lærerrollen ved at gøre Lærervejledningen "langtidsholdbar" i en elektronisk udgave tilgængelig på nettet, idet der løbende kan ske en ajourføring – og det fag-faglige kan følges op af guidede henvisninger til muligheder på nettet.

Rejsen ud af mørket

Et kombineret materiale bestående af en lærerbog, en elevbog, et pædagogisk tilrettelagt rollespil og et hørespil. Målgruppen (9 – 13 år) er grundskolens mellemtrin specielt rettet til danskundervisningen i et fagsamarbejde. Her kan lægges op til emnearbejder om ligheder, forskelle, børnerettigheder og baggrundsforståelse for flygtninge og tosprogede nye danskere.

Hørespillet er forfattet af professionelle forfattere og handler om de to børn Nollo og Alba der flygter hjemmefra til "lejren".
Rollespillet består af brikker, som er "levende" flygtninge, soldater, røvere og nødhjælpsarbejdere i et land i opløsning. Målet for flygtningene er at nå landsbyen, over grænsen og til flygtningelejren. Spillets idé er at flugten skal foregå så hurtigt og sikkert som muligt og undgå at flygtningene støder på forhindringer undervejs. Spillet vil bringe eleverne så "tæt på de følelser" der er forbundet med flygtninge, hedder det og samtidig introducere spillerne for de begreber der er inden for flygtningedebatten.
Elevbogen indeholder 12 tekster, hvor 12 flygtningebørn fortæller om deres historier som flygtningebørn forskellige steder fra hele verden.

Lærerbogen arbejder eksemplarisk med én enkelt af teksterne fra elevbogen og der arbejdes grundlæggende med fire spørgsmål, som kan knyttes til alle de 12 tekster:
* Hvorfor må nogen mennesker flygte?
* Hvilke tab oplever flygtningebørnene?
* Hvor flygter man fra? Og er det forskelligt at flygte fra forskellige lande?
* Hvordan er det at komme til Danmark som flygtning?

Det dansk faglige arbejde knytter sig til tekstforståelse, processkrivning (breve, digte og noveller), samt den journalistiske genre.
Derudover der i Lærerbogen en kort fakta oversigt over de enkelte lande. Der er samtidig på en overskuelig og anvendelig måde givet en anvisning på hvordan læreren kan arbejde med materialet.

Lærerrollen
Lærervejledningen giver en hurtig introduktion til materialet – og derefter følger konkrete opgaveforslag til hvert af elevbogens 12 kapitler. Generelt lægges der op til danskfaglige aktiviteter som tekstforståelse, processkrivning, journalistiske opgaver, tegning og rollespil. Endelig er der landefakta for udvalgte lande, der støtter læreren i forberedelsen, så længe oplysningerne ikke er forældet i papirudgave. Dog kræver især rollespillet en grundig forberedelse for at give et tilstrækkeligt stort udbytte, og der er således gode muligheder for at lade dette materiale indgå i et teamsamarbejde for at gøre det overkommeligt i praksis.

Elevrollen
Materialet formår at røre elevernes følelser – og dermed giver det gode muligheder for identifikation, sammenligninger og relationer til deres egen forkromede hverdag. Rollespillet kan i vellykkede tilfælde give mulighed for i endnu højere grad aktivt at indleve sig i andres leveforhold og afprøve handlemuligheder – men kan også blot resultere i en slags "fangeleg" uden videre

konsekvenser eller holdningsændringer til følge. En anden farer ved materialet er, at eleverne kan opleve en magtesløshed i forhold til flygtningeforældrenes situation.

Anvendelse

Undervisere fra to mellemstore skole har afprøvet materialet i deres 5. klasser (se bilag 9.2). Lærerne i de to klasser vurderer materialet som både anvendeligt på klasseniveauet, spændende for eleverne og brugbart men også krævende som danskfaglig aktivitet.
Historierne fra hørespillet har rørt ved børnenes følelser. Teksterne i elevbogen virker realistiske uden løftet pegefinger. Arbejdsforslagene er brugbare ligesom fakta oplysningerne bagerst i Lærerbogen.

En lærer skriver:
Jeg brugte materialet i en 5.klasse. Valgte de tekster ud, jeg selv blev mest berørt af, og børnene blev umiddelbart meget grebet af novellernes indhold. Opgaverne til teksterne er danskfagligt gode og uddybende for forståelsen af flygtningebørns problemer. Flere opgaver inden for processkrivning havde klassen og jeg stort udbytte af.
Jeg var meget glad for oplysningerne om landene ude i verden, som Danmark modtager flygtninge fra. De sparede mig for meget opslagsarbejde.

Rollespillet roses fordi det giver eleverne en forståelse for de forskellige roller, der er i en flugtsituation. Specielt ser rollespillet ud til at kunne overføres fra et spil i klassen til et spil uden for – og dermed gøre rollespillet mere "ægte".

Endelig peges der på, at materialet kræver en nøje planlægning af hele forløbet og det anbefales også at bruge materialet for større klasser, men ikke under 5. klasse trin.

Udbredelse og distribution

I følge salgsopgørelsen fra forlaget er det helt tydeligt, at den traditionelle bog (Elevbog) trækker bedst. Der har som for forlagets øvrige produkter været en effektiv markedsføring, og bl.a. er titlen omtalt særdeles meget i medierne, fordi den blev kåret til Årets Bog af Skolebiblioteksforeningen Derimod er salgstal for såvel cd som rollespil beskedne, hvilket betyder, at det kombinerede materiales intentioner ikke opfyldes i udbredt grad.

Til overvejelse

- Hvordan skabes der forbindelse mellem rollespillets "som-om-logik" og den virkelige verdens konflikter og følelser?
- Hvor konkret og direkte anvendelige skal en lærervejledning og især rollespillets udformning være samtidig med at det også lægger op til de didaktiske og pædagogiske diskussioner, der skal foregå i et lærerteam om planlægningen af et tema om flygtninge og indvandrere?
- Hvordan knyttes forbindelsen mellem skolens "som-om-verden" til lokale forhold og muligheder for at inddrages for eksempel flygtninge familier eller kontakt til skoler med større koncentration af flygtninge?
- Hvordan kan elevernes følelse af magtesløshed knyttes til muligheder for løsninger via for eksempel at bruge flygtninge elevernes egne erfaringer eller inddragelse af gæstelærere?
- Hvordan kan det fag-faglige stof bedst muligt ajourføres?

Billeder på tværs

Materialet består af lærervejledning med opgaver samt 17 sort/hvid billeder i A-4 format i mappen, som danner udgangspunkt for arbejdet med dels billedanalyse og dels samtale om de tanker, disse billeder sætter i gang hos eleverne.

Materialet må umiddelbart opfattes som perifert i forhold til de udgivelser, man måske nok almindeligvis forbinder med MS. Det er et materiale, som kan anvendes i danskundervisningen fra 7. – 10. klasse i Grundskolen, og medfølgende materiale foreslår ligeledes materialet anvendt til samfundsfag, medier og i forbindelse med projektopgaven.

Her er der tale om et danskfagligt materiale, der kan dække et væsentlig fagligt område indenfor faget - nemlig billedanalyse. Billederne fungerer samtidig som oplæg til samtale om vigtige emner indenfor tilværelsesforståelse.

Som det har været påpeget ved evaluering af andre materialer er det et konstituerende træk ved de fleste materialer, at de tænkes anvendt i så mange sammenhænge som muligt. ”Billeder på tværs” er ikke et tværfagligt materiale – det er et *danskmateriale*, men selvfølgelig kan det anvendes i andre sammenhænge også, – det handler om lærerens motivation og ideer, for så kan næsten alt bruges som afsæt for undervisning.

Materialet markedsføres ud fra flere overskrifter. På den ene side er det et materiale til billedanalyse og den nonverbale kommunikation, hvilket i høj grad også afspejles i arbejdsforslagene, som tager dette udgangspunkt (betydning/medbetydning, association/konnotation, teksten i billedet, lyrik, bogomslag, overskrifter og billedtekster, eleven som fotograf, billedmanipulation). Men samtidig lægges der kraftigt op til, at materialet skal anvendes som oplæg til samtale om væsentlige og vedkommende emner som identitet, opdragelse, familie, religion, fritid, andre kulturer i Danmark, ung/gammel osv.

Selv om arbejdsopslagene tager et rent billedanalysemæssigt udgangspunkt, hvor eleverne trænes i at sætte ord på billeder og dermed analysere den virkning billeder kan have på den, der ser, så lyder det i indledningsteksten på lærervejledningen: ”Ideen med opgaverne er ikke at give elever og lærere et fuldstændigt teoretisk analyse-beredskab til at arbejde med billeder. Det findes der udmærkede bøger til på skolebiblioteket (…)” (p.4).

Spørgsmålet er, hvad læreren der påtænker at anvende materialet, har i tankerne til sin undervisning. – Hvis man underviser i medier, så må interessen samle sig om det rent billedtekniske. Hvis man er dansklærer, er man nok interesseret i at få materiale til undervisning i billedanalyse. Hvis man skal forestå projektopgaven, så vil man søge materiale, der kan inspirere til den hovedoverskrift, som eleverne i fællesskab har etableret for det kommende arbejde. Spørgsmålet er så, om de enkelte lærere ikke søger specifikke materialer til deres undervisning.

Billederne i mappen er af høj kvalitet – også udtryksmæssigt. Men billederne er gengivet i s/h, og motiverne er forholdsvis afdæmpede. Det er i dag nemt at skaffe billeder til undervisningen, idet der overalt findes blade, tidsskrifter og aviser med aktuelle, vedkommende og vilde billeder. Det kan være fra annoncer, artikler eller hverdagsbilleder fra avisen. Da opgaverne ikke adskiller sig

væsentligt fra de opgaver, der findes i mange danskbøger, så er behovet for udgivelser som disse nok ikke så stor. Desuden er der tale om et materiale i ringbind, hvilket ikke er så hensigtsmæssigt. På skolens hylder kommer der ofte efter første gangs brug til at mangle de måske vigtigste billeder, og dette er også med i skolebibliotekarens overvejelser, inden han bestiller – trods en rimelig pris.

Lærerrollen
Her lægger materialet op til, at læreren direkte vælger mellem de arbejdsforslag, der er foreslået i lærervejledningen – og herudfra anvender de enkelte billeder i klassens arbejde. Alt efter lærerens motivation og iderigdom er der muligheder for at udvide materialets anvendelsesmuligheder til en række fagområder ud over selve billedanalysen eller danskfaget. Men dette er overladt til den samtale, som læreren kan få etableret ud fra elevernes oplevelse af billederne, da det ikke afspejles i arbejdsopgaverne.

Elevrollen
Billederne indgår direkte i elevernes arbejde ved, at de oplever og tolker motiverne. Billederne er kun igangsætter for samtaler og diskussioner i klassen om væsentlige sider af tilværelsen og behøver ikke nødvendigvis at være globale forhold.

Til overvejelse
- Bør forlaget udgive materialer, der knytter sig mest til analyser af billeders form, layout og udtryk uden en egentlig tilknytning til det indholdsmæssige og holdninger om globale forhold, som forlaget normalt udsender?

5. Analyse og samlet vurdering af materialerne

I præsentationen og vurderingen af materialerne fra MS forlaget har vi fokuseret på formen og layout, indholdet, perspektiverne på lærer - og elevroller og materialernes anvendelighed i forhold til den konkrete undervisningspraksis. Giver materialerne mulighed for at støtte lærerens bestræbelser for at udvikle elevernes læreprocesser og handlerfaringer med globale og mellemfolkelige forhold?

Gennemgangen af de enkelte udgivelser afdækkede at de fleste materialer er professionelle i deres form og af høj layoutmæssig kvalitet. Formen appellerer til målgruppen og er kvalitetsmæssigt på line med de øvrige undervisningsmaterialer på markedet.
I de materialer vi har set på er der knytte forskellige medier sammen, som bogen – Internettet, radio og lyd - billede. I et enkelt tilfælde er der forsøgt på nytænkning ("Løgnen på bjergets top"), hvor eleverne selv kan producere og sammensætte en historie med egen tekst, billeder og lyd fra en cd-rom database.

De fleste titler retter sig intentionelt mod fagene geografi, samfundsfag eller natur & teknik. Derudover nævnes dansk og de praktisk – musiske fag. Tværfagligt er udgivelserne tænkt ind i projektarbejde i mellemgruppen og projektopgaven for de ældste elever. Skolens organisering i strukturen med indskoling, mellemtrin og overbygning er ligeledes en del af udgiver strategien. Der er dog meget få udgivelser, som henvender sig direkte til indskolingen (0. – 3. klasse).

Indholdet i materialerne har ofte et regionalt kulturgeografisk udgangspunkt, hvor der knyttes mere generelle og universelle følelser og identifikationsmuligheder for eleverne. I materialerne arbejdes der med muligheder for forskellige former for udvikling af *viden* og dermed i den efterfølgende undervisning: *tænkning* og *læring*.

Groft sagt kan man opdele forskellige videns og erkendelsesformer ind i følgende fire hovedgrupper:
- Faktaviden, som ofte giver præcise oplysninger om lande, befolkninger, det politiske styre, religion og samfundsforhold. (*fakta – viden*)
- Viden, som vedrører erkendelse og forståelse af sammenhænge, som gør det muligt for eleverne at finde forklaringer og årsagssammenhænge på lokale eller globale forhold. (*forståelses–viden*)
- Viden, der skaber baggrund for at kunne vurdere og skabe forudsætninger for egne meninger og holdninger til fremførte påstande. (*normativ–viden*).
- Viden, der skaber forudsætninger for handlinger og som gør det muligt for den enkelte at se alternativer og muligheder for de problemstillinger, der bliver afdækket og erkendt. (*handle–viden*)

MS materialerne lægger sig først og fremmest op ad to former for viden: fakta - viden og normativ viden. MS's udgivelser af materialer er karakteriseret ved at være oplysningsarbejde omkring u-landsforhold og globale forhold i det hele taget. De mange udgivelser vidner om forfattere og tilrettelæggere, der vil noget med deres materiale. Der veksles mellem personlige stemninger og følelser i forhold til at leve i andre lande ("Løgnen på bjergets top"), samtidig forsøges det at knytte forhold som personlig identitet til mere globale forhold.
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Det overlades mest til lærerne at skabe forbindelsen til de øvrige vidensformer, som forståelse- og handlingsviden, da materialerne mest leverer stof i forhold til forskellige personers identitet i forskellige kulturer

Materialer der lægger op til forståelsesviden vil forsøge at give eleverne (og lærerne) muligheder for selv at gå på opdagelse, afprøve muligheder, søge viden, efterprøve sammenhænge. Et eksempel kan hentes fra en udgivelse på et andet forlag (se bilag 9.3), hvor der i lektørudtalelsen står: *"Der er mange nyttige tabeller, et kort til kopiering, et fyldigt stikordsregister og fornuftige henvisninger til nyttige decimaltal når man vil søge flere oplysninger"*

Materialer der lægger op til handleviden og forståelse for handlingers betydning sætter emnet eller temaet i perspektiv med hensyn til mulige ændringer, så problemerne ikke afstedkommer apati eller i værste fald magtesløshed, som afprøvningen af "Rejsen ud af mørket" viste: *"Vi kunne se, at nogle af vore elever havde svært ved at forholde sig indholdet – at verden kan være så ond!"* (Se bilag 9.2).

I det analyserede materiale fra MS er der enkelte steder anvist samarbejde med parter uden for skolen for eksempel i form af at klassen får besøg af en person, der arbejder med flygtninge ("Rejsen ud af mørket"), men det er ikke det primære perspektiv i materialerne, at der skal samarbejdes med lokalsamfundet, for at øve for eksempel elevernes handlekompetence i forhold til flygtninge problemer.

En kommentar i spørgeskema fra en skolebibliotekar rammer denne problemstilling således:
Hvis man skal forstå andre kulturer og deres levevis, skal man møde disse mennesker. Det gør vi alt for lidt ud af i Danmark. Der bliver produceret ALT for meget bogligt og elektronisk undervisningsmateriale i Danmark. Vi er ved at drukne i det. Brug i stedet pengene til at støtte gæstelærere til at komme ud. F.eks. er der en masse indvandrere i Århus. Mange af dem vil gerne tage ud på skoler og indgå i under-visningsforløb: musik, madlavning, dans etc. Det er i det levende møde der flyttes grænser - det andet flytter ikke noget, når det står alene!

En anden skolebibliotekar siger:
Til DANIDA: Flyt nogle midler fra produktionen af undervisningsmaterialer og betal indvandrere gæste-lærer honorar for at rejse ud til os på skolerne. Jeg har prøvet det med succes flere gange. Mange af disse mennesker har så meget at byde på og børnene elsker det. I en tid med så meget had til alt hvad der er fremmed, og en så stor indskrænkethed blandt danske skolebørn (i forhold til kendskab til andre kulturer) er det så vigtigt at de møder andre kulturer. På skolerne har vi bare aldrig penge til at invitere nogen udefra. Der er heller ikke vilje i ledelse og lærerstab til at inddrage fremmede kulturer - det er virkelig et lavstatus område!

I ZAPP nummeret om Total Global lægges der op til den aktivistiske form for handlinger (at blive medlem af bz-bevægelsen, revolution, strejke, demonstration eller civil ulydighed), eller den form for handling, der lægger op til boykot. Spørgsmålet er om disse handleformer øger elevernes forståelse for sammenhængen mellem handlinger og viden om ændringer, der skaber alternative muligheder samtidig med at demokratiet skal fungerer. Hvis der kun peges på lukkede handlingerne, hvis form har protestens karakter mere end dialogens karakter, skaber det næppe grundlag for at øge elevernes handlekompetence.

Hvis MS udgivelserne skal være reelle skolebøger, som er beregnet til lærernes undervisning og elevernes læring, bør alle former for viden være repræsenteret.

Materialerne støtter i mindre grad lærernes planlægningskompetence idet de fleste lærervejledninger er for upræcise i deres hensigt og mål. Hvis hensigten er at arbejde med ét fag, skal det understøttes i en lærervejledning. Det største problem ved de mange udgivelser er, at de ønsker at dække så mange områder som muligt og så mange fag som muligt med den risiko, at man forbliver usynlig. Er opgaven at bruge billeder til samtale om væsentlige emner i hverdagen ("Billeder på tværs") – så er det, det man laver. Ønsker man at støtte et område som billedanalyse i danskundervisningen, så er det det, der skal produceres. Materialerne giver fint udtryk for klare holdninger og meninger men som undervisningsmiddel skal de være lige så skarpe i deres mål og hensigter.

Lærerbogen til "Løgnen på bjergets top" gennemgår projektarbejdsformen. Det er det samme afsnit, der bruges til lærervejledningerne i hele serien. Problemet er her, at det er en generel gennemgang, som ikke kommer nok i dybden. Dels gives der ikke eksempler fra materialerne, som godtgør denne arbejdsforms særkende og funktion i netop denne sammenhæng, dels er det ikke muligt at skelne mellem forskellige forståelser af tværfaglighed.

Hvis der lægges op til tværfaglighed kan der skelnes mellem *en formel tværfaglighed*, hvor fagene konstituerer undervisningens indhold. Hvis emnet er "Afrika" er der mulighed for at inddrage biologi, geografi, natur/teknik og de praktisk musiske fag samt historie. Hvis der arbejdes *funktionelt tværfagligt*, er det en problemstilling eller et tema, der konstituerer fagene. Hvis det er "Asien", der er emnet, vil et tema som "børnearbejde – som overlevelse for familien, eller billiggørelse af globale produkter" være et fokus, der bestemmer hvilke fag og hvilke faglige metoder, der kan bidrage til belysning af denne problemstilling.

I de gennemgåede MS materialer er der gode muligheder for at arbejde med begge former for tværfaglighed. Der skelnes dog ikke klart mellem de to former for tværfaglighed, men ofte vil der stå, at der kan arbejdes tværfagligt eller projektorienteret, uden af der samtidig gives anvisninger på hvordan dette så kan tilrettelægges. Planlægningen er overladt til læreren, der ofte vil ende i den formelle tværfaglighed fordi det er den nemmeste for ham. Den erkendelse der kommer ud af arbejdet, bliver det nogle didaktikere (Mads Hermansen, Erik Håkonsson, Vagn Oluf Nielsen: Helhed på Tværs. Folkeskolens Udviklingsråd og Danmarks Lærerhøjskole 1990, i "Dokumentation og problematisering, side 51) kalder *deskriptiv faglig forståelse*, som indebærer overvejende en formulering af viden og kundskaber, som andre har etableret, og som uproblematiseret serveres i en eller anden form for eleverne. Derimod indebærer den *kreative faglige forståelse*, at eleverne gennem spørgende, problematiserende og debatterende søgning arbejder med åbne teorier og synspunkter, som de selv danner i forbindelse med små undersøgelser af virkeligheden eller fortolkninger af tekster og billeder.

Materialerne fra MS bygger ikke udelukkende på den ene eller anden form for tværfaglig eller faglig forståelse, men det er svært for lærerne at afgøre retningen i de tilhørende lærervejledninger.

I de præsenterede titler har vi set på lærerrollen og har peget på at materialerne forholder sig for overfladisk til de faglige mål, der skal knytte materialet til den konkrete undervisning. Samtidig peges der på, at der er rigelige med muligheder og inspiration til at bruge materialerne til tværfaglige forløb, men at det vil kræve meget – specielt for de ikke fagligt rustede lærere. I nogle

tilfælde som "Rejsen ud af mørket", der udelukkende arbejder med danskfaglige aktiviteter, er det højere grad lykkedes at støtte lærernes planlægningskompetence.

Elevernes handlekompetence i forhold til de enkelte materialer støttes på forskellig måde i materialerne. ZAPP's muligheder for at støtte eleverne er omtalt i delstudie 2. I nogle materialer knyttes der aktiviteter, som befordrer at eleverne arbejder eller er aktive, enten ved at lytte til musik fra andre lande eller sammensætte et lyd/billede/tekst forløb med temaer fra andre lande, eller fangelege (World.dk, Løgnen på bjergets top, Rejsen i mørket). Hvis det lykkes at knytte aktivisterne til forståelse, holdningsdannelse, sammenhængen mellem aktivitet og de pågældende landes problemer, muligheder, kultur og situation i en meningsfuld sammenhæng for eleven, kan det støtte elevernes handlekompetence for globale forhold. Ellers vil aktiviteterne stå isoleret for sig selv uden sammenhæng med det læringsindhold der kan ligge i teksterne.

Generelt om materialerne fra MS kan vi konkludere at det både er en force og et problem, at MS har et budskab, som oplysningsmaterialerne er knyttet til. Budskabet kan være flygtninges problemer, globaliseringens skyggesider, solidaritet med almindelige mennesker i Den 3.Verden, kulturel mangfoldighed, mulighederne i det multikulturelle. Budskabet er i for høj grad knyttet til temaet og ikke til skolens fag eller et tværfagligt samarbejde. Lærerne efterspørger spændende igangsættende materialer, der understøtter lærernes planlægningskompetence. Det nødvendiggør at materialet er knyttet direkte til formål, Klare Mål, og vejledninger, samt til lærernes planlægning i team og årsplaner for de forløb klasserne skal have. Det er ikke en metodisk vejledning lærerne efterlyser, men en guide der gør planlægningen, gennemførelsen og evalueringen overkommeligt for den enkelte. Ulandstemaet har en lille bevågenhed hos de fleste lærere, derfor kræver det en ekstra indsats fra forlagene at skabe forbindelsen mellem budskab og lærernes virkelighed.

6. Udgiverprofil

I MS's strategipapir om Global Undervisning fremhæves det at: *"den globale dimension i undervisningen skal inddrage interkulturelle, demokratiske og etiske aspekter. De konkrete konsekvenser for det enkelte fag bør defineres på basis af en større undersøgelse af den nuværende undervisning..."*
Pædagogiske bør: *"...den globale undervisning skabe indsigt i økonomiske, sociale og kulturelle sammenhænge og modsætninger, som kan give fremtidens voksne forudsætninger for at skabe demokratiske, bæredygtige, fredelige, socialt retfærdige og kulturelt pluralistiske samfund."*

Derefter følger en række pædagogiske konsekvenser for dette grundsyn, som indebærer at undervisningen skal tilrettelægges og bygger på tre metoder:
1) Inddragelse af flerkulturelle elev gruppers potentialer, sprog og værdier.
2) Den kritiske pædagogik, der kæder dannelse af holdninger sammen med undervisningens indhold
3) Inddragelse af ny informationsteknologi i undervisningen.

MS fremhæver selv at den største udfordring bliver at udvikle metoder og viden hos den enkelte lærer der gør det muligt at inddrage og formidle ofte komplekse problemstillinger på en vedkommende og en relevant måde. Der peges på at samarbejde mellem fagene på en ny måde og styrke den tværfaglige og globale dimension. Og det understreges at det vil kræve en større grad af efteruddannelse af lærerne.

MS er involveret i to udviklingsprojekter der afprøver de pædagogiske visioner for inddragelse af den globale dimension. En Verden af Muligheder (EVAM), hvor MS sammen med en række andre organisationer gennemføre mere systematisk ulandsoplysning i forhold til lærerteam og skolens ledelse, eller Youth meeting Youth (YMY), hvor MS sammen med andre organisationer arbejder med curriculum baseret e-læring med direkte kommunikation mellem elever i Danmark og elever i resten af Verden

MS lægger ikke skjul på at den er en holdningsorganisation: *"Global undervisning skal være holdnings - og handlingsorienteret og give global kompetence, som vi ikke kan leve uden i dag – som mennesker, som arbejdskraft, som iværksættere eller aktive deltagere i demokrati og samfundsudvikling. Alt i alt som globale medborgere."* (Kronik af MS formand Bent Nicolajsen).

En NGO som MS lever af at sælge budskaber og holdninger og der er mange om buddet når der skal sælges holdninger til grundskolens elever og lærerne. De visioner og budskaber som MS's udgiver profil lægger op til, passer fint i overensstemmelse med intentionerne bag folkeskoleloven fra 1993.

Stramninger på de faglige Klare Mål, der kom ved det seneste forlig i efteråret – vinteren 2002-2003 gør det lidt sværere for den enkelte lærer at leve op til udfordringerne ved at integrere den globale dimension.
Den største udfordring for MS ligger imidlertid i at nå den stadig store gruppe af lærere, der aldrig overvejer at tænke den globale dimension ind i de enkelte fag. Dette efterslæb mellem ideal og virkelighed gør, at de fleste lærere stadig efterspørger materialer der kan bruges her og nu, specielt når der er tale om en niche, som ulandsformidling og global forståelse.

7. Analyse og vurdering af distribution – og marketing

Vi har vurderet og analyseret MS distribution og marketing ud fra følgende kilder:
1. Udlånsstatisk fra Århus Amt
2. Kvantitativ undersøgelse blandt skolebibliotekarer i Århus Amt
3. MS Self-assessment.
4. Sammenligning med udlån fra andre forlag.
5. Samtaler med skolebibliotekarer
6. Ansøgning fra MS til Danidas Oplysningsafdeling

I MS Self-assessment henvises til en række benyttede distributionskanaler, som salg via brochure (kuponsalg), gennem MS kataloger, fælleskataloget fra Ulandsorganisationerne ("Jorden rundt på 45 minutter"), fælleskatalog FUI, e-mail bestillinger, telefon eller fax bestilling, web bestilling via Verdensbutikken.dk eller fui.dk samt det direkte kundekøb der foregår i butikken.

Monitorering af materialerne foregår dels gennem professionelle, provisionsansatte bogsælgere, opsamling af anmeldelser, kommentarer fra eget underviser netværk via nyhedsbrevet Global Undervisning, intern kritikproces i forlaget med vurdering af nyeste udgivelser.
Forlaget påpeger at der af ressourcehensyn ikke er foretaget en systematisk evaluering af hele produkter, serier eller sammenhængende materialer/kampagner. Kun i forbindelse med ZAPP og u-landskalendermaterialet.

I denne evaluering er der ikke foretaget en decideret markedsanalyse af distribution og markedsstrategi, men mere en brugerorienteret vurdering i forhold til de instanser der er centrale for at få undervisningsmaterialer ud på skolerne.

Kriterierne for analysen er de udlånsfrekvenser fra Amtscentrene for Undervisning og skolernes egne biblioteker, det har været muligt at skaffe. For overblikkets skyld – og den tid der har været til rådighed - har vi valgt at koncentrere det i et enkelt amt.
Udlånsfrekvenserne er set i forhold til de nøglepersoner, som formilder materialerne på skolerne. Samtidig er der foretaget en sammenligning med titler fra øvrige forlag.

Udlånsstatistik samt udsagn fra skolebibliotekarer
På Amtscentret for Undervisning i Århus Amt viser udlånsstatistikken for titler fra MS forlaget, at materialerne udlånes i et eller andet omfang. (Se bilag 9.5). Men umiddelbart kan vi ikke ud fra denne ene statistik sige noget nagelfast om udlånsfrekvensen i forhold til idealsituationen – altså at forlagets materialer til stadighed er udlånt til brug i undervisningen. Vi kan heller ikke se, hvor mange eksemplarer hver titel udlånes i – eller hvordan det bliver anvendt i undervisningen.

Hvis vi sammenligner med andre titler som det er vist i bilag 9.4, fremgår det dog at der er en markant mindre udlånsfrekvens af MS titler set i forhold til andre forlags udlånsfrekvenser for tilsvarende temaer.

Efterspørgslen på MS-titlerne kan således sagtens efterkommes fra Amtscentret. I gennemsnit er udlånsperioden for et materiale cirka fire uger, og der suppleres med nykøb, hvis der opstår ventetid for en titel. Til sammenligning er der udskrevet udlånsstatik for nogle af "topscorerne" blandt Amtscentrets øvrige titler, nemlig et udvalg af titler med høj udlånsfrekvens fra samme

emneområder som u-landsmaterialer fra MS. (bilag 9.5 A). Af udlånsstatistikken ses, at andre forlags titler har et markant højere antal udlån i perioden, hvilket kunne tyde på, at det er afhængigt af materialernes udformning. Her skal dog bemærkes, at de fleste titler først er indgået senere end 1.januar 2001 og derfor ikke har været tilgængeligt for udlån i hele perioden.

MS-forlagets materialer i udlånssamlingen er ofte kombinerede og opfordrer således til at benytte flere medier i et undervisningsforløb, hvilket såvel pædagogisk som fagligt set er ideelt. Men i praksis ser det ud til, at lettere tilgængelige materialer som titlerne fra de øvrige forlag, der hovedsageligt består af en enkelt bog, er mere efterspurgte i amtscentrets udlånssamling.

I forhold til MS-forlagets samlede udbud af titler iflg. FUI's katalog er det bemærkelsesværdigt få, der findes i amtscentrets udlånsbestand. Det kunne tyde på, at forlagets materialer ikke i alle tilfælde lever op til amtscentrets materialevalgskriterier og derfor ikke i stort omfang bliver indkøbt til samlingerne.

I forbindelse med evalueringen blev der sendt 104 spørgeskemaer ud til skolebibliotekarer i Århus Amt. Selvom fristen var meget kort lykkes det at få godt 28 skolebibliotekarer til at returnerer skemaet. (Se bilag 9.6). Tendenserne i skemaet, som ikke er behandlet statistisk, men netop ses som tendenser, skaber baggrunden for at fremdrage følgende:

Kun få titler fra MS forekommer på størstedelen af de adspurgte skolebiblioteker (spm.3). Tilsyneladende er MS materialerne ikke særlig efterspurgte (resultat fra spørgsmål 5, som viser at kun 2 svarer at de ofte bruger materialerne til u-landsformidling).

ZAPP topper listen med 24 hit, men det modsvares af at 12 + 1 enten sjældent eller aldrig bruger materialet i undervisningen, det kunne tyde på at lærerne ser magasinet mere som et inspirationshæfte end som et materiale til undervisning.

Bibliotekarerne er enige i at udbuddet af læremidler er vanskeligt at overskue (spm.6) og det er tilsyneladende underordnet om materialerne stammer fra MS eller andre forlag (spm.4).

Spørgsmål 7 B fortæller at materialerne fra MS har størst held i de klasser der arbejder med projektopgaven end i de klasser der udelukkende arbejder med geografi. Som regel har klasserne gang i materialer om levevilkår i Den Tredje Verden mindst 1-2 gange og højest 5-6 gange om året.

Bladet "Global Undervisning" forekommer kun på fire af de adspurgte skolebiblioteker (spm.4) – og i sammenhæng med udsagn fra de i undersøgelsen inddragne skolebibliotekarer tyder meget på, at dette blad samt den elektroniske udgave kun i ringe grad inddrages aktivt i de fleste skolers undervisning.

Kataloget "Jorden rundt på 45 minutter" fra U-landsorganisationerne forekommer på 22 af de adspurgte skoler – den elektroniske udgave er dog kun kendt på to skoler – (spm.4) og de fleste undervisere er bekendt med papirudgaven – men den konkrete brug af dette materialekatalog er øjensynligt meget begrænset og kan derfor være med til at forklare hvorfor mange svarer, at udbuddet af læringsmidler er vanskeligt at overskue.

Problemet med at overskue udbuddet af læringsmidler kan belyses med udsagn som disse fra et par skolebibliotekarer:

"Nettet og intranet i fremtiden? Det kunne være en løsning efterhånden som teknikken indarbejdes på skolen. Hovsa-løsningen med, at tilbud dumper ind af døren duer ikke. Vi er underlagt årsplaner – og kan ikke med kort varsel ændre undervisningens indhold."

"… sats på enkle ting, for der kommer så meget fra alle kanter. Lærerne bruger det ikke – og holder sig strikt til det allermest nødvendige."

Amtscentret og Pædagogisk Servicecenter/skolebiblioteket ser ud til at spille en ganske stor rolle i undervisernes og skolens mulighed for kendskab til og tilvejebringelse af relevante undervisningsmaterialer (spm. 5 og 6g). I de fleste underviseres travle og pressede hverdag vælges sandsynligvis oftest den nemme og hurtige løsning – nemlig at henvende sig til resursepersoner, der i forvejen har overblikket over tilgængelige læringsmidler – eller i hvert fald har de nødvendige redskaber til hurtigt at finde frem til gode forslag til de konkrete undervisningsforløb. Frem for at den ikke-specialuddannede eller specielt u-landsinteresserede underviser selv skal i gang med at afsøge markedet, – måske inddrager han blot emner om globale forhold en enkelt gang eller sjældnere i løbet af et skoleår og kan derfor nødvendigvis ikke have stor rutine i at finde frem til relevant stof.

Måske betyder den i undersøgelsen antydede begrænsede brug og opmærksomhed omkring forlagets materialer, at nok så megen information ikke er i stand til at få stoffet effektivt ind gennem døren til klasselokalet. I sammenhæng med materialernes form og opbygning skal der sandsynligvis i endnu højere grad gøres et arbejde for at overbevise underviserne om, at emner om globale forhold bør inddrages – hvilket muligvis er et politisk spørgsmål.

Vurdering og analyse af distribution og marketingsstrategi

Globale temaer og u-landsforhold er der sandsynligvis ikke det store marked for, hvorfor det ofte er overladt til mindre niceorieterede forlag som MS at producere materialer til undervisningssektoren. Skolens budgetter er små og det vil ofte være skolebibliotekaren der indkøber matererialerne i enkelt eksemplarer eller i særlige tilfælde som klassesæt til udlån.

Antallet af titler fra forlaget er meget begrænset i Amtscentrets bestand af titler til udlån, og de udgøres især af materialer, der kan leve op til kravene fra fagenes målbeskrivelser. Det hænger naturligvis sammen med kriterierne for materialevalg på Amtscenteret, hvor der foregår en nøje udvælgelse set i forhold til skolens behov og konkrete virkelighed. Det er naturligvis også i nogle tilfælde rent pragmatiske overvejelser i forhold til evt. indkøb, idet der ikke er grund til at indkøbe titler, der erfaringsmæssigt ikke vil blive efterspurgt af amtscentrets brugere.

Markedsføring med Årets u-landskalender som eksempel

Med erfaringer i markedsføringen og anvendelsen af Årets ulandskalenderlandsmaterialer fra Danida og DRTV kunne der også peges på, at nye produktioner følges til dørs via kurser eller temadage for undervisere. Forlaget har tidligere forsøgt i samarbejde med amtscentre at tilbyde kurser – dog desværre indtil nu med ringe effekt. Ulandskalenderkurserne i samarbejde med amtscentre og pædagogiske centraler har derimod det ene år efter det andet haft en meget stor deltagertilslutning overalt i landet. Og hvorfor nu det? Der er sandsynligvis flere grunde:

Gennem mange år er der opbygget en tradition for, at der hvert efterår udkommer et anvendeligt materiale om Årets u-landskalenderland, der direkte kan inddrages i undervisningen på de første klassetrin. Især klasselærerne er opmærksomme på tilbuddet – og de ved med sikkerhed, at der

nemt, grydeklart og uden dikkedarer kan planlægges og afvikles et populært undervisningsforløb umiddelbart efter at have deltaget i en kursusdag, der enten er gratis eller ganske billig at være med på. Her er ikke brug for forudgående specialviden – naturligvis med fare for, at den fagligt funderede u-landsformidling i nogle tilfælde kan komme til at ligge på et meget lille sted.

Det er også en tradition, at skolen indkøber materialet – eller evt. hjemlåner det fra Amtscenteret. Prisen er symbolsk – og fra de andre år ved skolen, at det er et materiale, der kan bruges igen og igen uden tilsyneladende at blive forældet. Nogle år er materialet ledsaget af en "materiale-kasse" med genstande fra pågældende land, andre år tilbydes gæstelærere – og det er afgjort også med til at motivere og levendegøre undervisningen.

Markedsføring med udgangspunkt i skolernes behov

Tværfaglighed er et anerkendt princip i skolen – men det er stadig strukturen omkring fagene, der er et bærende element. Dette har den konsekvens, at økonomien i stor udstrækning lægger sig op af fagene, bl.a. fordelt til skolens fagudvalg i forhold til nyindkøb. Et fagudvalg bestemmer anskaffelser til fagene – og dette godkendes evt. i skolebestyrelsen. Men netop denne struktur har den konsekvens, at de fleste midler vil blive anvendt til indkøb af lærebøger/lærebogssystemer fra forlagene - og i meget mindre omfang til supplerende materialer som f.eks. stof om u-lande og globale forhold. Så til trods for, at virkeligheden ikke er fagopdelt, så er vores viden delt op i enkelte fag, og derfor er fagligheden i undervisningen alt andet lige stadig i højsæde. Dette er væsentligt at holde sig for øje i forlagets strategier og veje ind til undervisningen og dermed til skolernes pengekasse som de fleste af forlagets bøger går til.

Supplerende materialer vil måske blive indkøbt via skolebiblioteket i enkelteksemplarer eller i særlige tilfælde som klassesæt til udlån. Og ellers vil det være den slags materialer, der bestilles hjem fra amtscenteret eller pædagogisk central. Derfor placerer forlaget sig allerede fra starten på et marginalt marked – som det på trods af omfattende reklamefremstød ikke vil være muligt at ramme tilfredsstillende.

Skolens budgetter er små og de er ofte øremærkede. I den store strøm af enkeltudgivelser vil der være en meget stor andel af titlerne, der drukner i mængden af tilbud. Fokus er fra udgiveren generelt sat på temaet - og ikke på faget og skolens virkelighed. Læreren efterspørger spændende materialer, hvor undervisningen er fastlagt med tekster, aktivitetsforslag og en struktur, der gør undervisningens planlægning og gennemførelse overkommelig.
Derfor vil inspirationsmaterialer, som tidsskriftet ZAPP have svære vilkår. Ganske vist er der en tilhørende hjemmeside med tilbud, men allerede her vil der være lærere, som stopper op. Det er et signifikant træk ved forlagets udgivelserne, at de er af meget høj kvalitet, ser spændende ud og de er aktuelle – men netop det store udbud af titler i alle afskygninger og et hav af tilhørende tilbud på Internettet gør, at folk står af. Mange gribes let af druknefornemmelse i denne kæmpebølge af tilbud.

En del af ovenstående er antydet således af en af de i undersøgelsen medvirkende skolebibliotekarer:

> "MS og andre organisationer gør meget – men ofte per automatik. Fyrer mange tilbud af – uden at underviserne tager dem rigtigt til sig. U-landskalenderlandet gør noget af det rigtige – grydeklart og lige til at gå til, uden at man som lærer skal rive håret af

sig selv for at få det ind i en forsvarlig sammenhæng, det materiale er skræddersyet. Måske kan det være vejen frem - målrettes mere til yngste, mellemste, ældste. Og inddragelse af Læseplaner og Klare Mål et ubetinget krav. Ellers kan alt jo tænkes brugt – ja selv en rådden appelsin. Ofte dumper ting ind i skolen fra organisationer som lyn fra en klar himmel – og kan ikke passes ind i et forløb netop nu. Og når det evt. kunne blive aktuelt er alt glemt."

Andre mere kommercielle undervisningsforlag har årligt ganske få eller ingen udgivelser, der omhandler u-lande og globale forhold. Hvorfor har de ikke det? Det kunne skyldes at markedet for den slags materialer i øjeblikket ikke er stort nok til at gøre det rentabelt at producere.

Gennem det omfattende baggrundsmateriale, der er modtaget fra MS til evalueringen, er det tydeligt, at der er tale om en meget dygtig og engageret redaktion, der dels hele tiden er opmærksom på udviklingen af materialet i forhold til de rent redaktionelle erfaringer, dels har viljen til at tænke udvikling af fag og undervisning ind i produktet.
Markedsføringen er massiv i forhold til pjecer, annoncering, udsendelse af pressemeddelelser. Det må i denne sammenhæng nok konkluderes at brugen af materialet ikke kan højnes ved at ændre i disse sammenhænge. Markedsføring og produkter er så gennemarbejde og solide og tæppebombardementet af skolerne med flere tilbud kan ikke udvides.

Til overvejelse
- Vil det være muligt at forlaget begrænser sit antal af udgivelser – og koncentrerer sig om de helt målrettede og læseplansafhængige produktioner, der ikke vil være til at komme udenom for skolerne?
- Og på den anden side undersøger mulighederne for at indgå i samarbejder med kommercielle undervisningsforlag – så der bliver lagt en samlet strategi for udvikling og produktion og udbud af læringsmidler til det øjensynligt i undervisningssektoren meget lavt prioriterede område?
- Hvorledes kunne MS-udgivelser enten udsendes som supplerende materiale til allerede eksisterende lærebøger og øvrige læringsmidler?
- Eller hvordan kunne MS materialer allerede ved starten af en lærebogsproduktion tænkes ind i denne?
- MS's kerneydelse – og helt store styrke - er den direkte kontakt til u-lande med en masse netværk her og i det fjerne, hvordan kan dette netværk blive mere synlig i produktionerne?
- Forlaget kunne overveje at bruge erfaringer fra U-landskalendermaterialet – måske skære ned på antallet af udgivelser og dermed overføre flere resurser til korte efteruddannelsesforløb for helt bestemte og veldefinerede målgrupper blandt underviserne i forbindelse med nyudgivelser.
- For at få et større indblik i udlån og anvendelsesform af MS titlerne kunne der iværksættes en større undersøgelse på landsplan for et begrænset antal titler. Det kan være med til at målrette forlagets produktioner med henblik på at få dem ind i undervisningen via landets amtscentres og pædagogiske centralers udlånsafdelinger.

8. Konklusioner

Grundlaget for delstudie 1 har dels været vurdering og samlet analyse af 6 materialer fra forlaget Mellemfolkeligt Samvirke, dels en præsentation og vurdering af udgiverprofilen og distributionen og markedsstrategi for undervisningsmaterialer fra MS forlaget.

Perspektiverne for evalueringen har været det pædagogisk–didaktiske indhold i materialerne og specielt har vi set på elevernes og lærernes roller og de anvendelsesmuligheder materialerne kan have i skolens hverdag.

De enkelte udgivelser fra MS er af høj professionel kvalitet hvad angår layout og form. Formen appellerer til målgruppen og kan sagtens konkurrere med de øvrige udgivelser på markedet. I mange udgivelser er forskellige medier knyttet sammen i form af bog, video, radio, lyd-billed-tekst behandling, cd-rom og Internettet.

De fleste titler retter sig intentionelt mod skolens fag (specielt geografi, samfundsfag, Natur/Teknik) og tværfaglige sammenhænge som projekt- og emnearbejde. Det er specielt eleverne i mellemgruppen (4. – 7. klasse) og overbygningen (8. – 10. klasse) forlaget udgivelser er beregnet til.

Strategisk ønsker forlaget at udvikle den globale dimension i alle fag med henvisning til folkeskolelovens (1993) forpligtigelse på at arbejde med både "Den "grønne dimension", "Den praktisk – musiske dimension", "Integration af IKT" og så "Den internationale – globale dimension".

Materialerne giver et godt indblik i andre kulturers forhold og individers kamp for identitet. Indholdet i de fleste af MS's udgivelser lægger sig dog først og fremmest op ad, at eleverne skal opnå fakta-viden og normativ-viden (holdninger). Det overlades derefter til lærerne selv, eller de enkelte lærerteam at arbejde med andre vidensformer som forståelses- og handleviden. Dermed støtter materialerne i mindre grad lærernes planlægningskompetence idet de fleste vejledninger i MS udgivelserne er for upræcise i deres hensigt og mål i forhold til de faglige mål som lærerne er forpligtet på efter skoleloven. Det gælder ikke kun de fag-faglige mål, men også i forhold det tværfaglige indhold. I MS-materialet arbejdes der både med en deskriptiv faglig forståelse, hvor eleverne overtager andres viden og en kreativ faglig forståelse, hvor eleverne selv gennem deres spørgsmål og undersøgelser skaber viden. Det er imidlertid svært for specielt den uerfarne lærer, at vide hvilken form for tværfaglig forståelse der ligger bag materialerne.

De fleste materialer giver god inspiration til både den faglige og tværfaglige undervisning. Men det kræver meget af den enkelte lærer og lærerteamet, hvis materialerne skal skabe basis for at udvikle elevernes globale handlekompetence. Her kan materialerne fra MS ikke stå alene, men de skal suppleres af andre materialer og konkrete erfaringer med forhold der ligger uden for skolen. I de gennemgåede materialer er der ikke mange henvisninger til arbejde ud-af-skolen, gæstelærerordninger eller til integration af herboende flygtninge- og indvandrere.

Generelt peger evalueringen at MS som holdningsorganisation knytter budskabet til oplysningsmaterialerne som et tema. Her har MS en styrke fordi holdningerne ofte kommer fra engagerede og velargumenterede personer, der har erfaringer med ophold i u-lande. Men hvis holdningerne skal omsættes til undervisningsmaterialer skal det støtte lærernes undervisnings- og

planlægningskompetencer. Her er det nødvendigt at materialet er direkte i sin hensigt og tæt knyttet til lærernes forpligtigelser i forhold til de aktuelle Klare Mål for de enkelte fag, og for lærerteamets overvejelser i forbindelse med deres årsplaner.

U-landstemaet har en lille bevågenhed hos de fleste af skolens lærere og det vil kræve en ekstra indsats fra et forlag som MS at skabe forbindelsen mellem budskab og den enkelte lærers undervisningspraksis.

MS markedsføring omkring de enkelte produkter er gennemarbejdede og så solide som de kan være.

I denne evaluering har der specielt været fokuseret på de to aktive distributionskanaler, som allerede er tænkt ind i kampagner, men dog på en traditionel måde, nemlig skolebibliotekaren og amtscentralerne, der blandt andet via kurser formidler MS materialerne. Der er dog stadig generelt en lille bevågenhed for de u-landsorienterede materialer og eventuelt opfølgende kursustilbud. Undtaget ZAPP magasinet for unge fra MS-forlaget.

Når materialerne ikke sælger i stor stil skyldes det blandt andet at skolens budgetter er små og øremærkede til mere prestigefyldte fag som dansk og matematik. I den store strøm af enkeltudgivelser vil der være en fare for, at et stort antal vil drukne i mængden af tilbud. Her nytter det heller ikke at "tæppebombe" bibliotekarerne med flere titler eller kampagner, der opfordre til mere køb.

MS's strategi omkring udviklingen af den globale og internationale dimension i skolen er uden tvivl en klog og gennemtænkt strategi, der passer fint i overensstemmelse med de intentioner, der ligger bag den nuværende lov om folkeskolen fra 1993. Men idealerne der er knyttet til denne lov har ofte svære kår i skolens hverdag. Således også intentionerne om at integrere den globale dimension.

I nogle af de skole-udviklingsarbejder som MS er involveret i, som for eksempel EVAMprojektet ligger kimen til andre måder at integrere lærernes efteruddannelse med udviklingen af den globale dimension.

Der er peget på en række spørgsmål til overvejelser som blandt andet handler om en mere målrettet indsats med færre udgivelser. Der er spørgsmål til overvejelser om at gå sammen med andre forlag eller integrere udgivelserne med en række tiltag, der samtidig efteruddanner lærerne, så målet og hensigten med udgivelserne rammer mere direkte ned i lærerens – og elevernes hverdag.

Anbefalingen om færre titler og et klarere fokus drejer sig om, at skolen i dag *både* skal arbejde fagligt *og* tværfagligt. Netop nu er kravene om Klare Mål med til, at der som udgangspunkt fokuseres særdeles meget på fagene. Samtidig påpeger evalueringen, at det faglige ikke forsvinder, fordi det er tværfagligt, men at der til den funktionelle tværfaglighed bør knyttes nogle flere kommentarer, som vil gøre det lettere for lærerne at anvende materialerne, bla. med begrundelse i de faglige krav. Samtidig bliver det heller ikke tværfagligt ved at fortælle lærerne, at alle lærere i alle fag kan benytte materialet. Det samme vil i øvrigt gælde princippet om 'undervisnings-differentiering'. Færre og mere målrettede titler vil ligeledes gøre det lettere for lærerne og bibliotekarerne at orientere sig i den nicheproduktion, det trods alt er at udgive materialer om globale emner og temaer.

9. Bilag

9.1: ZAPP vurderet fagdidaktisk inden for geografi

Denne beskrivelse med udgangspunkt i geografi kan måske bidrage til større klarhed om fagenes krav og lærernes behov i det daglige. ZAPP, Total Global indeholder faktisk via arbejdsforslagene på hjemmesidens lærerværelse, muligheden for at arbejde med væsentlige mål indenfor geografi. Dette fremgår dog ikke på siden.

Der undervises i geografi i 7. og 8 klasse i folkeskolen. Timetallet er 2 timer om ugen pr. år – men i flere kommuner er der kun 1 time i 8. klasse. Aldersgruppen er altså mellem 13 og 15 år.

Undervisningsstoffet beskrives i faghæftet på to niveauer; som indholdskategorier og som emner. Indholdskategorierne er fastlagt i de centrale kundskabs og færdighedsområder, og emner beskrives som en fremtrædelsesform for et bestemt indhold. Emnet indeholder flere indholdskategorier og vil ofte have eksemplarisk værdi, således at den viden, forståelse af overordnede sammenhænge og de færdigheder, man har tilegnet sig, kan bruges i nye sammenhænge. Eleverne skal gennem arbejdet nå frem til en forståelse af noget fundamentalt, altså viden og indsigt, der rækker ud over det konkrete eksempel. Det er den konkrete undervisningssituation, der bestemmer hvilke typer af kategorier, som bedst muligt hjælper eleverne til at forstå de sammenhænge og problemstillinger, der betinger livsvilkårene for mennesker i de forskellige regioner.

Mål for fagene
Overordnet set i forhold til Klare Mål for geografi er følgende fra fagets formål vigtige:
- at eleverne har tilegnet sig viden om og forståelse af de naturgivne og kulturskabte forudsætninger for levevilkår i Danmark og i andre lande samt samfundenes udnyttelse af naturgrundlag og ressourcer.
- at eleverne har opnået forståelse af fremmede kulturer
- at eleverne kan tage selvstændig stilling til problemer vedrørende udnyttelse af naturgrundlag, ressourcer og vurdere konsekvenserne for miljø og levevilkår.

Geografi handler om omverdenskendskab i bred forstand, og det er fænomener og de rumlige mønstre, der undersøges, gennem de systematiske discipliner indenfor natur og kulturgeografien.

Geospørg 98 viste, at netop arbejdet med problemstillinger ikke var særligt udpræget, selv om det i faghæftet tydeligt fremgår, at det er en af de veje, der skal betrædes. Regionalgeografien i stil med " at skrive om et land" er derimod en tydelig og mere traditionel forståelse af det geografiske indhold, også for ikke - liniefagsuddannede lærere.

ZAPP udgivelserne giver faktisk mulighed for et tema og nogle problemstillinger - og de er dermed et vigtigt skridt mod en anderledes geografiundervisning. Undersøgelsen viser dog, at der ikke er tilstrækkelig forståelse for, at netop problemstillingen er en anden måde at sætte struktur på undervisningen på i forhold til regionalgeografiske analyser (et land) eller en geografisk disciplin (naturgeografi: fx vulkaner, klima/plantebælte, - kulturgeografi: fx byens udvikling, erhverv eller befolkningsudvikling). Fra telefoninterview i vor vurdering med skoler vedr. Global Undervisning kom følgende kommentar, som på en eller anden måde faktisk rammer en væsentlig anbefaling generelt:
Hornslet skole: *Sats på enkle ting, for der kommer så meget fra alle kanter. Lærerne bruger det ikke – og holder sig strikt til det allermest nødvendige.*

Det generelle indtryk af ZAPP og hjemmesiderne fra MS er netop, at der tilbydes mange muligheder og oftest i en tværfaglig sammenhæng. Derved er siderne ofte så fyldt med ideer og anvisninger, at der hele tiden åbnes for flere muligheder, end der anvises en vej mod konkret undervisning.

Klare Mål for geografi
De begreber, som temanummeret arbejder med, kunne være følgende (som en guideline til de faglige områder for faget geografi, som temaet beskæftiger sig med):
Organisationer/græsrodsbevægelser/globalisering/multinationale selskaber/ koloni-råvarer-billig arbejdskraft/international arbejdsdeling/rejse-turisme/emigration-migration/arbejde med kort(web)/landefakta – (web). Sættes disse begreber i sammenhæng med målene for faget geografi vil der sammen med mange andre af temanumrene, kunne arbejdes med væsentlige områder indenfor kulturgeografien.

Klare Mål for faget Geografi: Eleverne forventes at kunne:
Indenfor kategorien **"Globale Mønstre":**
- gøre rede for befolkningens og befolkningstilvækstens globale fordeling
- beskrive fordelingen af verdens storbyer
- gøre rede for industrilokaliseringen i verden i forhold til råstoffer, transport og markeder
- kende til fordelingen af rige og fattige regioner i verden

Indenfor kategorien **"Kultur og levevilkår":**
- give eksempler på befolkningsudviklingen og dens konsekvenser i forskellige regioner
- sammenligne egne levevilkår med levevilkår i fattige lande
- sammenholde regioners erhvervsmæssige og økonomiske udvikling med levevilkårene
- kende til fremmede kulturers levevis og relatere dem til værdier og normer i eget samfund
- give eksempler på, at fx grænsedragning, minoriteter, adgang til vand og andre ressourcer kan ære årsag til konflikter
- kende til politiske, militære og økonomiske samarbejder mellem lande og deres rolle i forbindelse med konflikter
- kende til miljømæssige konsekvenser af råstofudnyttelse og produktion knyttet hertil

- vurdere samfundenes forbrugsmønstre og deres konsekvenser for natur og miljø.

Indenfor kategorien: **"Arbejdsmåder og tankegange"**:
- kilder og hjælpemidler
- beskrive levevilkår i forskellige regioner ved hjælp af geografiske sammenligne geografiske forhold lokalt, regionalt og globalt
- anvende geografiske metoder og færdigheder i forståelse og perspektivering af aktuelle naturfænomener og problemer knyttet til menneskets udnyttelse af naturgrundlaget
- anvende kortet som et væsentligt arbejdsredskab til at søge viden om og svar på geografiske problemstillinger
- finde relevante geografiske oplysninger gennem elektroniske medier, fx ved anvendelse af digitale kort

Som det ses, er det den kulturgeografiske del af geografi, der tilgodeses i ZAPP. Forbindelsen mellem natur og kulturgeografien i en forståelsesramme er dog netop fagets særkende – men dette er ikke en del af stoffet eller vinklen i ZAPP. Til gengæld viser listen af mål i ovenstående, at en væsentlig del af samtlige mål for faget faktisk kan indeholdes i arbejdet med et eller flere ZAPP temaer. Lærerne er antagelig ikke bevidste om dette faktum.

Tværfaglige vinkler
Hvis man ser fx det aktuelle nummer Total Global i en tværfaglig sammenhæng, springer der ikke mange muligheder i øjnene. Selvfølgelig kan dansklæreren lokkes til at deltage dels i forhold til tekst og billedanalyse dels i forhold til arbejdet med medier fx lav et ungdomsmagasin (genre), men det kan i princippet ske i så mange andre sammenhænge. Der er en oplagt mulighed for at inddrage historie i forhold til forudsætningerne for udviklingen i ulandene og den globaliserede verden, men udgivelsen bidrager ikke med stof, der kan tilgodese historielærerens behov for at have materiale at arbejde med i sine timer. Samfundsfag befinder sig ikke på samme klassetrin som geografi, men det er selvfølgelig oplagt at anvende ZAPP i faget. Dette skulle gerne sandsynliggøre, at også de enkelte temaer i forhold til skolen VIL binde sig til fagene, alene fordi strukturen bidrager hertil. Hvis der etableres en forbindelse mellem historie og samfundsfag via det nye folkeskoleforlig, hvor historie tænkes videreført til 9. klasse for her at bidrage til projektopgaven sammen med samfundsfag i en prøvelignende form, vil det være oplagt for ZAPP at opdyrke temaer til dette område. Det er her ZAPP har sine stærke sider med sine cases, billeder, oplæg og inspiration til arbejdet med temaer og problemstillinger, hvor eleverne selv kan arbejde videre med delemner i grupper.

I forhold til en hel årgang af ZAPP på 6 numre får lærerne altså mange muligheder at arbejde med. Ser vi på geografi som fag, der skulle anvende disse, så er der i virkeligheden ikke brug for mange klassesæt. Selv på en skole med 2 spor vil der højst være 4 klasser der undervises i geografi. Da faget skal dække både faglige områder indenfor natur og kulturgeografien vil der i dette 2 årige forløb ikke være indlagt mange emner om ulandsproblematik og globale forhold. Dette pointeres i forhold til den igangværende evaluering, idet det ikke nødvendigvis kan konkluderes, at når der ikke sælges tilstrækkelig med materialer, så er de enten for dårlige eller markedsføringen ikke tilstrækkelig. Da der kun undervises max 2 timer om ugen i 2 år i faget, så er tiden begrænset. Med fx 4 klasser i 7. – 8. klasse vil der måske på skolebiblioteket kun være behov for 1 – 2 klassesæt af ZAPP til nogle længerevarende forløb om fx globale forhold. Dette begrænser altså rent strukturelt oplagenes salgstal. De enkelte numre via abonnementet vil selvfølgelig findes på biblioteket til orientering, men ældre numre vil næppe præsenteres særligt tydeligt – sandsynligvis en del numre i en mappe.

9.2 Afprøvning af "Rejsen ud af mørket"

Munkholmskolen, Langå kommune:
Afprøvning 1: *(bestående af hørespil, rollespil, elevbog samt lærerbog).*
Vi har brugt materialet i forbindelse med et emne om børns vilkår i vores 5. klasse. Forløbet med materialet blev afviklet fra torsdag den 20. marts til onsdag den 26. marts. Afgjort for kort undervisningstid til materialet, som fortjener en længere periode – men pga. omstændighederne ...

Hørespillet:
En spændende og vedrørende historie, som gjorde et stort indtryk på langt de fleste elever. Enkelte elever havde lidt svært ved at klare Carsten Overskovs hæsblæsende (overdrevne – syntes de) fortællemetode.

Elevbogen/lærerbog:
Vi indledte med at læse enkelte af teksterne i fællesskab. Efterfølgende ville eleverne gerne selv læse flere, hvilket der blev givet mulighed for.
Teksterne virker gode, realistiske, uden løftede pegefingre. De beskriver fint børnenes uforståenhed overfor at skulle flygte – ikke alle ved, at forældrene har problemer. Udstiller i nogle tilfælde forældrenes magtesløshed (barskt!). Vi vil anbefale at teksterne (hele materialet) ikke anvendes til børn under 5. klasse. Vi kunne se, at nogle af vore elever havde svært ved at forholde sig ind holdet – at verden kan være så ond!
Af ovenstående grunde har det desværre ikke kunnet lade sig gøre at afprøve ret mange af de mange forslag til for- og efterbearbejdning. Vi har dog med udbytte kunnet bruge de indledende bemærkninger til historierne, samt nogle enkelte af opgaverne til tekstforståelse – det virket alt sammen godt og anvendeligt.
Faktaoplysningerne bagest i lærerbogen har vi bedt børnene om at sætte ind i et regneark. Får sat tingene lidt i perspektiv.

Rollespillet:
Vi har afprøvet spillet 2 gange i vores store fællesrum (ca. samme bredde som en gymnastiksal og dobbelt så lang). Vi vil senere spille det igen i vores hal (fællesrummet var nok trods alt for lille – vi skal have eleverne til mere at kunne koncentrere sig om flygtningesituationen end det rent spiltekniske. MEN spillet fungerede godt: Det giver en god forståelse for de forskelliges roller i en flygtningesituation.
Vi vil foreslå et par ændringer i spillereglerne:
Flygtningefamilierne skal markeres (evt. med numre – evt. med farver)
En forklaring til hvordan spillet sættes i gang mangler!! Vi foreslår, at flygtningene starter.
For overskuelighedens skyld skal terningekasteren kaste sin terning for én familie ad gangen.
Familierne har jo heller ikke lige vilkår i virkeligheden. Ligeledes giver det mulighed for at alle kan følge med i, hvordan det går rundt omkring i hele "landet".
Det skal skrives tydeligere, hvor mange ejendele flygtningefamilierne har fået tildelt.
Måske skal familierne også tildeles forskellige typer handicaps (gammel bedstemor – kan kun gå med små skridt osv.)

Afprøvning 2: *(bestående af hørespil, rollespil, elevbog samt lærerbog).*
Vi var i hallen (alm. håndboldhal) forleden dag for at afprøve spillet under andre forhold end i 1. afprøvning.

Kommentarerne er følgende:

Det blev for meget med et terningekast pr. flygtningefamilie. Men det viste sig at være godt med opdeling i to hold, således at flygtningefamilierne 1,3,5 tog deres skridt ved første kast og familierne 2,4 ved næste kast.

FN-observatørerne, bestemte vi, skulle ved hvert kast for flygtningefamilierne orientere sig om, hvad de fra posterne trukne begivenhedskort ville betyde for næste fase af spillet. Når FN-observatørerne trak sig væk fra familierne, var det et signal til terningekasteren om at kaste næste kast. (Dette bevirkede, at spillet kunne afvikles uden unødvendig snak og støj - desuden følte de sig også som en vigtigere del af spillet).

Soldaterne er for lidt med i spillet. Det er vel også lidt urealistisk, at de kun skal bevogte en linje (grænsen). Så vi anbefaler et bredere felt (et grænseland), som kan være mere eller mindre svært at passere for flygtningefamilierne (div. forhindringer; områder, hvor der kun kan tages små skridt o.lign).

Endelig prøvede vi i en del af spillet, at slukke lyset i hallen. Dette gav en ny og realistisk dimension til spillet, idet flygtningefamilierne forsøgte at "blive usynlige" for soldater og røvere (hvert hold skal så

udstyres med en lille lommelampe).

Hallen var afgjort bedre til spillet end vores fællesrum (og også end en gymnastiksal).

Vi tror også på, at materialet med udbytte kan anvendes i de lidt større klasser.

N. Kochs Skole, Århus kommune:

Rejsen ud af mørket *fra Mellemfolkeligt Samvirke er sørgeligt aktuel i dag. De 12 noveller fortæller om 12 flygtningebørns oplevelser før og under flugten til Danmark. Deres sorg over at forlade alt det de holder af. Deres angst under flugten. Deres forvirring og rodløshed i den første tid i Danmark.*

Til materialet hører en lærerens bog med faktuelle oplysninger om de lande, der flygtes fra og opgaver til de enkelte tekster. Desuden er der et hørespil, der fortæller om 2 børns flugt til en flygtningelejr, og endelig er der et rollespil, hvor spillerne er aktører under en flugt.

Jeg brugte materialet i en 5.klasse. Valgte de tekster ud, jeg selv blev mest berørt af, og børnene blev umiddelbart meget grebet af novellernes indhold. Opgaverne til teksterne er danskfagligt gode og uddybende for forståelsen af flygtningebørns problemer. Flere opgaver inden for processkrivning havde klassen og jeg stort udbytte af.
Jeg var meget glad for oplysningerne om landene ude i verden, som Danmark modtager flygtninge fra. De sparede mig for meget opslagsarbejde.

Kort efter vi havde arbejdet med teksterne, var vi på lejr. Her spillede vi rollespillet udendørs. Læreren skal være meget godt inde i reglerne for at klare instruktionen af børnene, ellers går det i fisk. Vi spillede spillet 4 gange, men jeg er bange for, at for os blev det mest en spændende fangeleg. Meningen er jo, at børnene skal indleve sig i en flygtningesituation. En anden gang vil jeg vælge at spille rollespillet i mørke og over et større område.

Jeg kan varmt anbefale Rejsen ud af mørket. Også elever i en 4. klasse vil have glæde af dette materiale.
De to afprøvninger viser, at det kombinerede materiale absolut kan anvendes. Det kræver dog en nøje planlægning af forløbet, og det kan være en af årsagerne til, at rollespillet ikke indtil nu har været særligt anvendt.

9.3 Eksempel på udgivelser fra andet forlag

Herunder bringes lektørudtalelse fra et par titler med høj udlånsfrekvens, der udlånes fra Amtscentret.

De grønne markeringer viser udgivelsernes temaer, faktadele og steder hvor eleverne kan få en forståelse af de forhold som omtales – og antyder således, hvad lektørerne lægger vægt på med hensyn til det funktionelle i forhold til titlens anvendelse i undervisning.

Sydamerika - kontrasternes kontinent / Hans Erik Rasmussen ; illustrationer ...: Sven Dahl. - 1. udgave. - [Kbh.] : Gyldendal, 1999. - 48 sider : ill. i farver. - Faustnr.: 2 239 983 7

Endnu en vellykket bog i serien *Geofakta*. Denne gang handler det om Sydamerika, som behandles som en region, hvilket giver læseren et ganske godt overblik ved en første gennemlæsning. Et dybere kendskab kan opnås ved at arbejde sig igennem de mange forslag til yderligere aktiviteter eller gå til skolebibliotekets hylder og der finde materiale om enkeltlande. Bogen kommer vidt omkring fra en ultrakort præsentation af de enkelte lande over historie, befolkning, klima, erhvervsliv, storbyer, danskere i Sydamerika til verdensdelens fremtidsudsigter. Sproget er klart og letløbende med korte, indholdsmættede sætninger, og teksten er illustreret med mange virkelig flotte farvebilleder. Der er mange nyttige tabeller, et kort til kopiering, et fyldigt stikordsregister og fornuftige henvisninger til nyttige decimaltal når man vil søge flere oplysninger. Forfatteren anlægger et positivt syn på sit emne, så verdensdelens problemer måske står lidt svagt beskrevet. Bogen er skrevet til elever fra omkring 14 år, og rammer målgruppen perfekt, men kan dog sagtens bruges længere op i skoleforløbet. Bogen lægger op til klassearbejde, men kan også bruges til emnearbejder i grupper, mest i geografi, men også i samfundsfag.

Indien / af Peter Garde ; kort side 3: Christian Würgler. - [Kbh.] : Gyldendal Undervisning, 1997. - 32 sider : ill. i farver. - Faustnr.: 2 187 658 5

De små fagbøger er angiveligt skrevet for børn på 7-11 år og indenfor emnerne: natur, fremmede lande, gamle dage, teknik og dyreliv. Denne forsøger i 10 korte kapitler, de fleste over en dobbeltside, med stort trykt verssat tekst, orddelinger og et væld af flotte, stemningsfulde farvebilleder, at give et allround billede af Indien: klima, historie, sociale forhold, dagligdag, religion og traditioner. Det må på den givne plads blive lidt skematisk, men det lykkes faktisk at formidle både nogen viden gennem den en anelse tørre tekst og en stemning mest gennem de særdeles gode og fortællende fotografier. Vi møder også her Subia og hendes familie, som Peter Garde skildrede i billedbogen *Barn i Indien*, 1994. Den meget lette tekst kan faktisk læses af gode læsere i slutningen af 1. klasse/begyndelsen af 2. klasse, hvor de fleste af oplysningerne også vil kunne kaperes, og vi har intet andet så let om emnet. Denne bog og hele seriens koncept falder godt i tråd med den almindelige opmærksomhed omkring børns læsning. En god begynderlæsningsbog kan også gerne være faglitterær

Serien *De små fagbøger* har efterhånden leveret flere velbearbejdede fagbøger for de yngste elever. Denne titel er ingen undtagelse. Bogen gennemgår Indiens klima, historie og natur. Den beskriver de store geografiske, sproglige, religiøse og økonomiske forskelle i det folkerige land. Vi møder en indisk familie og læser om bryllupstraditioner og religiøse traditioner. Bogen afsluttes med en kort redegørelse for de nye tider med edb og satelitter, der også er blevet en del af Indiens hverdag. Alle emnerne behandles kortfattet og sagligt. Teksten er let forståelig og sat i mindre tekstblokke hvor sammensatte ord er delt - det er reel faglitteratur for elever fra 3. klasse. Bogen er spækket med skarpe og smukke farvefotografier der støtter teksten. Bag i bogen findes en brugbar og kommenteret litteraturliste. Forfatteren har selv leveret andre titler om Indien: *Barn i - Indien* fra 1994 og *Indien* fra 1995. Desuden har vi bl.a.: *Indien* af David Cumming fra 1995 og *I for Indien* af Prodeepta Das fra 1996. Men ingen af disse titler er beregnet for de ivrige 3. klasses elever, så denne titel er ikke bare et supplement

9.4 Sammenligning mellem udlån af MS titler med andre titler

Danse regn og digte breve : Tsitsi bor i Zimbabwe / af Thomas Daielsson ; redaktion: Lise Klöcker ; oversat fra svensk af: Lisa Klöcker ; fotos: John Riber ... [et al.]. - 1. udgave. - [Kbh.] : Mellemfolkeligt Samvirke, 2000. - 35 sider : ill. i farver:

2040201	Danse regn og digte breve	Grundbog	14.03.2001	74	15 udlån

Ris og røgelse / af Steen Frederiksen og Thomas Karlsson ; redaktion: Lisa Klöcker ; fotos: Steen Frederiksen & Thomas Karlsson. - 1. udgave. - [Kbh.] : Mellemfolkeligt Samvirke, 2000. - 33 sider : ill. i farver
Faustnr.: 2 309 353 7:

2040071	Ris og røgelse: Vi bor i Indien	Grundbog	27.7.2001	74	23 udlån

Sydamerika - kontrasternes kontinent / Hans Erik Rasmussen ; illustrationer ...: Sven Dahl. - 1. udgave. - [Kbh.] : Gyldendal, 1999. - 48 sider : ill. i farver. :

9940041	Sydamerika - kontrasternes kontinent/Hans Erik Rasmussen	Bog	10.1.00	58	48 udlån

Indien / af Peter Garde ; kort side 3: Christian Würgler. - [Kbh.] : Gyldendal Undervisning, 1997. - 32 sider : ill. i farver..

9740141	Indien/Peter Garde	Bog	10.3.98	56	62 udlån

9.5 Udlånsstatistik Århus Amt

Udlånsstatistik for perioden 1.1.2001 – 1.3.2003, ACU Århus Amt

Kat.nr.	Titel	Materialeart	Indgået dato	Beholdning	Antal udlån
2140065	Min afrikanske familie	Video	10.2.2002	3	17
2140051	Drengen der skulle blive til noget	Lærervejledning	10.2.2002	5	17
2140041	Drengen der skulle blive til noget	Grundbog	10.2.2002	71	17
2140038	Løgnen på bjergets top	CD-Rom	10.2.2002	3	8
2140021	Løgnen på bjergets top	Lærervejledning	10.2.2002	5	11
2140011	Løgnen på bjergets top	Grundbog	10.2.2002	74	13
2140093	To venner og en lillebror (Danida)	Lydbog CD	11.10.2001	5	12
2140081	To venner og en lillebror (Danida)	Lærervejledning	11.10.2001	9	20
2140071	To venner og en lillebror (Danida)	Grundbog	11.10.2001	119	27
2040098	Ris og røgelse: Vi bor i Indien	CD-Rom	27.7.2001	2	11
2040081	Ris og røgelse: Vi bor i Indien	Lærervejledning	27.7.2001	9	17
2040071	Ris og røgelse: Vi bor i Indien	Grundbog	27.7.2001	74	23
2040128	Kameler og kvægtyve	CD-Rom	30.7.2001	3	5
2040111	Kameler og kvægtyve	Lærervejledning	30.7.2001	4	9
2040101	Kameler og kvægtyve	Grundbog	30.7.2001	74	12
2040225	Danse regn og digte breve	Video	16.10.2002	3	28
2040211	Danse regn og	Lærervejledning	14.03.2001	8	16

	digte breve				
2040201	Danse regn og digte breve	Grundbog	14.03.2001	74	15
2040148	Gudernes vilje	CD-Rom	26.3.2001	3	6
2040131	Gudernes vilje	Lærervejledning	14.2.2001	4	9
9940191	Gudernes vilje: Vi bor i Nepal	Grundbog	14.2.2001	74	16
9550019	SOS – redningsaktion Jorden	Materialekasse	Før 2000	2	18
8732221	Kan man bo bedre: om by, bolig og mennesker i Norden ..	Grundbog	Før 2000	56/kasseret	3
8731191	Jorden er skæv/ Bjørn Førde	Grundbog	Før 2000	33/kasseret	20

NB. Materialet "Rejsen ud af mørket" er også indkøbt til udlån fra ACU Århus men først for nylig, så der endnu ikke kan fremvises nogen udlånsstatistik.

9.5 A: Sammenligning – et udvalg af titler og udlånsfrekvenser fra andre forlag

Titlerne i nedenstående tabel er fra andre forlag, men lignende emneområder og fag.

Katalognr.	Titel/forfatter	M.art	Indgået dato	Beholdning	Antal udlån
9540371	Grønland/Bent Faurby	Bog	4.6.96	372	194
9240151	Grønland - natur, dyr og planter/Ole Svarre	Bog	4.8.92	171	113
8340141	Opdagelser/Olaf Ries	Bog	Fxr 97	100	79
9740141	Indien/Peter Garde	Bog	10.3.98	56	62
9940041	Sydamerika - kontrasternes kontinent/Hans Erik Rasmussen	Bog	10.1.00	58	48
9140061	Egypten/Inger B. Gotfredsen	Bog	5.9.91	56	46
2040031	Laura i Solsikkehuset/Gretelise Holm	Bog	8.11.00	120	43
9540321	Indien (Mennesker og samfund)/Peter Garde	Bog	31.1.96	107	40
9940061	Gadebørn og gavtyve i Honduras/C. Blay og Jørgen Skytte	Bog	11.10.99	112	35
9630451	Grønlandske sagn og myter/Synnøve Lien og Kirsten Meldgaard	Bog	14.4.97	254	102
9930961	Penge/Per Østergaard	Bog	29.6.00	87	52
9430501	Kloden kalder : Verdens børn og deres rettigheder/Nils Hartmann	Bog	9.3.95	136	41

9.6 Kvantitativ undersøgelse af nogle MS udgivelser

104 spørgeskemaer om forlagets bestand mv. (udvalgte titler) udsendt til skolebibliotekarer i Århus Amt.

Spørgeskema - om Forlaget Mellemfolkeligt Samvirkes materialer i skolen?

Antal spørgeskemaer
udsendt: 115

Antal spørgeskemaer
modtaget retur: 33

Svarprocent: 28,7

1.	
Hvilken skole? (sæt X)	
Skole med overbygning (- 9/10. kl.)	29
Skole uden overbygning (bh. – 6. kl.)	4

2.	
Hvor ligger skolen? (Sæt X)	
I landområde	16
I byområde	17

3. **Titler fra forlaget Mellemfolkeligt Samvirke - elevbøger**	A) Hvilke af nedstående materialer findes på skolen?	B) Kender skolens lærere til materialet?			C) Bruges det jævnligt i undervisningen?			D) Hvor ofte udlånes/bruges materialet i undervisningen?			
		Ja	Nej	Ved ikke	Ja	Nej	Ved ikke	Ofte	Af og til	Sjældent	Aldrig
Bare tæer og ballerinasko, Vi bor i … Nicaragua	13	6		6	5	4	2	1	4	7	1
Løgnen på bjergets top, Vi bor i … Bolivia	2	2	2	1	2	1		1	1	1	
Drengen der skulle blive til noget, Vi bor i Guinea	4	4			4	1		1	3	1	
Danse regn og digte breve, Vi bor i … Zimbabwe	4	4		1	4		1	1	3	1	
Kameler og kvægtyve, Vi bor i … Kenya	5	5			5	1		1	4	1	
Gudernes vilje, Vi bor i … Nepal	6	5		2	4	1	1	1	3	3	
Ris og røgelse, Vi bor i … Indien	4	4			4	1		1	3	1	
Koraller og kokosmælk – Vi bor i … Thailand	4	4		1	3		1	1	2	1	
Billeder på tværs	1	1				1					1
Rejsen ud af mørket - Elevbog	7	2		4	1	3	2		1	3	1
Lærerbog	5	2		2	1	2	1		1	1	1
Hørespil (CD)											
Rollespil	1			1			1				
world.dk	1	1			1				1		
Vor Jord HV											
Jorden er skæv	10	4		6	3	4	2		5	4	
ZAPP. Jorden rundt (div. numre)	24	21		2	11	7	5	4	6	12	1
Ret og vrang for jordens syersker	2			1			1		1		
4. **Øvrige materialer**											
Global Undervisning (abonnement)	4	3		1	1	1	2		2		1

Jorden Rundt på 45 minutter (papirudgave)	22	18		3	5	9	6	1	8	5	5
Jorden Rundt på 45 minutter (elektronisk udgave)	2	1	1		1	1		1			1

5. **Amtscentret for Undervisning**	Ofte	Af og til	Sjældent	Aldrig
Hvor ofte lånes materialer til u-landsformidling fra Amtscentret?	2	18	10	1

6. **Tag stilling til nedstående påstande**	Helt enig	Delvis enig	Delvis uenig	Helt uenig	Ved ikke
Udbuddet af læringsmidler til brug i skolen er så stort, at det er vanskeligt for underviseren at overskue	4	20	5	2	1
Det samlede udbud dækker fuldt ud behovet for materialer	5	17	5		5
For mig er det underordnet, om materialet stammer fra Mellemfolkeligt Samvirke eller et andet forlag	14	12	6		
Mange materialer er for smalle til, at de direkte kan anvendes i skolens undervisning	1	10	8	7	7
Mange materialer er for omfattende til at kunne inddrages i den daglige undervisning		8	8	7	6
Gennemgående er mange materialer for lidt mål-rettede til den konkrete undervisning, herunder i forhold til Klare Mål	2	9	5	5	10

Pædagogisk Servicecenter spiller en central rolle i kendskabet til materialer om u-landsforhold	19	11			1
Amtscentret for Undervisning benyttes i høj grad, når der skal inddrages materialer om u-landsforhold	9	16	2	2	3

7. Om undervisningen i u-landsformidling				
		Ja	Nej	Ved ikke
A)				
- Har Pædagogisk Servicecenter indenfor de sidste 2 år medvirket i arbejdet med levevilkår i den tredje verden i forbindelse med klassens arbejde med faget geografi 7 - 8 klasse?: - Hvilke undervisningsmaterialer har fx været anvendt?:		10	17	1

- Både i geografi, samfundsfag og historie i de ældste klasser
- Børnenes U-landskalender
  - Om børn i andre lande
    - Materialer til U-landskalenderen Faget geografi lever en tilbagetrukket tilværelse, men trækker i høj grad på skolebiblioteket, når der arbejdes med grundbogens emner
    - En bred vifte, selvstændigt, engageret
    - Elever søger selvstændigt materialer, men ofte går de på nettet
    - Senest har en 5. kl. arbejdet med "Børns rettigheder" og i den anledning anvendt Røde kors mat. om "Chen og Tong i Laos", et godt mat., som virker motiverende
    - tilhørende web adresse.
    - I forbindelse med projektarbejde i 6. + 7. kl. arbejdes der med børnerettigheder + mat. fra Unicef + mat. om børnesoldater
    - Julekalender materiale i forbindelse med åbne uger.
  - - GO Verden selv samme materiale
  - ZAPP Jorden Rundt
  - Har ikke 7. – 8. årgng

B)				
Har Pædagogisk Servicecenter i forbindelse med projektopgaven været inddraget i arbejdet med levevilkår i den tredje verden - herunder børns vilkår rundt i verdens egne, fx gadebørn, skolegang, arbejde og familieliv?:				
Hvor ofte sker det i løbet af et skoleår?:		15	5	1

Udsagn:
- 1 gang vi har kun en 9. Klasse
  - 5-6 gange
  - Mange gange. Børnearbejde, gadebørn, prostitution
  - 1-2 gange
  - Et par gange
  - 1-2 gange om året
  - Emnet "Gadebørn" bliver ofte valgt (et par gange om året) som regel i et tværfagligt forløb
  - 5 gange pr. år
  - Vi er behjælpelig med at finde/bestille materialer
  - Et par gange om året
  - 2 gange
  - Mindst 1-2 gange om året i forbindelse med projektopgaver
  - Til jul er der ofte en klasse, der arbejder med u-landskalender materialet. Tema: Børnerettigheder arbejdes der med ca. hvert skoleår. Vi låner film fra ACU m.m.
  - Gadebørn, børns vilkår
- 1-2 gange årligt
- Et par gange om året
- Vi har været inddraget i forbindelse med et projekt gadebørn i 7. kl. + børnearbejde i 7. kl. Det sker 1-2 gange pr. år
- Gadebørn - et emne, der jævnligt er aktuelt. Et gæt er 3-4 gange årligt
- Projektarbejde 1.-6. kl. - Et par gange i løbet af forløbet Projektopgaven 7.-9. kl. En gang i løbet af forløbet
- Har ikke projektopgave, men vi har arbejdet med emnerne på 5.-6. klassetrin og brugt MS-materialer

Perception among grade 8-10 teachers and students on MS material

Sub-study 2

To
the overall evaluation of the assistance provided by MS
targeting enhanced development education in schools in
Denmark

By
Claus Buttenschøn, Statens Pædagogiske Forsøgscenter, Rødovre

Ikke bødlen gør mig bange, ikke hadet og torturen,
ikke dødens riffelgange eller skyggerne på muren.
Ikke nætterne når smertens sidste stjerne styrter ned,
men den nådesløse Verdens blinde ligegyldighed.
(Halfdan Rasmussen)

Indholdsfortegnelse

English Summary

Perception among grades 8 - 10 teachers and students on MS Material.
Sub study 2

The aim of this survey is to examine the teaching material ZAPP: Power or Suppression: TOTAL GLOBAL and the web site: *zapp.ms.dk/globalisering* and the experiences of the pupils in the 9th grade at the National Innovative Centre for General Education.

The survey is based on observations of the class working with the magazine, their written comments whilst working in groups, focused individual interviews with the pupils as well as an evaluation by the teachers involved. In addition the survey consultant and the Danish Association for International Co-operation have also evaluated the material.

The survey shows that the pupils were very satisfied with these teaching materials. The evaluation was based on the magazine's form, the magazine's content and the variety of applications the magazine presents. It is the pupils' belief that ZAPP: Power or Suppression: TOTAL GLOBAL offers them what they need, and perhaps what they have missed in classroom activities.

They are particularly impressed by the form, where concise information, fact boxes, lengthier articles, pictures and layout in a "youthful" tone is able to provoke them in a variety of ways, capturing their interest and igniting their curiosity   With regard to content it is their experience that the material presents for them an abundance of relevant information, in particular the short statements and timetables etc. And this has evoked afterthought. The only reservation expressed is aimed at the longer articles where they point out that these types of texts could perhaps have a tendency to bore and loose the interest of younger readers.

When addressing the application of the material they are more reluctant in their discussions and written contributions. At this level the project exam is quite interesting and it is within this area of work that they are most positive, in particular with the pupils' section of the web site.
The pupils have underlined that the magazine's suggestions of activities and initiatives or action was useful information and worthy of inclusion, though they do not feel directly encouraged to act personally. The main impression is therefore that the pupils would prefer the magazine to be used in shorter periods of classroom activities as a catalyst for discussion and debate on these essential issues.

For the teachers and the consultant the decisive strength of the magazine is encapsulated in the way in which the content is presented. There is a wide consensus among the pupils that the content is presented in a provocative manner which presents an excellent firing ramp for all participating pupils. Strong and weak, all pupils can find text, pictures, statements and statistics, which enables them to participate in classroom activities.   Their reservations are therefore not founded on form but more on content, priorities and weighting.

Using our pre-found categories of analysis - Insight and Knowledge, Commitment, Vision and Action Experience – it is generally accepted that the magazine does not suffice as regards essential

academic problems. There is neither the depth nor argumentation, which is required to focus teaching in the areas where basic knowledge, reasons, opinions and consequence can be the foundation of working with the magazine.   The ambition of the magazine is to give pupils ideas and instructions as to how they can act in a global world and this is quite commendable, but among their mentors there is some doubt as to how much these ambitions can be fulfilled. The examples provided, the web site's information and the links presented are to be found at a level not yet attained by the pupils.

The Zapp Series – "Around the World" is a both interesting and relevant contribution to Danish schools as an attempt to teach young people about third world issues and international affairs. The series gives a spontaneous introduction and a worthy point of departure for young people to engulf and involve themselves in problems around the world. But seen as teaching material - the Danish Association for International Co-operation use the expression "teaching material in disguise" - it is of utmost importance that they renew the concept in its present form. They must take into consideration the academic expectations and demands the Danish society expects from teaching standards in the "Folkeskole".

Likewise MS must focus on the fact that if the series is to be developed, and hopefully with a growing circulation, it is essential that teachers become key actors in the combined effort to produce both interesting and effective knowledge and information for children and the youth of today.

1. Undersøgelsens metode

Delstudie 2 er ét af tre elementer i den af Copenhagen Development Consulting (CDC) gennemførte evaluering*: "Performance and Outcome of MS´ support to Development Education in schools in Denmark"*. Delstudiet skal ses i forlængelse af fokusområde 2 i evalueringen: *"The assessment of the effectiveness of MS material in didactically supporting learning processes"*.

Der ses i en indledende beskrivelse og vurdering på et udvalgt materiale fra Mellemfolkelig Samvirke – Zapp – og dets anvendelighed i skolens undervisning, herunder på institutionelt baserede muligheder og barrierer for brugen af materialet. Fokus i delstudiet er sat på at afdække 8-10. kl. elevers og læreres oplevelse af Zapp's form, indhold og anvendelighed i undervisningen, som grundlag for en vurdering af Mellemfolkeligt Samvirkes indsats med at udvikle undervisnings-materialer til brug i folkeskolens undervisning. Herunder en vurdering af mulige tiltag til fremtidig styrkelse af Mellemfolkeligt Samvirkes indsats for at videreudvikle materialets undervisnings-mæssige gennemslagskraft.

Valg af materiale
Det udvalgte MS materiale er ZAPP - Jorden rundt. Magt eller afmagt: TOTAL GLOBAL, februar 1 / 200, samt den tilhørende hjemmeside: zapp.ms.dk/globalisering.

Materialevalget er foretaget i sammenhæng med overvejelserne omkring materialer og distribution, der har fundet sted i forbindelse med Delstudie 1, hvor materialet også er beskrevet og vurderet (jf. delrapport 1, s. 12-13 samt i bilag). Magasinet *ZAPP - Jorden rundt* må vurderes som et oplagt bud på et evalueringsmateriale, når det gælder ovennævnte ungdomsårgange, idet:
- ZAPP er almindelig kendt blandt mange lærere
- En række skoler / skolebiblioteker abonnerer på bladet
- Mellemfolkeligt Samvirke gennem årene i forskellige kampagner har forsøgt at rette opmærksomheden omkring ZAPP´s muligheder netop mod aldersgruppen 7. - 10. klassetrin.

Kort sagt *ZAPP - Jorden rundt* er et materiale, som et betragteligt antal unge sandsynligvis vil have stiftet bekendtskab med i løbet af deres skolegang. Under de givne betingelser må en vurdering af *ZAPP - Jorden rundt* derfor siges at være både relevant og dækkende som et udtryk for med hvilken effekt Mellemfolkeligt Samvirkes indsats og strategier for undervisning omkring udviklings-problemer slår igennem i det danske skolesystem.

Rammer for Delstudie 2
Den korte tidsramme og problemerne med at få etableret kontakt til en eller flere klasser der - "inden for den givne tidsramme, anvendte et materiale fra Mellemfolkeligt Samvirke i undervisningen, som kunne overtales til at indgå i en evaluering, på 8. - 10. klassetrin", har ledt til at et undersøgelsesdesign baseret på en afprøvning af materialet i løbet af en skoledag i en 9. klasse på Statens Pædagogiske Forsøgscenter. Dokumenter som beskriver planlægning og gennemførelse af afprøvningen er placeret bilag: lærerens plan for undervisningen, oplæg til gruppearbejde, elevbesvarelser af gruppearbejdet (jf. bilag 1, 1 A og 1 B).

I tilknytning til denne afprøvning er der foretaget:
- observationer af brugen af det valgte materiale i 9. klassen på (jf. observationsguide i bilag 6)

- fokusinterview med elever særligt rettet mod sammenhæng og anvendelsesmuligheder mellem det skriftlige Zapp materiale og den tilknyttede hjemmeside zapp.ms.dk/globalisering, (jf. interviewguide i bilag 3)
- interview med klasselæreren, der dækker fagene samfundsfag og engelsk (jf. interviewguide i bilag 4)
- interview med redaktør Bettina Gram, Mellemfolkeligt Samvirke. Ansvarlig for planlægning, redaktion samt skribent for dele af materialet (jf. interviewguide i bilag 5)

Analysen i delstudie 2 er baseret på en sammenstilling af vurderinger vedrørende materialets udformning, indhold og anvendelsesmuligheder foretaget af eleverne, læreren og konsulenten, samt på baggrund af MS egenvurdering. (En beskrivelse af det datamateriale som indgår i de enkelte vurderinger er placeret i et indledende afsnit i de enkelte delvurderinger.) Desuden diskuteres de forskellige aktørers vurderinger udfra de fire kriterier som er knyttet til handlekompetencebegreb, nemlig viden og indsigt, engagement, visioner og handleerfaringer (jf. dok. ToR for evalueringen).

Undersøgelsen gennemført i perioden uge 10 – 14, dels på Statens Pædagogiske Forsøgscenter, dels i Mellemfolkeligt Samvirke, Borgergade, København. Skrivefasen er gennemført af konsulent Claus Buttenschøn i samarbejde med adjunkt Monica Carlsson, Danmarks Pædagogiske Universitet.

Beskrivelse af forsøgsklassen
Statens Pædagogiske Forsøgscenter har bl.a. som formål at udvikle og perspektivere ideer for undervisning i folkeskolens ældste klassetrin samt at skabe internationale kontakter og internationalt samarbejde. Institutionen udgør en koordineret del af det pædagogiske forsøgs- og udviklingsarbejde, der foregår på en række udviklings- og forskningsinstitutioner i Danmark.

9. B er én af skolens seks klasser - to ottendeklasser, to niendeklasser og to tiendeklasser. Klassen består af halvt drenge og halvt piger, i alt 24 elever. I forbindelse med oprettelsen af klassen er der foregået en grundig udvælgelse af eleverne med henblik på at tilvejebringe en klassesammen-sætning, der i så vid udstrækning som muligt, afspejler en gennemsnitsklasse i det Storkøben-havnske område - fx spredning af eleverne m.h.t. evner og adfærd, og sammensætning af klassen i danske elever og elever fra etniske mindretal.

9.B kan karakteriseres som en normal klasse med en almindelig spredning i fagligt standpunkt og uden større adfærdsmæssige problemer. Klassen er som forsøgsklasse vant til at arbejde med mange forskellige slags undervisningsformer- og opgaver, herunder også med en bred vifte af udtryksformer.

Klassens lærere har en solid pædagogisk og undervisningsmæssig erfaring fra folkeskolen, i en række tilfælde suppleret med en eller anden form for pædagogisk videreuddannelse. Som en del af deres tjeneste er de forpligtet til at planlægge og gennemføre forsøgs- og udviklingsarbejder, herunder også at påtage sig forskellige formidlingsopgaver i forbindelse med deres undervisning. Temaet Globalisering har hverken i 8. eller 9. klasse været en del af årsplanen, men i overensstemmelse med skolens formål har der i forskellige sammenhænge været inddraget problemfelter med et internationalt perspektiv.

2. Elevvurdering

Elevernes oplevelse og vurdering af Zapp-nummeret: Magt eller afmagt: TOTAL GLOBAL og hjemmesiden: zapp.ms.dk/ global bygger på kommentarer og bemærkninger dels fra elevernes skriftlige besvarelse af gruppearbejdet (bilag 1 A og 1 B), dels på resultaterne af klasseobservationen (bilag 2) og endeligt på det fokusinterview, der er blevet foretaget med fire af klassens elever primært til en nærmere uddybning af deres oplevelse og vurdering af sammenhængen mellem zapp-nummeret og hjemmesiden (bilag 3).

De første indtryk

Tages der udgangspunkt i oplægget til gruppearbejdet, som er todelt i hovedspørgsmålene: *Bladet indhold og form* og *Hvad kan bladet bruges til?* er der fra alle gruppers side en ganske bemærkelsesværdig positiv stemning over for det materiale, de har i hænderne. De samlede vurderinger med eksempler på karaktergivning og bemærkninger som: "Det er et godt debatoplæg", "Bladet er godt til at formidle viden på en let og spændende måde" giver et klart indtryk af, at eleverne synes, at Zapp-nummeret er et godt tilbud, som i sin vinkling af stoffet tager dem alvorligt og taler til dem i øjenhøjde.

Umiddelbart sammenholdt med indtryk fra klasseobservationen er der ingen tvivl om, at elevernes udsagn er dækkende. De har fået bladet med hjem dagen før med besked på at blade det igennem og forholde sig til, både hvad der står i bladet, og hvordan tingene er sat op. Det har de gjort, og de går i gang med undervisningen uden forbehold af typen "Øv, vi gider ikke" eller "Skal vi nu bruge tid på det l…!"

Lærerens valg af indgang til emnet i form af en brainstorm under overskriften: Globalisering?, viser da også, at de fleste elever umiddelbart har nogle bud på, hvad begrebet dækker over eller kan indeholde.
Klassen føler sig klædt på og umiddelbart motiveret for at deltage aktivt, også når hun prøver at brede diskussionen ud over de eksempler og vinkler, der er indeholdt i bladet.
Men, som det også til en vis grad afspejles i elevernes besvarelser, viser der sig betydelige vanskeligheder, så snart hun begynder på at stille spørgsmål, der forsøger at kategorisere og systematisere begrebet. Her falder mange fra. Kun de færreste forstår eller går ind i hendes bestræbelser på at få bladets informationer til at hænge sammen med den mere analytiske tilgang til begrebet.
Gennem sin insisteren på at gå tættere ind i bladets indhold, får hun klassen til at komme med forskellige bud, men hovedindtrykket er, at mange elever nu synes, at der går "undervisning" i sagen. Reaktionerne går lidt i retning af, at hun nu ødelægger den gode stemning. De vil meget hellere tale om alle de overraskende og spændende informationer, som er indeholdt i faktablokke, tidstavlen, tegneserien eller gemt bag overskrifter som "Send en abe via nettet" og "Verdens rigeste mand / and".

Omkring indhold og form

Går man tættere ind i elevsvarene i gruppearbejdets ene hovedoverskrift *Bladets indhold og form*, ser man den samme tendens. Eleverne føler sig godt hjulpet, men det er et helt gennemgående træk både i deres referater og fra observationerne i de enkelte grupper, at de i særlig grad tager afsæt i det korte, det kvikke, det lettilgængelige, det provokerende osv., når de skal udtrykke sig.

Det tungere stof i form af de længere artikler får meget få ord med på vejen i gruppediskussionerne, og når de nævnes i referaterne er det stort set med bemærkninger som : "Nogle af artiklerne er lidt for lange og kedelige (fx Rejsefeber)" og "Hvis det bliver mere, så bliver det bare kedeligt". Rettes fokus derimod mod bladets form eller måde at præsentere stoffet på, er der ingen tvivl om, at den går rent ind. Det "zappende", det kortfattede, det øjenfangende, mylderet af forskelligeartede illustrationer tiltrækker sig deres opmærksomhed.

Kun én gruppe kommenterer yderligere på selve billedmaterialet med sætningen: "Artiklerne er illustreret med flotte billeder - selv om nogen af dem er lidt ens og ligner dem på TV -…". I fokusinterview´et er der spurgt nærmere til, hvad der kan ligge i denne bemærkning. Efter nogen usikkerhed - og efter en opfordring til at blade materialet igennem - når eleverne frem til, at det nok har noget at gøre med det, billederne viser. Eller anderledes udtrykt, om billederne rummer en særlig udfordring, en lidt overraskende, skæv vinkel. Et billede, som indgangsbilledet til artiklen "Kloden på hovedet" (side 4), der viser en person iklædt en T-shirt lavet af det amerikanske flag med cola-kapslen som en del af artikeloverskriften, fanger tilsyneladende mere opmærksomheden end billeder af "ulandskarakter" (side 26-27) eller billederne af de forskellige demonstrationer (side 20-21). Eleverne giver ikke udtryk for, at de er overflødige, men giver nærmest det indtryk, at man ikke stopper op ved dem, fordi de er bekendte og selvfølgelige i sammenhængen.

Der er langt mellem de negative bemærkninger. Kun en gruppe hæfter sig ved, at layoutet godt kan virke lidt rodet. De forskellige observationer i klassen og i gruppearbejdet viser imidlertid, at eleverne har svært ved at skille de enkelte artikler og informationer ud fra hinanden. De har ikke noget klart billede af struktur eller opbygning af materialet. Når de skal argumentere over for hinanden og give eksempler på det ene eller det andet, skal de næsten hele hæftet igennem for at finde ud af, hvor det er vist eller beskrevet. Direkte spurgt, om det ikke er lidt uhensigtsmæssigt, konstaterer de, at det kan der måske være noget om, men de er villige til at tage besværet, for som én i en gruppe sagde: "Det er jo slet ikke meningen, at tingene skal hænge sammen. Jeg bladrer, til jeg finder noget, der interesserer mig".

Hvad kan bladet bruges til?

Går man ind i en nærmere uddybning af elevsvarene i forbindelse med spørgsmålet *Hvad kan bladet bruges til?* er tilfredsheden fortsat stor.
Generelt synes de, at de er blevet klogere på en række facts om globaliseringen, men hverken i elevsvarene eller i observationerne kommer de særlig dybt ned.

Når det gælder den erhvervede viden, sætter de den ikke ind i nogen bredere sammenhæng eller forsøger at anlægge en egentlig systematik. Det for dem positive er, at de fornemmer, at de har fået et overblik eller et diskussionsoplæg, som de udtrykker det. Det betyder ikke, at de ikke er opmærksomme på vidensaspektet, men bladet opleves nærmest som et afsæt til, at egentlig viden må de søge andre steder fx på internettet. I den sammenhæng er det også interessant, at de nærmest føler sig provokeret af læreren, da hun i klassediskussionen gør opmærksom på, at det måske også er muligt at søge viden om globaliseringen i noget så gammeldags som bøger. Der går et stykke tid, før de føler sig overbeviste om, at globaliseringen måske også skal ses i et historisk perspektiv og ikke bare som et her-og-nu fænomen, selv om fx tidstavlen har vakt voldsom interesse. Artiklen om "Det forbandede bjerg" har de slet ikke opfattet i den sammenhæng!

M.h.t forklaringer på globaliseringen er det særlig i klassesituationen, at de får øje på, at der er nogle mulige sammenhænge i forholdet mellem den rige og den fattige del af Verden. Dette udtrykkes i elevbesvarelserne uden særlige nuancer med udtryk som: "Der er nogle gode forklaringer…" og ""De rige lande" nyder godt af det, men "de fattige lande" får det ikke bedre".

Når det gælder forskellige holdninger til globaliseringen er det et langt stykke ad vejen indtrykket fra klasseobservationen, at eleverne er enige om, at globaliseringen er et negativt begreb. Kun en enkelt gruppe hæfter sig ved, at der kan tænkes andre synspunkter.
Med sætningen: "Både om fordele og ulemper. Men hvis man er "for" globalisering er der lidt for lidt fakta om det, der er kun den med McDonald", rejses en ny problemstilling. Eleverne opfatter, at bladet godt nok rummer forskellige holdninger til globaliseringen, men de giver også udtryk for, at de fornemmer, at vægtningen af disse opfattelser ikke er lige.
Gået nærmere på klingen omkring spørgsmålet om vægtning og prioritering, udbygges dette i fokusgruppen, hvor eksemplet med McDonald igen er det eneste, der trækkes frem. Eleverne udtrykker nærmest, at "Spis en Mac - Støt en fattig" er taget med som en slags modvægt til bladets almindelige tendens.
Denne kredsen om artiklen som en slags alibi for, at begge synspunkter er med, bliver ganske tydelig, når de begynder at analysere dobbeltopslaget side 22 - 23. De hæfter sig ved anvendelsen af badges, som de opfatter som henholdsvis negative (de multinationale selskaber) og positive (Atomkraft - nej tak).
En lignende tendens opfatter de i sammenstillingen af de to billeder, hvor Mikkel karakteriseres som en kedelig nørd i et trendy kontor, mens Liv står for noget, de langt bedre kan identificere sig med. Hendes tøj, udtryk og attitude signalerer drive og handlekraft. I modsætning til ham, gør hun noget ved det!

Om handlinger

Bladets understregning af, at det både som person og som medlem af en organisation er muligt at gøre en forskel, opfatter eleverne tydeligt. Men tilsyneladende bliver det bare registreret med bemærkninger som: "Man kan tage stilling til det og få dannet ens egen holdning og mening, og derefter kan man melde sig ind i foreninger" eller ""Det er godt, at der er oplysninger om internetadresser på hjælpeorganisationer…, men det er svært at tro på, at det nogensinde kan lade sig gøre".
Heller ikke i forbindelse med klasseobservationerne eller i fokusgruppen lægges der særlig vægt på at diskutere disse handlemuligheder. Mulighederne konstateres - "ja, de sidste sider har hjulpet til at vide, hvor man skal starte fra", men eleverne er tilsyneladende ikke blevet inspireret til at gøre noget aktivt selv.
De synes, det er fint, at nogen gør noget, men som en pige udtrykker det om Gudrun på side 34 - 35: "Det er fint nok, men hun er næsten for meget. Jeg kan i hvert fald ikke se mig selv tonse der ud af med tørklæde og det hele!".

Om fremtiden

Den samme tilbageholdenhed kommer til udtryk, når eleverne i fællesskab eller i grupperne diskuterer deres egne visioner om fremtiden. De synes, bladet har givet dem en viden om nogle ting

og nogle bud på, hvor man kan gå hen, hvis man vil engagere sig og forandre noget. Problemet er bare, at de enten slet ikke ser sig selv i disse sammenhænge eller også, at de på forhånd giver op overfor, om det overhovedet er muligt at lave om på noget.

Diskussionerne er interessante, men i lyset af Irakkonflikten og alle de andre problemer som trækkes frem, afstår de stort set alle fra at kaste sig ud i beskrivelser af, hvordan de selv kan gøre en forskel eller om, det er mulig at få Verden indrettet på en mere retfærdig måde.

Sætningen: "Vi tænker selvfølgelig over det, vi har læst, men vi kan ikke sige, hvordan Verden skal se ud efter at have læst Zapp-bladet", er et ganske rammende udtryk for, hvordan de oplever tingene - det er OK at vide noget mere, MEN…

Hjemmesiden ikke bestået

Eleverne fik i forbindelse med udleveringen af bladet besked på at besøge netadressen zapp.ms.dk. På selve undervisningsdagen blev de bedt om at udfylde tipskuponen på hjemmesiden, men derudover var der ingen af eleverne, der gav udtryk for særlige overvejelser i retning af, hvad hjemmesiden ellers kunne bruges til.

Dette forhold blev så ugen efter søgt nærmere belyst gennem et fokusinterview. Det var ret overraskende for eleverne, at tipskuponen var en del af en særlig hjemmeside knyttet til netop dette nummer af Zapp. Det havde de faktisk slet ikke opdaget.

Først med nogen besvær fandt de frem til, at adressen faktisk stod i bladet, selv om de nok syntes, at den var gemt godt af vejen uden særlige opfordringer til at finde ud af, hvad den kunne bruges til. Som det fremgår af spørgeguiden blev eleverne bedt om at overveje hjemmesiden som et undervisningstilbud på linie med Zapp og derefter komme med nogle bud på, hvad de egentlig kunne bruge den til.

Vurderet som et supplement til undervisningen omkring emnet globalisering, var de ikke særligt imponerede. De syntes egentlig ikke, at der var nogen umiddelbar sammenhæng mellem Zapp´s direkte tilgang til deres aldersklasse og de skærmbilleder, de klikkede sig ind på.

Hele tilgangen i form af menu-siden og de andre valgmuligheder fandt de uinspirerende. Ord som "projektopgave, projektforslag, materialeliste, links, baggrund og flere artikler" vakte ingen særlig genklang. De gav faktisk udtryk for, at de nok var kommet ind på en form for lærervejledning, indtil de opdagede, at der i den vandrette bjælke stod ordet "Lærerværelse".

På spørgsmålet om, hvad de så ved nærmere eftersyn kunne bruge hjemmesiden til i forbindelse med Zapp-nummeret gik de de forskellige opslag igennem. Begejstringen var til at overse, men de konstaterede, at i en situation, hvor Zapp-nummeret var en slags oplæg til et projektarbejde kunne materialeforslag, link osv. vel nok bruges, som de udtrykte det.

Det eneste sted, hvor eleverne viste mere end høflig interesse var i forbindelse med opslagene om projektopgave og projektforslag. Her var oplysningerne relevante om end interessen ved nærmere eftertanke ikke så meget knyttede sig til Zapp og projektopgaven men mere til, at de syntes, det havde været smart at have sådan en opskrift i forbindelse med den projektopgave, de lige havde afleveret.

På spørgsmålet om, hvad de kunne tænke sig lavet om og udbygget, gik svarene både i retning af selve layoutet og på en tydeliggørelse af, hvorfor netop disse oplysninger var med, og hvad de kunne bruges til.

Layoutet skulle strammes op, så eleverne fik lyst til det. Hele dynamikken fra bladet skulle med over samtidig med, at det allerede på menu-siden skulle fremgå, at det kunne være sjovt at gå på opdagelse - "mange af os har selv arbejdet med hjemmesider, og vores var mere spændende!".

M.h.t. selve indholdet var reaktionen, at der ikke var mange forklaringer / oversigter over, hvorfor netop de artikler og de bøger var gode. Deres oplevelse var, at der måtte være meget mere, og at det måtte være muligt at guide bedre rundt i, hvad det var for emner, de enkelte materialer var særligt gode til at belyse.

Tipskuponen var OK, men holdningen var, at det måtte være muligt at være lidt mere opfindsomme med forslag til konkurrencer og andre selvkontrollerende opgaver - ikke afkrydsning, men noget der satte fantasien i sving!

3. Lærervurdering - SPF

Interview foretaget med klasselærer Helle Feddersen, Statens Pædagogiske Forsøgscenter den 21.3.03.
Varighed ca. 1 ½ tme.
Helle Feddersen er klasselærer i 9. B og varetager klasselærerfunktionen og undervisning i fagene samfundsfag og engelsk.
Udover disse funktioner arbejder HF i særlig grad med undervisnings- og instruktøropgaver omkring konfliktløsning knyttet til Ungdomsbyen på SPF og i samarbejde med Center for Konfliktforskning.
Hun har været instruktør på en række kurser i den tredje Verden og er i den sammenhæng lige vendt hjem fra et kursus i Peru.

Udgangspunktet for interviewet var Spørgeguide til lærer - SPF (bilag 4)

Materialets rolle i undervisningen
Helle har tidligere anvendt Zapp i sin undervisning bl.a. Global Island, hvor hun benyttede spillet til at kombinere fagene engelsk og samfundsfag.
I den konkrete undervisningssituation med dette nummer af Zapp (og det er også hendes generelle erfaringer med bladet) ser hun muligheder for både at anvende Zapp som baggrundsmateriale og som oplæg til en debat.
Det er dog en væsentlig forudsætning for brugen af bladet i undervisningen, at det er hende, der tager initiativet i form af at sætte eleverne til at læse dele af bladet eller lægger op til en debat om særlige delemner.
Hun mener, at Zapp er en oplagt mulighed for at arbejde med klassen om væsentlige emner, som bør indgå for at give eleverne en viden og nogle redskaber så de kan forholde sig til den Verden, de lever i.
Dette har fx givet sig udtryk i, at hun jævnligt anvender Zapp til enkeltelever, der skal danne sig et overblik over eller få indgange til et givent emne.

Værdier og holdninger
Udgangspunktet for bladet er at sætte spot på væsentlige internationale spørgsmål, og det er ganske udmærket. Men generelt synes hun, det er et problem - ikke mindst i dette nummer, at temaet skævvrides. Der er ikke i fremstillingen lagt vægt på en "ligestilling" af synspunkter og holdninger. Der efterlyses ikke milimeterretfærdighed, men det er ikke hensigsmæssigt ud fra en undervisningssynsvinkel, at materialet har denne slagside.
Det gavner ikke hverken lyst eller indsigt, at eleverne på baggrund af deres gennemlæsning næsten på forhånd er programmeret til holdningen "Globalisering er noget L…!".
Et eller andet sted kan det godt være, at påvirkningen slår igennem, men fundamentet for eventuelle handlinger må have et mere nuanceret afsæt.
Ligeledes er det betænkeligt, at elevernes kritiske holdning sættes ud af spillet. For at få en ordentlig debat i gang, er det MIG, der skal stille de frække spørgsmål. Materialet gør det ikke i tilstrækkelig grad.

Viden og faglighed

Hun er tilfreds med, at eleverne gennem faktablokke og andet får en række faktuelle forhold sat på plads. Hendes bekymring går dog på, at meget af denne viden er sporadisk og ofte usammenhængende og overfladisk.

M.h.t. mere sammenhængende forståelser af årsager og konsekvenser af Globaliseringen er det hendes opfattelse, at bladet igen er for overfladisk. De mange udsagn om dette og hint får nærmest form af postulater, som slet ikke i tilstrækkelig grad forsynes med forklaringer og dybtborende spørgsmål af "Hvorfor-typen".

Hvis eleverne for alvor skal gøre sig nogle forestillinger om, hvordan Verden ser ud, og hvordan man som mennesker alene eller sammen kan gøre en forskel, må udgangspunktet være, at de har en vis indsigt i, hvad der dog kan ligge bagved al den uretfærdighed og kaos.

Det får de ikke i Zapp, så skal vi for alvor ned under overfladen, må der andre materialer og en lærer til!

Og her er så lige et andet problem. Det kan godt være, at Zapp er smart, men det er ikke smart, at formen og dele af indholdet - utilsigtet - risikere at give eleverne en fornemmelse af, at de nu ved alt om emnet. Af og til kræver det lidt armkræfter, når man skal argumentere imod bemærkningen "Det HAR vi haft!".

Emnevalg og elevdeltagelse

Zapp er fint med den direkte henvendelse til eleverne. Det er afgjort en kvalitet, at eleverne føler sig talt med og ikke talt til. Eleven i centrum er OK.

Hvis man ser mere generelt på emnet Globalisering, så er det mig, der vælger. Jeg har ansvaret, og jeg har den indsigt, der skal til for at få sammenhæng og progression i det, vi foretager os.

Men når vi er kommet dertil, synes jeg selvfølgelig, at eleverne spiller en vigtig rolle i diskussionen af, hvilke særlige prioriteringer man kan anlægge, hvordan vi skal belyse problemet fx som et tværfagligt projekt eller ved lægge vægten på et enkelt fag, valg af metoder, fremstillingsformer, aktiviteter og handlinger.

Og her synes, jeg godt, Zapp kan være en hjælp. Der er mange gode ideer, netadresser, forslag til aktiviteter, brug af gæstelærere osv., som det er oplagt at tage afsæt i.

4. Mellemfolkeligt Samvirke - egenvurdering

Samtale med Zapp-redaktør Bettina Gram. Gennemført mandag den 17. 3.2003. Varighed ca. 1 ½ time.

Udgangspunktet for samtalen var spørgeguiden (bilag 5).
M.h.t. oplysninger omkring oplag, distribution, lærerkontakt og øvrige forhold omkring Zapp-serien generelt henvises til Delstudie 1 og tidligere publiceret evalueringsredegørelse "ZAPP - Jorden rundt", Mellemfolkeligt Samvirke, Annex C.

Målgruppe
Zapp er primært udviklet over for målgruppen 7.-10. klasse, herunder andre undervisningsinstitutioner, der henvender sig til elever i samme aldersklasse fx privatskoler, efterskoler, ungdomsuddannelser, tilbud til to-sprogede elever osv.

Strategien er dobbelt således, at eleverne har mulighed for direkte at stifte bekendtskab med Zapp via tidsskriftshylder på skolebiblioteket, biblioteket eller andre steder. Den anden henvendelse sker til skolebibliotekarer og/eller lærere gennem folderen "Global Undervisning".
Herudover modtager alle skoler én gang årligt en særlig salgsfolder omkring Mellemfolkeligt Samvirkes skolerelaterede udsendelser. Folderen indeholder en grundig omtale af Zapp og angivelser af, hvordan bladet kan indgå i overvejelserne.
Endelig annonceres Zapp årligt gennem annoncer i lærernes fagblad "Folkeskolen" samt i relevante faglige tidsskrifter.

Formål
Det er bladets målsætning af formidle information om en bred vifte af centrale ulandsspørgsmål til målgruppen i en form, der tilgodeser dennes forventede behov for overskuelighed, tilgængelighed, sproglighed og direkte kommunikation i form af en "ung til ung" henvendelse med vægt på at beskrive forholdene gennem unges oplevelser, følelser, holdninger og handlinger. De nødvendige oplysninger af mere faktuel karakter formidles gennem kortfattede faktablokke, statistiske oplysninger og korte udsagn.

Planlægningshorisonten er ca. et år dog med mulighed for helt nødvendige korrektioner hen over året. Planlægningen har som udgangspunkt et Zapp-årsmøde, hvori deltager redaktør, undervisningskonsulent, grafiker, tegner og andet redaktionspersonale.

Udgangspunktet er en brainstorm omkring relevante og spændende, brede temaer, der kan vinkles på en række forskellige måder.
Temaet og stofudvælgelsen tager kun i meget begrænset omfang afsæt i, hvad der foreligger af læseplaner, vejledninger, Klare Mål osv. for undervisningen i de enkelte fag eller for de anbefalinger, der udsendes fra centralt hold om fagsamarbejde, tværfaglig undervisning og krav om inddragelse af den kreativt - musiske dimension.

Anvendelsesmuligheder

Fra Mellemfolkeligt Samvirkes side bruger man karakteristikken "et forklædt undervisningsmateriale" til karakteristikken af Zapp. Den primære og eneste formulerede beskrivelse af en konkret anvendelsesmulighed knyttes til projektopgaven i 9. klasse, hvor der på hjemmesiden er opslag, der beskriver tankegangen bag denne og giver nogle bud på forskellige formuleringer af mulige titler, veje til videnssøgning, links, materialer mv. Med folderen "Global Undervisning" gives der eksempler på ideer og forløb generelt for Mellemfolkeligt Samvirkes materialer, men der er ikke her foretaget nogen særlig uddybning af mulighederne for at anvende Zapp i undervisningen i fagene og på forskellige klassetrin. Dette forhold har man under overvejelse i forbindelse med en planlagt revision af hjemmesiden med virkning fra august i år.

Faglighed

Der er ikke i forbindelse med de enkelte numre (her temaet Globalisering) opstillet egentlige faglige, færdigheds- eller metodiske mål for anvendelsen af bladet i undervisningen. Sådanne overvejelser vil naturligvis kunne knyttes til en række af de aspekter og vinkler, der tages op inden for temaet, men der er hverken over for eleverne eller lærerne lagt en egentlig systematik ind, som gør det umiddelbart indlysende at arbejde med bladet ud fra særlige indlærings- eller evalueringsstrategier.

Valg af indhold og form

Det helt centrale element i udviklingen af bladet er den ovenfor beskrevne målsætning om, at Zapp skal være en helt særlig kommunikationskanal til unge mennesker. Dette overordnede mål vurderes af redaktøren som værende meget styrende for både fastlæggelse af indhold og form.

Når temaet er fastlagt, besluttes det konkrete indhold i en proces, der kan karakteriseres som en vekselvirkning mellem, hvad redaktionen finder centralt og en vurdering af, hvad der i den givne situation er muligt og realistisk - når det gælder egnede (unge) forfattere, når det gælder egnede eksempler med en vis geografisk spredning, når det gælder om at formidle viden, holdninger, værdier og handlemuligheder til unge med forskellige forudsætninger, og ikke mindst, når det gælder hensynet til de grafiske og layoutmæssige ambitioner.

Resultatet er Zapp. Provokerende, rapt, afvekslende, spændende og skægt, tingene på spidsen og på hovedet!

Men for redaktøren er der ingen tvivl. Udfordringen består i at få gang i en udvikling, der holder fast i det "zapp´ene", men måske i højere grad sætter læreren i fokus.

"Det er fint, at eleverne er glade for Zapp, men hvis Zapp for alvor skal flytte noget i hoveder og handlinger, er læreren en nøgleperson!".

5. Konsulentvurdering

Undertegnedes vurdering af Zapp: Magt eller afmagt: TOTAL GLOBAL tager primært udgangspunkt i klasse- og gruppeobeservationerne og elevernes skriftlige tilbagemeldinger på spørgsmålene i gruppearbejdet.

Selve strukturen i redegørelsen tager sit afsæt i bilag 6 - Interviewguide: Konsulenten - SPF

Den egentlige analyse af materialets faglige og didaktiske aspekter indgår som et væsentligt element i Delstudie 1, hvorfor mine kommentarer alene skal opfattes som ikke-systematiserede faglige og pædagogiske vurderinger afledt af elevernes arbejde med og kommentarer til materialet.

Materialets indhold
Eleverne opfatter først og fremmest materialet som en kæde af konkrete eksempler og historier på forskellige sider af begrebet Globalisering. Først gennem lærerens indledende øvelser omkring begrebet, skabes der en slags fokuspunkt for hele hæftet.
Denne elevopfattelse afspejler ganske præcist den kendsgerning, at bladet ikke præsenterer en egentlig definition på begrebet. De mange forskellige historier, faktablokke, udsagn for og imod, tegneserien, illustrationerne osv. bygger en mosaik op, men efterlader eleverne med en upræcis fornemmelse af, hvad begrebet globalisering egentlig dækker over.
Set ud fra et undervisningsmæssigt synspunkt er det på den ene side yderst prisværdigt, at de motivationsskabende elementer faktisk virker, og at eleverne med liv og lyst kaster sig ud i arbejdet.
Modsat er det vel betænkeligt, at temaet præsenteres uden nogen egentlig sammenhæng.
Set i et læringsperspektiv kan man stille alvorlige spørgsmålstegn ved de effekter af undervisningen, der rækker ud over det umiddelbare og spontane. Egentlig viden, forståelse og indsigt i de mere komplekse sammenhænge i forbindelse med Globalisering har ikke den prioritering, der fx kan danne afsæt for udviklingen af en reel handlekompetence.

Materialets betydning for udvikling af viden
Eleverne føler sig godt hjulpet. Der er ingen tvivl om, at mange af dem oplever, at de nu ved en hel masse om ting, de ikke kendte til før.
Igen må der stilles spørgsmålstegn ved effekten af denne erhvervede viden. Materialet giver en række forskellige faglige forklaringer og perspektiver på, hvad indholdet og virkningerne af globaliseringen kan være, men som observationerne og elevsvarene antyder, har de meget svært ved at få etableret en egentlig sammenhæng i deres viden.
De synes, det er spændende at trække de mange overraskende eksempler frem, men af sig selv kommer de ikke langt, når spørgsmålene nærmer sig de mere dybtgående og bagvedliggende årsager til, at Verden ser ud, som den gør.
De er selv godt klar over, at viden er er vigtig - og det er i hvert fald en grundlæggende erkendelse. Men problemet er vel dybest set deres erkendelse af, hvad der er den nødvendige viden, når det drejer sig om at skabe sig reelle muligheder for at deltage i og have indflydelse på de problemer, de står midt i.
Det lidt skræmmende perspektiv er, at bladet måske kan skabe en falsk illusion hos dem om, at nu ved de alt om emnet - det er på tide at zappe videre til næste tema / emne / problemstilling på dagsordenen!

Materialets betydning for udvikling af engagement

Problemerne, udfordringerne opleves som reelle, og eleverne er da også optaget af, at der er nogen, der engagerer sig enten ved selv at tage ud eller ved at melde sig ind i de forskellige organisationer. Men igen, hvor langt rækker engagementet? Hverken i observationerne eller i elevbesvarelserne er der tegn på, at eleverne giver særlig udtryk for, at sådan noget kunne de også godt tænke sig at involvere sig i. Det er klart, at situationen ikke er "normal". I en eller anden udstrækning føler de sig i en atypisk undervisningssituation, hvor opgaven er en lidt anden end i den daglige undervisning.

Men alligevel er det bemærkelsesværdigt, at der ikke spontant kommer nogle reaktioner på alle de eksempler på aktioner og organisationer, som vægtes højt i bladet.

Noget af det samme gør sig gældende, når de skal udtrykke visioner og forventninger til fremtiden. De mange forskellige grupper bliver ikke brugt som en slags mulige midler til at forestille sig forandringer. Og ligeledes kommer de kun frem med meget generelle forestillinger om, hvad der skal ændres, og ligeledes meget lidt om, hvordan man kan forestille sig ændringerne gennemført. Der er ingen simpel forklaring på deres lidt tilbageholdende og forsigtige holdning. Undervisningssituationen kan som sagt være en del af forklaringen. En anden forklaring kan være, at deres umiddelbare optagethed af materialet er rettet mod de mere spektakulære dele, og at de derfor slet ikke får øje på sig selv og deres egne muligheder i det bombardement af holdninger, handlinger og aktioner, som bladet jo også er fyldt med.

Materialets betydning for at udvikle handleerfaringer

I klasseobservationens sidste del, hvor læreren stiller spørgsmålet, om de synes, at bladet kan være et afsæt for en projektopgave kommer eleverne med en række forslag til, hvad projektopgaven fx kunne handle om.

Her kommer eleverne frem med en række relevante forslag. Men ud af den lange liste er der kun et par stykker, der synes, det kunne være interessant at dykke længere ned i "Attack - det de står for, og det de laver" eller "Hvorfor demonstrerer folk - nytter det noget?".

Forsigtigt vurderet kunne én forklaring være, at de godt nok er sympatisk indstillet over for alle dem, der gør noget, men på egen hånd og midt i puberteten er det ikke nærliggende for dem at forestille sig muligheden af at kaste sig ud i det.

Bygget lidt ud kan forklaringen også være, at væsentlige dele af materialet måske har et niveau, der ligger lidt ud over, hvad aldersgruppen kan kapere.

Godt nok er der tale om ung-til- ung kommunikation, men især de længere historiers "helte og skurke", de aktive og aktionerende både i Danmark og i fremmede lande er noget ældre end eleverne i klassen. 17, 18, 20, 21 og 22 år lyder ikke som den store aldersforskel, men for eleverne er forskellen vel nok så stor - fra at være fuldstændig i lommen på mor og far til stort set at kunne gøre, som man vil.

Mellem to stole

Stiller Zapp sig i virkeligheden en næsten umulig opgave - på én gang at ville være "ung med de unge" og samtidig være et væsentligt bidrag til skolens undervisning og bestræbelserne på at gøre unge til vidende, eftertænksomme, engagerede og handlende i en globaliseret Verden.

Hovedindtrykket er, at det gør Zapp til en vis grad. Bestræbelserne på at få det bedste af to Verdener lykkes ikke. Bedst er bladet til at komme i kontakt med de unge - fuld fart og fuld knald på gi´r pote og høje karakterer.

Den anden side af udfordringen klares mere på det jævne. "Det forklædte undervisningsmateriale" har efter min opfattelse sine helt afgørende svagheder, når det gælder om at få forankret alle de gode intentioner i virkelighedens Verden.

Men det behøver ikke at være et enten - eller. Dette nummer af Zapp er spændende og måske meget velegnet til at stille de nødvendige spørgsmål til udviklingen:

- er temaet / emnet / problemstillingen rigtig formuleret?
- kan man ikke bevare det frække og provokerende ud fra en mere velovervejet systematik (det fagligt funderede behøver vel ikke også at være kedeligt!)?
- kan man ikke bevare det frække og provokerende samtidig med, at man sagligt og velovervejet vurderer, hvad skolen er forpligtet på og har behov for?
- kan man ikke "forklæde undervisningsmidlet", så også læreren kommer i fokus og får hjælp og ideer til, hvad hun kan bruge det til?

6. Analyse

I analysen indgår afsnittene: *Elevvurdering*, *Lærervurdering* og *Konsulentvurdering*. Afsnittet: *Mellemfolkeligt Samvirke - egenvurdering* inddrages til belysning af enkelte forhold, men vil derudover indgå i overvejelserne i relation til undersøgelsens *Konklusion og anbefalinger*.

1.
De tre vurderinger sammenstilles med hensyn til ligheder og forskelle inden for følgende hovedstruktur

Zapp: Magt eller afmagt: TOTAL GLOBAL / Hjemmesiden: zapp.ms.dk / global

- Udformning
- Indhold
- Anvendelsesmuligheder

2.
Undersøgelsen diskuteres ud fra de i Addendum opstillede fire analysekriterier

- Insight and knowledge
- Commitment
- Vision
- Action Experience

Ad.1 Sammenstilling af vurderinger

Udformning
Der er stort set sammenfaldende opfattelser af, at Zapp-nummeret i sin udformning og sit layout i meget vid udstrækning tilgodeser den målgruppe, som bladet henvender sig til.
Variationen m.h.t. tekstlængde, korte indslag, faktabokse, grafiske virkemidler, billedvalg og billedanvendelse osv. bedømmes af både elever og voksne, som en spændende, provokerende og inspirerende måde at kommunikere på.
Fra elevernes side er der kun en enkelt reservation nemlig i forbindelse med de længere artikler, hvor de i deres bemærkninger gør opmærksomme på, at der er en risiko for, at de mange ord kan gøre oplysningerne kedelige.
Fra de voksnes side går reservationerne på, at bladet i al sin pågåenhed risikerer at fremstå som flimrende og uoverskueligt. Ligeledes påpeges det, at bladets næsten kaotiske opbygning gør det vanskeligt for eleverne at danne sig et overblik og se nogle væsentlige sammenhænge.
Sammenfattende kan man dog sige, at elevernes villighed til at arbejde med bladet og beskæftige sig med stoffet er et stærkt argument for, at den valgte form er velegnet til at sætte fokus på problemstillinger, som en række andre materialer har endda særdeles vanskeligt ved at få sat på dagsordenen.

Indhold

Elevernes indstilling til bladets indhold er næsten sammenfaldende med deres kommentarer til bladets udformning.

De anser valget af stof og formidlingen af det som et godt tilbud til dem. De er stort set tilfredse og synes, at bladet giver dem det, de har brug for. Korte oplysninger, overskuelige beskrivelser som kan danne udgangspunkt for diskussioner omkring, hvad globalisering i store træk er for noget. De kan tale med, de kan give eksempler, de ved, at nogle unge gør noget, og de ved, hvor de kan gå hen, hvis de selv skulle beslutte sig til at gå aktivt ind for at forandre Verden.

For de voksne er bladets indhold ud fra et faglig og pædagogisk synspunkt lidt bekymrende. Opfattelsen er, at elevernes tilfredshed et langt stykke ad vejen bunder i, at her er noget nemt og noget umiddelbart forståeligt og tilgængeligt.

Bekymringen går på, at eleverne i nogen grad får "stene for brød". Materialet er overfladisk uden særlige muligheder for at gå i dybden med tingene. Det er et markant træk ved materialet, at egentlige forklaringer på, hvorfor tingene er som de er eller har udviklet sig sådan, ikke har nogen fremtrædende plads.

Det overordnede indtryk er, at bladet gennem sine eksempler og prioriteringer kommer til at sælge holdninger, synspunkter og meninger mere end begrundelser og forklaringer, der rækker ud over nuet.

Anvendelsesmuligheder

For elevernes vedkommende er det oplagt, at bladet har sin berettigelse i undervisningen. Ja, nogle går måske i virkeligheden så langt som til at mene, at med Zapp i hånden og internettet inden for rækkevidde, kan man blive verdensmester i globalisering.

For elever i 9. klasse ligger projektopgaven ligefor, og for mange elever vil det være nærliggende at tage afsæt i fx et sådant emne / tema.

I den henseende er hjemmesiden ikke nogen oplevelse. Bortset fra en slags kogebog for formulering af projektet, synes de ikke, de skal den vej, hvis de skal videre. Reaktionen er kort og kontant: "Den er for dårlig og for kedelig!".

Set fra et voksenperspektiv er der ingen tvivl om, at Zapp har mange anvendelsesmuligheder. Elevernes engagement, billeder, tekster, fakta, sammenstillinger osv. kan selvfølgelig udnyttes i en bred vifte af relevante undervisningssammenhænge.

Hovedpointen er imidlertid, at bladet kræver megen "undervisning", og at dette ikke er medtænkt i tilstrækkeligt omfang.

I en konkret lærervirkelighed stiller bladet store krav til overvejelser omkring perspektivering og udbygning af indholdet.

Ad 2 Diskussion i forhold til analysekriterier

Insight og knowledge

Viden og indsigt i ulandsforhold og internationale problemstillinger skal selvfølgelig vurderes i forhold til de krav og forventninger, der generelt stilles til undervisningen på disse klassetrin.

I læseplanernes og de indtil videre gældende Klare Måls beskrivelser af kravene på dette niveau stilles der ganske omfattende krav til en bred, almen viden kombineret med forventninger om, at eleverne er i stand til at fortolke og analysere denne viden.

I faget samfundsfags formål stk.1 udtrykkes dette fx således: "…således at de kan forstå hverdagslivet i et samfundsmæssigt perspektiv og til aktiv medleven i et demokratisk samfund" og videre i formålets stk.2: "Undervisningen skal medvirke til, at eleverne udvikler historie- og samfundsbevidsthed, kritisk sans og færdighed i at iagttage, analyse og vurdere nationale og internationale samfundsforhold og konflikter".

Det vil selvfølgelig altid være et skøn i hvilken udstrækning sådanne mål nås, men med det foreliggende nummer af Zapp / Globalisering lægges der ikke op til, at eleverne erhverver den viden og indsigt, der her har været intentionen.

Der er simpelthen ikke grundlag for en reel diskussion af helt basale årsager til og virkninger af den stadig mere omsiggribende globalisering.

Det samme gælder, når det drejer sig om mulighederne for, at eleverne skal arbejde med stoffet ud fra forskellige synspunkter og opfattelser. At der er forskelle på, hvordan folk opfatter globaliseringen har materialet i høj grad med.

Problemet er, at der stort set ikke er medtaget årsager, argumenter, forudsætninger, der kan være med til at forklare, hvorfor sådanne meningsforskelle optræder, og hvilke konsekvenser disse meningsforskelle får - politisk, økonomisk, social og kulturelt.

Commitment

Materialet opfattes af eleverne som spændende og vedkommende. Hermed når materialet et langt stykke af vejen til at skabe et engagement hos eleverne omkring det at forstå sammenhænge mellem deres eget liv og livet i en global Verden.

På det overordnede plan kan de godt forstå, at radikale forandringer i den fattige Verden forudsætter, at vi i den rige Verden må overveje en række ændringer, der både berører den enkelte og de samfund, vi er en del af.

Det store spørgsmål er imidlertid, om et materiale som Zapp, der satser direkte på engagementet og opfordringen til at være aktiv, så når bare i nærheden af sit mål. For ildsjælene, der allerede er stukket af sted, er bladet uden tvivl en anspore og et praktisk redskab til at arbejde videre med det, de allerede er i gang med.

For det store flertal af eleverne i denne aldersgruppe, kan resultatet måske være det stik modsatte. Det kan måske være nærmest lammende at sammenligne sig selv med al den begejstring og selvtillid, der stråler ud af de unge aktivister. Måske er det noget af dette, der kommer frem i de næsten enslydende forestillinger, som grupperne gør sig (fx "Bladet har ikke været med til at få os til at gøre mere mod disse forhold. Ikke mere end vi var klar over i forvejen".), når det gælder deres tro på eller indstilling til, at de kan gøre en forskel enten som individ, medlem af en forening - eller som borgere i et demokratisk samfund.

Vision

Klassen har i flere forskellige sammenhænge arbejdet med problemstillinger, hvor de enten i spilform, i skriftlige fremstillinger eller gennem kunstneriske udtryk har arbejdet med forskellige scenarier. Om ændringer her og nu og i fremtiden for dem selv, for samfundet eller i Verden. De er altså ikke fremmede for udfordringen om tænke anderledes, se andre muligheder eller forestille sig andre virkeligheder.

Et eller andet har ikke ramt dem i dette globaliseringstema. De er "tavse", selv om de direkte bliver bedt om at give nogle bud. Bladet giver ellers mange bud på, hvad det er for mål, de aktive slås for.

Hvorfor? Et forsigtigt bud kunne være, at denne sag simpelthen er for stor. Et er at forestille sig noget konkret, noget afgrænset - det er en helt anden sag at skulle zappe rundt i hele Verden, på alle

niveauer, i alle sammenhænge, mellem internationale selskaber og undertrykte sølvminearbejdere og så pludselig skulle sige sin egen helt uforgribelige mening om, hvordan Verden bør se ud!

Action Experience

Dette nummer af bladet er vel i virkeligheden bygget op omkring beskrivelser af, at unge mennesker tager sagen i deres egen hånd og gør noget. Det er også fyldt med praktiske anvisninger på, hvor man skal henvende sig for at komme i gang. Kikker man imidlertid nærmere efter er der ikke ret mange muligheder for at øve sig i mere overskuelige sammenhænge.

Bortset fra tipskuponen og muligheden for at sætte sin underskrift på en eller anden protestskrivelse, som man kan finde på www.webprotest.dk er der ikke mange henvendelser til eleven, som kræver, at hun gør et eller andet her og nu.

I deres vurdering af hjemmesiden er det vel noget af det, eleverne mener, når de efterlyser nogle flere muligheder for at komme i gang.

Og de er faktisk vant til at blive taget med på råd og være medbestemmende. Hele undervisningen på SPF er bygget op omkring begreber som elevmedbestemmelse, ansvar for egen læring, selvstændige beslutninger osv.

Hvad er der gået galt, når de er vant til at tage ansvar og handle, og så i deres besvarelser og i klasse- og gruppediskussionerne stort set ikke kommer ind på det?

Igen kunne et forsigtigt bud være, at temaet i den form, det har fået i bladet, rammer ved siden af. Det nytter ikke noget som 14 - 15 årige at få at vide, hvad 18 - 22 årige har gang i. Selv om det kun er få år, der skiller - er der en Verden til forskel!

Ad 2 Diskussion i forhold til tidligere evaluering af Zapp

I forbindelse med en tidligere Zapp-evaluering er der gennemført en afprøvning af undervisnings-materialet Zapp "Velbekomme! Om fødevarer og spisevaner" i en 8 kl., baseret på en diskussion mellem lærere og elever om bladets værdi i forhold til undervisningen. Der kan peges på en række overensstemmende vurderinger mellem de to evalueringer, både hvad gælder elevernes og lærernes og konsulenternes vurderinger.

Eleverne i denne evaluering ser valget af stof og formidlingen af det som et godt tilbud til dem, en vurdering som indholdsmæssigt er i overensstemmelse med elevvurderingerne i den tidligere evaluering som peger på at sprog og layout – det zappede, kulørte fungerer godt. Eleverne i den tidligere evaluering synes bedst om tegneserien og mindst om en lidt længere artikel, tilsvarende bryder sig eleverne i denne evaluering ikke om de lidt længere artikler

Imens lærerne og konsulenten i den tidligere Zapp-evaluering generelt udtrykker sig meget positivt i forhold til materialets både form og indhold, så er læreren og konsulenten i denne evaluering lidt mere forbeholdne.

Den første gruppe roser bl.a. lærervejledningen ved at sige at den virker inspirerende på klassens lærer, samt peger på at er litteraturanvisningen meget anvendelig. De peger på at der er klare præcise budskaber i materialets billeder og tekst, at layoutet er farvestrålende, samt at materialet charmer sig ind. De vurderer at bladet er stilsikkert, med gode muligheder for identifikation, stof til eftertanke og anledning til spørgsmål og diskussion i klassen. Konsulenten understreger dog at han ikke anbefaler kortere artikler samt at både han og læreren er træt af / utilfreds med den "Guiness Rekordbogagtige" tilgang til emnerne.

I sammenligning hermed roser også læreren i denne evaluering materialet for dets umiddelbare form, de mange forskellige overraskende og skæve vinkler, udformning og layout. Men læreren peger også på, at bladet fremstår som flimrende, uoverskueligt, ulogisk struktureret og med en lav prioritering af forklaringer på, hvorfor tingene er som de er eller har udviklet sig sådan. Kritikken skærpes i lærerens påpegning af at materialet ikke lever op til de krav der stilles til skolens undervisningsmidler m.h.t. basal viden, årsagsforklaringer, prioriteringer, sammenhænge og konsekvenser.

7. Konklusion og anbefalinger

ZAPP: Magt eller afmagt: TOTAL GLOBAL har været det konkrete udgangspunkt for Delstudie 2, og vil derfor også være fokus i konklusionen.

Men som del af et nu tiårigt tilbud til folkeskolens undervisning i ulands- og internationale spørgsmål vil der i de givne anbefalinger først og fremmest blive kommenteret på tiltag, der bør overvejes i forbindelse med udviklingen af de fremtidige udgivelser i serien.

Som baggrund for disse anbefalinger inddrages ligeledes elementer fra afsnittet: *"Mellemfolkelig Samvirke - egenvurdering"*.

Konklusion

Den konkrete undersøgelse af, hvordan elever og lærer har vurderet anvendeligheden af *ZAPP: Magt eller afmagt: TOTAL GLOBAL* er som angivet i analysedelen præget af to på mange punkter forskellige opfattelser.

Eleverne er i deres bedømmelse af bladets form, indhold og anvendelighed særdeles positive. Set ud fra deres perspektiv er materialet ud fra alle analyseperspektiver det helt rigtige tilbud til dem, når de skal arbejde med ulands- og internationale spørgsmål.

Man kan kort udtrykke det således, at eleverne ud fra deres forudsætninger bedømmer bladet som et både *nødvendigt* og *tilstrækkeligt* materiale til at erhverve sig viden om Verden og bruge bladets informationer til at navigere og agere velovervejet i en tilværelse, der bliver mere og mere global.

De voksne i undersøgelsen er i deres vurdering på linie med eleverne om, at ZAPP - nummeret har en række styrkesider, der skaber nye muligheder for undervisningen. Den umiddelbare form og de mange forskellige overraskende og skæve vinkler er god og efterlignelsesværdig kommunikation til denne aldersgruppe.

Reservationerne opstår, som vurderingerne og diskussionen i forhold til de opstillede analysekriterier: Insight og knowledge, Commitment, Vision og Action Experience afdækker, når bladet bedømmes ud fra faglige og undervisningsmæssige kriterier.

Fagligt set er problemet, at bladets vidensdel ikke lever op til de krav, der må stilles til skolens undervisningsmidler m.h.t. basal viden, årsagsforklaringer, prioritering og vægtning af synspunkter og holdninger, sammenhænge og konsekvenser.

Anskuet som et undervisningsmiddel på disse klassetrin er indvendingerne, at *ZAPP: Magt eller afmagt: TOTAL GLOBAL* i sin foreliggende form ikke styres af en eller anden indre logik. Det er vanskeligt at "skære" bladet til og bruge det i en struktureret og målrettet undervisning, der på én gang tilgodeser kravene, der opstilles i fx Klare Mål for de relevante fag og udvikler reelle handlekompetencer hos eleverne.

I en konkret lærervirkelighed opleves dette som en blokerende faktor for anvendelsen af ZAPP. Det er af væsentlig betydning, at bladet i form og indhold klarere betoner de didaktiske aspekter og derved mere præcist end tilfældet er lægger op til overvejelser omkring indholdsvalg, arbejds- og samarbejdsmuligheder, faglige og pædagogiske begrundelser osv.

Hjemmesiden opleves i denne sammenhæng ikke som et konstruktivt og velovervejet tilbud til den faglige og pædagogiske udfordring, læreren står over for i undervisningen

Anbefalinger

I den fremtidige udvikling af ZAPP - Jorden rundt bør Mellemfolkeligt samvirke derfor overveje:

- at fastholde og videreudvikle de kommunikative elementer

MEN

- at fastlægge mere præcise og strukturerede valg af undervisningstemaerne i forhold til målgruppen

- at gennemføre egentlige analyser af de valgte temaer i forhold til de krav og forventninger, der stilles til folkeskolens undervisning. Herunder er det helt afgørende, at man overvejer konsekvenserne af det i december 2002 indgåede folkeskoleforlig både, når det gælder de fremtidige bindende Nationale Mål, og fagenes placering og samspil i skolens overbygning

- at styrke seriens lærerdel fx ved en total omstrukturering af hjemmesiden med henblik på at skabe et reelt samspil med det pågældende nummer. Ikke en lærervejledning i traditionel forstand, men fagligt funderede og kreative forslag til anvendelses- og handlemuligheder, forløb på forskellige klassetrin og i forskellige tværfaglige sammenhænge mv.

- at styrke samspillet mellem ZAPP og hjemmesidens elevdel. I et kreativt design at give bud på konkrete handlemuligheder, der både giver mulighed for her og nu aktiviteter og mere langtrækkende handlinger og initiativer, samt at gennemføre en mere målrettet styring af forslag til uddybende videnssøgning, medieinddragelse, relevante link osv.

Bilag 1.A. : Plan for undervisningsforløb
i 9. B, Statens Pædagogiske   Forsøgscenter, fredag den 7.3.03
Bilag 1

Emne: Globalisering
Materiale: Tidsskriftet Zapp: "Magt eller afmagt. Total Global, 1/2003". Mellemfolkeligt Samvirke

Tidsramme : 4 timer

Forberedelse
Eleverne har fået Zapp med hjem dagen før. Hjemmearbejdet består i, at eleverne kigger bladet igennem og danner sig et indtryk af, hvordan det er bygget op i historier, factsafsnit, opfordringer til aktiviteter, handleaspekter mv.
Ligeledes besøger de netadressen: zapp.ms.dk

I: Introduktion til opgaven
Hvad skal dagen indeholde?, Hvad er baggrunden? En kort præsentation af konsulent Claus Buttenschøn, herunder en beskrivelse af det videre forløb med elev- og lærerinterviews.

II: Brain-storm omkring begrebet "Globalisering"
I forløbet arbejdes der hen imod en form for systematisering af begrebet - politisk, økonomisk, social og kulturel.
Ligeledes opfordres eleverne til at overveje, hvorvidt de anskuer eksemplerne på globalisering for positive og/eller negative.
Eleverne afslutter denne del af forløbet med en individuel udfyldelse af tipskuponen på netadressen: zapp.ms.dk (temaet Globalisering / Total global).

III: Gruppearbejde
Eleverne arbejder med bladet ud fra vedlagte spørgeguide. Skriftligt referat af drøftelserne.

IV: Afsluttende fællesdiskussion
Oplæg: Hvordan ville I bruge "Magt eller afmagt: Total Global" som afsæt for en projektopgave.
Hvilke problemstillinger kunne man formulere?
Hvilke emneafgrænsninger ville I foretage?
Hvordan ville I udbygge bladets oplysninger? (fx faglitteratur, statistik, netsøgning, kontakt til organisationer, værdi- og holdningsundersøgelser mv.)
Hvordan vil I fremlægge projektarbejdet - form, produkt mv.?

Helle Feddersen
Klasselærer

Bilag 1.B. Zapp: Magt eller afmagt: Total Global

(I behøver ikke at skrive overskrifterne i jeres svar - bare A1, A2 osv.)

A: *Bladets indhold og form*

1. Hvor vigtigt er det tema, som bladet indeholder?
- hvad har I lært ved at læse bladet?

2. Har bladet givet jer mulighed for at arbejde med spørgsmål som handler om
- viden? (fx oplysninger om helt konkrete forhold i forbindelse med globaliseringen)
- forklaringer? (fx årsager til, at globaliseringen finder sted - historiske, noget om magt og indflydelse, økonomiske forhold osv.)
- vurderinger (fx om det er godt eller skidt, at tingene forholder sig på den måde)
- handlinger (fx hvem har eller kan få indflydelse / hvad kan der gøres for at påvirke disse forhold)

3. Hvordan synes I, at bladet beskriver forholdene omkring globaliseringen
- er det tilstrækkeligt dybtgående?
- er formen ok (tekst, billeder, facts, aktivitetsforslag, layout)?
- er det spændende, oplysende, interessant, relevant - eller?
- hvordan vil I vurdere bladet i forhold til andre materialer om "Verden", som I har arbejdet med?

B: *Hvad kan bladet bruges til?*

1. Viden (hvad har I lært om)
- fakta om globaliseringen (fx omfang, udbredelse, fordele og ulemper)
- forklaringer på globaliseringen (fx årsagerne, konsekvenserne og sammenhænge)
- muligheder for at forandre tingene (fx hvordan kan man påvirke / være med til at lave tingene om)
- hvordan tingene kunne se anderledes ud end i dag (andre fremtidsmuligheder, andre situationer, andre måder at indrette verden på)

2. Egen indflydelse / handlemuligheder?
- har bladet fortalt/lært jer noget, som gør, at I tror, at I nu bedre kan være med til at gøre noget ved disse forhold?
- har I lært noget som gør, at I fremover kan få indflydelse på disse forhold?

3. Fremtid
- har I lært noget, som får jer til at tænke over, hvordan både jeres eget liv og samfundet / Verden *kunne og burde* se ud i fremtiden?

C: Noget der mangler?

Andet som I mener skal med i vurderingen af bladet. Hvad synes I der er brug for?

Bilag 1.C.: Oplæg til gruppearbejde.
Fire elevgruppers skriftlige besvarelser.

Gruppe 1:

A1.
Vi tænker ikke over det, men det er noget vi burde tænke mere over. Bladet giver et godt indblik i, hvad globalisering egentligt er.
Selve teksten er skrevet på et godt sprog, men det kan godt være lidt rodet, fordi der ikke er så meget struktur over de forskellige artikler.
Det er godt med alle billederne og farverne. Det gør, at man får lyst til at læse mere fakta.

A2.
Det er et godt debatoplæg. Selv folk som normalt ikke gider læse og være med i en diskussion kan finde på noget at sige. Netop fordi det er et tema, der angår alle.

A3.
Vi synes, at artiklerne har den rigtige længde og dybde. Man bliver fanget af det, og det er heller ikke så meget, at det virker uoverskueligt.
- igen, det er rigtigt godt med billederne og farverne. Men det kan godt virke lidt rodet i layoutet.
- men det er en meget spændende tekst, som man får meget ud af.
- vi synes, at det er et af de bedst forklarede blade om sådan noget, som vi har brugt.

B1.
Det er jo et godt debatoplæg, så man kan bruge det til en diskussion.
Der er en masse fakta, og det er godt.
Det er nogle gode forklaringer, og man får en masse information på en god måde.
Vi lærer en masse om, hvad man kunne gøre, og hvad man kan gøre.

C.
Der skulle være nogle flere facts, og konkurrencer for ældre elever end 7. - 8. klasse. Tipskuponen var for nem. Der fik vi 13 rigtige i første forsøg. Vitser, der gør det endnu mere sjovt at læse. Mindre rodet.

Gruppe 2

A1.
Forskellige synspunkter - for og imod. Vi er blevet bedre til at danne os vores egen holdning. Og hvad globalisering egentlig er.

A2.
Der kunne godt være flere konkrete oplysninger om globalisering
- der er mange gode forklaringer, men der kunne godt være fler… fx definitionen af globalisering.
- vi / Vesten tænker nok ikke på de fattige lande.
- Man kunne fx godt gøre noget mere ved at indføre moms på 0.1 % til de fattige lande.

A3.
- Det er tilstrækkeligt dybtgående for unge på vores alder, men der kunne godt være nogle links til, hvor man kan få mere information for dem, der vil vide mere!!
- Layoutet er rigtig godt, det er spændende at se på. De mange farver og billeder gør, at det fanger ens opmærksomhed. Det er godt at der er noget nyt på hver side! Teksten er nem og god at læse + og er skrevet i ungdomssprog.
- Det er meget relevant, oplysende, interessant og meget spændende.
- Et 11-tal. Vi har ikke arbejdet meget med noget lignende, men vi synes, det er rigtig godt.

B1.
Vi har lært at globalisering kan være god og dårligt, og at vi ikke kan undgå det. "De rige lande" nyder godt af det, men "de fattige lande" får det ikke bedre. Og vi lever med globalisering uden rigtig at være klar over det.
- årsagen til globalisering er, at vi er blevet bedre til at kommunikere og videregive viden. Vi er også blevet bedre til at transportere ting.
- vi tror ikke rigtig, man kan lave om på tingene, for Verden er alt for afhængig af hinanden. Men de små ting man kan gøre, er at droppe alt den gæld, for at det kunne blive mere retfærdigt.
- arbejde sammen på tværs af de rige lande og de fattige lande.

B2.
Ja, jo mere man ved, jo mere kan man udrette.
- man kan tage stilling til det og få dannet ens egen mening og holdning, og derefter kan man melde sig ind i foreninger.

B3.
Vi tænker selvfølgelig over det, vi har læst, men vi kan ikke sige, hvordan Verden skal se ud efter at have læst Zapp-bladet.

C1.
Der kunne også godt være noget lidt professionelt med… fx nogle udtalelser fra nogle "kloge folk". Der mangler lidt videregående links til steder, hvor man kan gå mere i dybden.

Gruppe 3

A1.
Det globale tema er vigtigt: Det omhandler hele Verden! Det er vigtigt at fange de unges interesse, så de selv kan gå i dybden med temaet eller ting, de er blevet interesseret i. Vi har fået større viden om globalisering. Bladet sætter tanker i gang og provokerer (her tænker vi på artiklen om Mac, side 22).

A2.
Bladet giver mulighed for at stille spørgsmål om globalisering og konkrete temaer. Specielt de små, korte artikler giver anledning til at undre sig, og stille spørgsmål og evnt. gå i dybden med emnet.

A3.

Bladet er ikke meget dybtgående nogle steder, men det er godt, for det gør, at man selv kan stille spørgsmålstegn. Og hvis artiklerne gik helt i dybden, kunne man ikke selv tænke så meget og forholde sig og stille spørgsmålstegn.

-   formen: Der er et flot layout i bladet, der er humor i tegningerne. Artiklerne er illustrerede med flotte billeder - selv om nogen af dem, er lidt ens og ligner dem, vi ser i TV - og fremhævede tekstudsnit. Det er endnu bedre, når tekstudsnittet er med en anden farve. Bladet er farverigt. og det er godt. Faktaboksene og de korte artikler er gode. Sproget er godt, skrevet til unge. Godt med internetadresser og forslag til, hvad man selv kan gøre - aktivitetsforslag.
-   det er relevant, interessant og oplysende. Nogle af artiklerne er lidt for lange og kedelige (fx Rejsefeber).
-   Bladet er mere interessant end aviser. Teksterne var korte og nemme at overskue, og man fik hurtig viden på den måde!

B1.

Det har lært os fakta om globalisering. Både om fordele og ulemper. Men hvis man var "for" globalisering er der lidt for lidt fakta om det, der er kun den med MC. Donald.

-   det er godt, at der er oplysninger på internetadresser på hjælpeorganisationer. Ellers hvad der kan gøres er at boykotte fx McDonald eller andre store virksomheder, men det er svært at tro på, at det nogensinde kan lade sig gøre.

B2.

Bladet har ikke været med til at få os til at gøre mere mod disse forhold. Ikke mere end vi var klar over i forvejen.

-   man kan bedre deltage i diskussioner, da man har fået lidt bredere viden.

B3.
Ja meget.

C.
Fint, fint!

Gruppe 4

A1.
Det er meget vigtigt!
-   lært mere om globalisering, og det har bekræftet det, vi troede på!

A2.
Viden er selvfølgelig vigtig. Bladet handler om at give viden videre! I facts´ene er der godt om: forklaringer, indflydelse, vurderinger, handlinger.
Så altså i bladet er der om det hele!

A3.

Det er tilstrækkeligt dybtgående! Og hvis det bliver mere, så bliver det bare kedekigt. Hvis man vil vide mere, må man gå ind på internettet!
- røde tekster og røde bokse, mange billeder, ordforklaringer og facts. Dem synes vi, er rigtig gode at have!
- det er meget oplysende, og det hjælper os til at forstå bedre! Let overskueligt af svære ting!
- god til vores målgruppe. Meget farverigt og spændende!

B1.
Til at formidle viden til unge på en let og spændende måde.
Det er også godt, at der er forskellige synspunkter og forskellige synsvinkler.

B2.
Ja, de sidste sider har hjulpet til at vide, hvor man skal starte fra.

B3.
Bladet har fået én til at tænke over, hvor meget indflydelse resten af Verden har på én. Og omvendt!

C.
Det kunne vi ikke finde! Vi synes, at det er helt i top!
13 med pil opad!

Bilag 2.: Zapp: Magt eller afmagt: Total Global

Elevernes opfattelse af:

Formålet med Zapp
- efterspørger de en mening?
- Føler de sig manipuleret over i et handle-aktionspres
- Hvad mener de om måden at præsentere emnet på
- Føler de sig godt klædt på til diskussion / handling?

Viden / faglighed
- hvad får de ud af at læse materialet
- efterlyser de viden / mere viden?
- Synes de, de får et nuanceret billede?
- Synes de, at tingene hænger sammen (stiller de spørgsmålstegn ved eksemplerne?)
- Anvendelsen af den historiske synsvinkel (Potosi - Bolivia)

Form
- hvad mener de om layout?
- Om billedanvendelsen
- Om variationen af eksempler?
- Om aktiviteter
- Om opfordringerne til at protestere / melde sig ind / opsøge
- Om tegneserien (hvad er formålet - ser de pointen?)

Hjemmesiden
- vil de bruge den?
- Hvad fænger på hjemmesiden
- Vil de læse artikler
- Bruge link
- Layoutet

OK eller?
- kan / vil de bruge Zapp
- efterlyser de andre tilgange?
- Føler de sig godt orienteret?
- Er det "for lidt om alting"
- Andre forslag til at blive klogere
- Motivation i form og indhold

Bilag 3.: Spørgeguide: Fokusgruppe - elever

Elevvurderinger af sammenhæng mellem Zapp: Magt eller afmagt: TOTAL GLOBAL og hjemmesiden: zapp.ms.dk/globalisering

Hvordan oplever I hjemmesidens opbygning som værktøj for jer?
- sammenhæng mellem Zapp og hjemmesiden
- de forskellige menu-sider / "bjælker"
- elevguidning
- layout og opbygning

Hvordan oplever I hjemmesidens faglige indhold?
- opslag som er relevante
- opslag som I finder ikke- relevante
- hvilke oplysninger kunne I tænke jer udbygget
- tipskuponen / andre former for konkurrencer og/eller selvkontrollerende opgaver

Uddybende spørgsmål om Zapp

Bilag 4.: Spørgeguide til lærer - SPF

Materialets indhold, rolle og betydning i undervisningen

Hvilken rolle har materialet haft i undervisningen – har det
- fungeret som baggrundsmateriale, hvor eleverne søger viden?

eller som
- debatmateriale, som bruges som oplæg til diskussioner?
- anden rolle?

Hvor betydningsfulde er de temaer som materialet omhandler for undervisningen i folkeskolen?
- Hvad lærer eleverne når de arbejder med de her temaer?

Hvilke værdier og holdninger gives der udtryk for i materialet?

Lægges der op til at eleverne skal forholde sig kritisk til temaer i materialet?

Lægges der op til at eleverne skal deltage i samfundslivet, fx i politiske aktiviteter?

Har materialet givet eleverne en større indsigt i / viden om:
- fakta om det tema som materialet omhandler (omfang, udbredelse og risici)?
- hvorfor der er de her problemer (årsager, konsekvenser og sammenhænge)?
- hvordan tingene kan forandres (fx hvordan påvirke/være med til at lave tingene om)?
- alternativer til den situation vi har i dag? (scenarier, visioner)

Lægger materialet op til:
- en elevcentreret tilgang (udgangspunkt i elevernes erfaringer – 'eleven i centrum')?

eller
- en videnscentreret tilgang (udgangspunkt i formidlingen af formidling/indlæring af viden)?

Har materialet givet eleverne muligheder for at deltage i beslutninger i undervisningen, fx i forhold til valg af mål, metoder og aktiviteter?
- Mener du at lærere – set i forhold til det emne som materialet sætter fokus på - skal inddrage elever i disse beslutninger med eleverne?

Lægger materialet op til:
- en tværfaglig tilgang–at der arbejdes med forskellige faglige synsvinkler i undervisningen?

eller
- en enkelt-fagligt tilgang – og i så fald hvilke fag refereres der til?
- anden tilgang?

Lægger materialet op til at der tages kontakt til eller samarbejdes med personer / organisationer / steder uden for skolen?

Bilag 5.: MS´s opfattelse af Zapp som undervisningsmiddel

Målgruppe?

Formål?
- MS om Zapp og dette nummer af bladet
- MS og sammenhæng med folkeskolens lovgivning, læseplaner, Klare Mål osv.
- Zapp og MS-undervisningsstrategier
- Fastlæggelse af Zapp-temaer og konkret indhold

Anvendelsesmuligheder?
- forestillinger om anvendelsesmuligheder
- forestillinger om konkrete bud på strukturering, forløb, sammenhænge til anden undervisning, herunder vurderinger af de sidste års udvikling
- Anvendelse af hjemmeside
- Elevaktiviteter

Faglighed?
- faglige mål (viden)
- årsagsforklaringer
- historisk perspektiv
- varige påvirkninger

Valg af indhold?
- eksemplerne på artikler (valg og sammenhæng)
- vægtningen af artikler
- prioriteringer
- faktastoffet
- tegneserien i sammenhængen

Valg af form?
- sproglighed
- relevans i forhold til unge
- holdninger og værdier
- provokationen
- billedvalget
- layout
- Bent og Bente
- elevaktiviteter

Bilag 6.: Interviewguide: Konsulenten - SPF

<u>Materialets indhold</u>

1. Hvad er i fokus i materialet – fakta om temaer/problemer eller konkrete eksempler/historier?

2. Præsenteres temaer og problemer som isolerede historier eller i en sammenhæng?

<u>Materialets betydning - har materialet givet eleverne mulighed for at</u>

udvikle viden?

3. undersøge problemet fra forskellige faglige synsvinkler og perspektiver?

4. udvikle viden og indsigt i forhold til centrale aspekter af problemet/temaet – herunder bagvedliggende årsager til og effekter af problemet?

- er det vigtigt - set i forhold til det tema som behandles i materialet - at eleverne arbejder med forskellige perspektiver og aspekter af viden?

udvikle engagement?

5. udvikle engagement i forhold til den sag / det tema / det problem som behandles?

6. udvikle tiltro til egne deltagelsesmuligheder i forhold til de problemer som behandles / at de kan have en indflydelse på de problemer som behandles?

7. udvikle visioner og alternativer i forhold til det problem som behandles?

- er det vigtigt - set i forhold til det tema som behandles i materialet - at eleverne udvikler engagement, tiltro og visioner?

udvikle handlerfaringer?

8. arbejde med temaet i konkrete situationer og hermed få handlerfaringer?

9. kvalificere sig til deltagelse i samfundslivet og i politiske aktiviteter?

- er det vigtigt - set i forhold til det tema som behandles i materialet - at eleverne udvikler handlerfaringer og deltagelsesmuligheder?

Perception among high school teachers and students on MS material

Sub-study 3

To

the overall evaluation of the assistance provided by MS targeting enhanced development education in schools in Denmark

By
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Evaluering af MS' undervisningsmateriale til ungdomsuddannelserne

Indholdsfortegnelse:

Summary in English

The aim of this sub-study is to review teachers' and students' perceptions of teaching materials at high school level produced by MS and to make an assessment of how well this teaching material supports the learning processes of the students.

The selected material includes the web-site http://www.ms.dk and the four themes on the site, which have been designed especially for high school level teaching in particular. The sub-study is based on semi-structured interviews with three groups of students and four teachers who have used the material. Furthermore, the consultants have described the site and made an assessment of it. All interviews have been performed on the basis of written questionnaire guidelines.

The teachers disagree on the matter of how much *insight and knowledge* students get from working with the material. Two of them think that students benefit a lot from using it whereas one focuses a lot on the fact that there is a general lack of empirical data. It is his opinion that it reduces the learning outcome for the students. All teachers agree that the material carries many normative statements and they all emphasize the importance of making students aware of the views of the material. Some of them are worried that students will not be able to distinguish between normative views and empirical information, and that the normative views will make the student less independent in their way of thinking. The students do not share their teachers' worries about the normative statements of the material, but many of them admit to have the same world-view as the material.

On the matter of *commitment and action experience* the teachers conclude that students are encouraged to make a commitment to change the state of things through the material. They have not, however, had any action experiences while working with the material. The students confirm this information. One of them has, however, joined ATTAC after having used the material.

It is the teachers' opinion that there are good examples of alternative scenarios for the world in the material. They find that the students have every opportunity to develop *visions* of a new world. For most students the transformation from scenario to vision has not, however, taken place. Most of the students wish to change things, but they do not know what to be changed and how it can happen. Nor do they think that they themselves can make much of a difference.

Teachers and students alike agree that the material is relevant, interesting and well - arranged. They find the themes very suitable for teaching and for project- work in particular. One teacher thinks that the themes ought to include more teaching "tools" to help students use the material. The teachers agree that the Internet has won the competition over magazines like 'Kontakt'. Magazines are too expensive and the Internet carries many more opportunities than paper-materials. Moreover, the working conditions in the schools have gotten much better during the last few years, so they no longer limit the possibilities of using computers for individual – or group projects.

It is certainly a good idea to produce themes for high school level educations on MS.dk and the themes chosen are both relevant and suitable for teaching. On the basis of this report it is the view of the evaluation group that some things can be done to improve the material: MS may consider adding empirical information to complement the existing themes; to make it clear what information is normative and what is empirical; to complement the normative articles with articles which represent other angles than that of MS. Finally, this investigation suggests that MS can concentrate their efforts even more on IT teaching materials than they do now.

Baggrund

Opgaveformulering

Dette delstudie, delstudie 3, er et af tre elementer i den del af MS evalueringen som varetages af Copenhagen DC og DPU, "Performance and Outcome of MS' support to Development Education in Schools in Denmark".

Opgave formuleringen for dette delstudie er:
En afdækning af opfattelsen blandt lærere og elever ved ungdomsuddannelserne af MS undervisningsmateriale samt en vurdering af kvaliteten af MS undervisningsmaterialet til didaktisk at støtte lærerprocesserne.

Delstudiet er struktureret med en kort beskrivelse af MS' mål med undervisningsmaterialet til ungdomsuddannelserne og en kort beskrivelse af det undervisningsmateriale MS har udviklet. Herefter beskrives metoden for indsamling af lærer og elev opfattelser af MS' web-baserede materiale, og til sidst afsluttes med en sammenfattende vurdering af materialet inklusiv forslag til forbedringer baseret på lærer og elev kommentarerne.

Det har ikke været muligt indenfor undersøgelsens økonomiske rammer at gennemføre en repræsentativ analyse af målgruppernes brug af materialet. Evalueringsgruppen har forsøgt at finde brugere indenfor HHX, HTX samt det almene gymnasium indenfor Vejle Amt, hvor de fleste ungdomsuddannelser er blevet spurgt, ligesom flere almene gymnasier i Århus- og Nordjyllands amter er blevet spurgt. Det var muligt at finde et begrænset udsnit af undervisere med tilstrækkelig brugererfaring indenfor det almene gymnasium (der er interviewet lærere fra tre forskellige gymnasier), men slet ikke muligt at finde det på HHX og HTX.

Evalueringsgruppens hensigt er at samle kvalitativt interessante brugererfaringer og på baggrund af disse at formulere konstruktive anbefalinger til MS.

MS strategier og mål med undervisningsmateriale til ungdomsuddannelserne

Uddannelssektoren er den vigtigste samlede målgruppe i MS' oplysningsarbejde.[1]

MS' mål med undervisningsmaterialet er for det første at fremme forståelsen for øget social og økonomisk retfærdighed på globalt plan såvel som nødvendigheden af kulturel mangfoldighed og et styrket interkulturelt samarbejde. For det andet at sikre fremtidens danskere en global og interkulturel kompetence, der giver den enkelte mulighed for at opleve sin egen identitet som sammensat af forskellige kulturelle referencerum nationalt, etisk og sprogligt. Kompetencen skal styrke danskernes evne til at agere som medarbejdere og medborgere, det vil sige sætte dem i stand til at forholde sig kritisk og konstruktivt til deres omgivelser og handle derefter, både lokalt, nationalt og globalt.[2]

På det pædagogiske plan vil MS benytte metoder der fremmer samme aspekter:
  1. Der skal i pædagogikken lægges op til kritisk holdningsorienteret stillingtagen til den aktuelle globale udvikling, som den giver sig udtryk ude og hjemme

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[1] MS ansøgning om tilskud fra Danidas oplysningsbevilling 2003-2005
[2] do

2. Elevernes forskellige baggrunde og tilhørsforhold til forskellige subkulturer skal i højere grad inddrages aktivt i undervisningen

Undervisningsmaterialet skal således bidrage til at "fremtidens danskere sikres en global og tværkulturel kompetence" gennem en " kritisk og holdningsbåren pædagogik, der kigger ud over egne grænser". MS ønsker således at arbejde for at "globale dimensioner og flerkulturel forståelse bliver en integreret del af uddannelserne"[3].

Materiale til ungdomsuddannelserne retter sig både mod gymnasium, HF, HTX og HHX. I MS beretning 2001 nævnes særlig HHX som en mulig stor bruger af undervisningsmaterialet da "mange af fagene har vinkler, hvor globale input er relevante, og eleverne generelt set er meget internationalt orienterede.

MS Undervisningsmateriale til ungdomsuddannelserne

MS.DK/undervisning
MS har siden efteråret 2001 haft en undervisningsdel af hjemmesiden. den rummer målrettede tilbud til grundskolen og ungdomsuddannelserne. De fire første emner til ungdomsuddannelserne er:
- Demokrati – Danmark set med andre øjne
- kaffekrise i Nicaragua – handel, bønder og forbrugere
- Nutidens slaver – fanget af Gæld i Nepal
- WTO – det globale supermarked

Materialerne bygger i høj grad på materiale fra MS′ partnere i syd og rummer fakta, synspunkter, baggrundsartikler, casestories, litteraturlister, kort og billeder samt links til forskellige andre relevante sites. Endvidere ligger der forskellige pædagogiske ideer og metodeforslag.

I forbindelse med udviklingen af undervisningsdelen af hjemmesiden er besøgstallet for hjemmesiden steget markant. [4]

Kontakt
Magasinet Kontakt har siden starten for over 50 år beskæftiget sig med u-landene og internationalt bistandssamarbejde. Målgruppen er dels privatabonnenter og ungdomsuddannelserne. Balancen mellem de to målgrupper er (ifølge MS ansøgning om tilskud fra Danidas Oplysningsbevilling 2003-2005) vanskelig at forene idet privat abonnenterne er interesserede i et bredt indhold mens uddannelsesinstitutionerne er interesserede i tematiske hæfter.

Der har af flere årsager været usikkerhed om Kontakts fremtid. Udenrigsministeriet har vist interesse for at slå flere blade, bl.a. Udvikling og Kontakt, sammen. Det har dog endnu ikke resulteret i konkrete planer og MS har besluttet at slå stillingen som redaktør af kontakt op og få udarbejdet en ny strategi for magasinet. Men det har ifølge MS′ egne oplysninger[5] været lidt underdrejet og de seneste numre har ikke fået så meget opmærksomhed med henblik på strategisk nyudvikling og målgruppeovervejelser.

Lærebøger
Fra MS′ katalog er følgende 6 titler beregnet på ungdomsuddannelserne (fortrinsvis samfundsfag i gymnasiet):

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[3] Citater fra "MS Oplysningsarbejde 2001 Beretning til Danida"
[4] MS Oplysningsarbejde 2001 Beretning til Danida
[5] Møde med Karen Andersen, Bettina Gram, Lisa Klöcker fra MS – medio februar 2003

- Fattigdom og Udvikling – grundbog om den nødvendige bistand
- Globalisering og Udvikling – teorier og perspektiver for u-landene
- WTO hæfter
- Introduktion til WTO
- Visioner for WTO
- Fra Rio til Johannesburg
- Den Afghanske forbindelse – al-Qaeda-netværk og den globale terrorisme
- Globale udfordringer – miljø, udvikling og sikkerhed

Video
En video ″Forskel på Folk″ til ungdomsuddannelsesniveauet er udviklet og distribueret i forbindelse med operation dagsværk projektet om Nepal

Nyhedsbrev til ungdomsuddannelsernes undervisere
MS udgiver 4 gange årligt et gratis nyhedsbrev til lærere med ideer og anbefalinger til undervisning i globale temaer. Det sendes ud til abonnenter og er desuden tilgængeligt via www.ms.dk.

Oplysningskonsulenter
MS′ Informationsafdeling har to oplysningskonsulenter, der yder assistance til undervisere (og elever) på forespørgsel. De tager i mod 12-13 besøg af skoleklasser pr. år og deltager i MS kampagner mv. Tidligere (op til 2003) havde MS desuden decentrale konsulenter.

MS samarbejde med Operations Dagsværk

MS har tre gange været den udvalgte organisation til at gennemføre et operation dagsværk projekt. I løbet af de tre gange mener MS at samarbejdet med OD er blevet stadig mere integreret og forbedret. Omkring **Mozambique** blev der udgivet for mange materialer, hvor en del videofilm var af for dårlig kvalitet. Omkring **Sydsudan** ønskede Operation Dagsværk at MS udgav et temanummer af ZAPP til gymnasierne. ZAPP er målrettet grundskolens ældste klasser, så det ønskede MS ikke (og temaerne var planlagt for hele årgangen). Det gav en mindre konflikt med OD. OD besluttede dernæst på forsøgsbasis at satse på 10. klasserne. Konflikten blev løst ved at de i fællesskab lavede et gratis materiale til 10. klasserne. Omkring **Nepal** blev de på et tidligt tidspunkt enige om fordelingen af materialeproduktion. OD lavede fagrelaterede hæfter, MS et temanummer af ZAPP samt desuden en video og et temanummer af Kontakt om Asien, som begge kunne bruges til undervisning om Nepal, men ikke direkte var kampagnemateriale med OD logo. Desuden bidrog MS med adskillige forfatteres artikler til OD materiale (via info.afd., int. afd. og landekontor) og forlaget rådgav omkring grafisk udtryk, distribution og markedsføring.

I en eventuel næste runde vil der nok være et endnu tættere samarbejde mellem MS og OD omkring det redaktionelle og grafiske samt distribution. MS har tilbud OD at MS′ forlag kan stå som partner i den idemæssige og pædagogiske udviklingsproces, OD for det redaktionelle og MS for det grafiske, marketing samt logistik omkring distribution. Med skiftende organisationer fra år til år er det en vanskelig rolle for MS, idet det dermed ikke kan tages for givet, at alle organisationer vil have MS ind over (dilemmaet organisation vs. forlag).

Samarbejdet med OD er blandt de vanskeligere for MS. Det er svært at kombinere MS forlags måde at producere på med OD's mere aktivistprægede. Fx laves MS materialer af ansatte grafikere, mens noget af ODs materiale laves af aktivister, som ikke nødvendigvis følger en tilrettelagt linie.[6]

Metode

Valg af materiale som undersøges

Den oprindelige intention var at finde undervisere som havde undervist i det materiale, som MS har produceret i forbindelse med Operation Dagsværk 2002. Efter en rundspørge på samtlige htx uddannelses institutioner og almene gymnasier i Vejle Amt, samt flere almene gymnasier i Århus Amt, fandt evalueringsgruppen dog ikke nogle der havde undervist i det pågældende materiale.
Vi ændrede derfor vores sigte til også at omfatte MS.dk i sin helhed, hvori temaet "Nutidens slaver – fanget af gæld i Nepal" indgår som et af de fire temaer, der er produceret til ungdomsuddannelserne. Dette gav os efter en ny kontaktrunde forbindelse med nogle undervisere som var villige til at bruge tid på at indgå i undersøgelsen.

Hjemmesiden http://www.MS.dk er oplagt til brug ved projektarbejde og er gratis tilgængelig for alle. Dele af den er målrettet til undervisning i ungdomsuddannelserne, som efter en kommende reform forventes at fokusere endnu mere på tværfaglighed og projektarbejde, end det er tilfældet i dag. Web baseret materiale må altså formodes at få en stigende betydning fremover, og det vil ofte blive anvendt selvstændigt af eleverne. Da hjemmesiden dels er et af MS' nyere tiltag, og da MS har tænkt sig at udbygge udbudet til ungdomsuddannelserne på siden med flere temaer,[7] mener evalueringsgruppen, at det er meget relevant at undersøge på hvilken måde materialet støtter elevernes læringsproces.

Det materiale der evalueres er altså MS hjemmesiden MS.dk Der er dels fokus på siden som helhed, dels to af de temaer som er lavet til ungdomsuddannelserne. (Kaffekrisen i Nicaragua og WTO - det globale marked)

Spørgeguides og konsulentvurdering som baggrund for Interview

Undersøgelsen er foretaget ved hjælp af semistrukturerede interviews med tre elevgrupper (11 elever i alt) og fire semistrukturerede individuelle interviews med lærere med fagene geografi eller samfundsfag. Interviewene er struktureret ved hjælp af spørge guides, som sikrer en vis ensartethed i interviewene og at alle spørge temaerne kommer med hver gang[8].
Interviewene har hver taget mellem 1 – 1½ time
Alle adspurgte elever har anvendt MS.dk. Nogle har arbejdet med siden i sin helhed (fem elever), mens andre har arbejdet med temaerne (seks elever)
Tre af de adspurgte lærere har anvendt siden som helhed og temaerne i deres klasser. En af lærerne har ikke undervist i stoffet, men har orienteret sig grundigt i sidens opbygning og indhold.[9]
Gymnasiekonsulenterne har inden interviewenes påbegyndelse beskrevet sitet og lavet en vurdering samt afklaret deres egen holdning til MS.dk.

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[6] Hele dette afsnit bygger på MS Self-assessment, March 2003
[7] Mellemfolkeligt Samvirkes ansøgning om tilskud fra Danidas oplysningsbevilling 2003-2005 s. 20
[8] Spørgeguides vedlagt som bilag
[9] De renskrevne interviews vedlagt som bilag

Vurderingen er sket på baggrund af en lærervirkelighed, som materialet "dumper ned i", der tager udgangspunkt i pensumkrav, samt opøvelse af bestemte kompetencer hos eleverne. I faget samfundsfag vil det konkret sige, at eleverne skal have "færdigheder i at analysere og udtrykke sig mundtligt og skriftligt om samfundsfaglige problemstillinger på redegørelsesniveau, undersøgelsesniveau og diskussions- og vurderingsniveau.[10]" Desuden skal undervisningen "basere sig på samfundsvidenskabelige teorier, der kan forklare den aktuelle samfundsudvikling.[11]" I faget geografi er kravet at eleverne skal have "færdigheder
…………………………

Resultater

I dette kapitel gennemgås resultaterne af konsulenternes vurdering samt de interviews, der er foretaget. Der undersøges hvorvidt materialet har givet eleverne 1. Indsigt og viden 2. Engagement og handleerfaring 3. Visioner. Endelig knyttes der nogle generelle elev – og lærerkommentarer angående materialets pædagogiske anvendelse

Gymnasiekonsulenternes vurdering

Der tages forbehold for at siden er under ombygning, og at der forekommer enkelte tekniske fejl. Hjemmesiden er overordnet set bygget indbydende men en anelse uoverskueligt op. Krydshenvisninger og links fungerer godt. I mange sammenhænge vil den på u- landsområdet kunne være et værdifuldt supplement, især til informationssøgning og projektarbejde, i først og fremmest samfundsfag og geografi.
Hjemmesiden indeholder mange gode, nyttige og sammenhængende oplysninger. Det ville imidlertid lette overblikket over tilbudene, hvis man som bruger hurtigt kunne slippe for det (støj/ flimmer), man ikke er interesseret i. Hermed ville det også blive lettere at forudsige, hvad man ville møde hvor, og at foretage målrettede søgninger.
Hjemmesiden er stillet ungt og friskt op, med mange små, kulørte og overraskende indslag til at stimulere elev-målgruppens interesse[12].
En mere klar opdeling mellem agitationsmateriale (holdninger) og nøgtern u-landsinformation (viden) ville øge sidens brugbarhed i undervisningssammenhæng, idet der en vis fare for, at eleverne ikke kan gennemskue forskellen på viden og normative vinkler. Hvis de hjælpes til denne sondring, vil de i højere grad være i stand til at få et konstruktivt overblik over materialet.
Tilsvarende burde teksternes lay-out være bedre tilpasset skærmbilledet, så mange af dem ikke fortsætter ud over det.[13]

Materialets indhold
Fokus i materialet er både temaer om problemer og eksemplariske historier.
Der præsenteres 4 sammenhængende temaer: "Demokrati – Danmark set med andre øjne"; "Kaffekrise i Nicaragua – handel, bønder og forbrugere"; "Nutidens slaver – fanget af Gæld i Nepal"; "WTO – det globale supermarked"[14].

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[10] Gymnasiebekendtgørelsen for samfundsfag, UVM.
[11] Do.
[12] En af formidlerne opfatter det som knæfald for zapper-kulturen, hvor tempo og overraskelse er vigtigere end overblik og sammenhæng
[13] Tekstfladen i Globale temaer for unge er for uoverskuelig: For lidt tekst på skærmen af gangen pga. for stor skrifttype, for store mellemrum og for megen spildt plads på skærmen. Mange tekster fortsætter ud over skærmbilledet. Det er bedre, hvis de enkelte bidrag blev holdt på ét skærmbillede. Denne kritik rammer også mange andre sider på MS' hjemmeside.

Materialets betydning

Viden og indsigt

Eleverne får et grundlag til at udvikle viden om en række væsentlige faglige begreber og perspektiver, som inddrages naturligt og konkret, ligesom en række tekniske forhold inddrages indenfor organisation, produktion og handel.
Elevernes viden og indsigt i centrale aspekter af temaerne hæmmes af en noget ensidig behandling af årsager og effekter, ligesom især temaet om WTO er præget af manglende faktuelle oplysninger. Se øvrige kommentarer i bilag.

Engagement og handleerfaring

Eleverne får mulighed for at udvikle et engagement i det behandlede problem, men man kunne efterlyse en mere alsidig og nuanceret tilgang. Vore elever i gymnasiet skal gerne lære at forstå problemer set fra flere sider og dog være engagerede.
Eleverne får mulighed for at udvikle en politisk bevidsthed og et engagement, som de kan anvende som politisk forbruger, som NGO'er eller gennem politiske partier.
Det er vigtigt, at vore elever lærer at engagere sig i den verden, der omgiver os, men det skal ske ud fra en erkendelse af den komplekse virkelighed.
Materialet giver mulighed for handleerfaring i stil med at købe varer mærket med Max Havelaar, og gå i demonstrationer mod WTO.
Generelt fokuserer materialet på holdningsdannelse. I gymnasiet og i HF skal vi i højere grad vægte konkret, nuanceret og kompleks viden og forståelse. Denne forståelse kan materialet bidrage til ved at indgå som partsindlæg i en større sammenhæng.

Lærervurdering af www.ms.dk

Indsigt og viden

To af lærerne mener, at materialet har givet eleverne øget viden og indsigt De nævner, at mængden af data er OK og at der er flere gode artikler i materialet[15]. Hvad angår årsager og sammenhænge, mener de to mest positive, at der gives nogle gode forklaringer, men den ene nævner, at det ikke er skåret til fagenes fagbilag, som kræver teori og metode[16]. Dette skal derfor suppleres. Begge lærere mener, at eleverne gennem materialet kan få et godt overblik over, hvordan verden kan komme til at se anderledes ud. De nævner, at materialet gør meget ud af netop denne del.
En tredje lærer er kun delvist enig. Han mener, at der er for få "hårde data," men at eleverne får et nogenlunde udbytte af at arbejde med materialet[17]. Han mener, at årsagerne (i temaet om kaffe) fortaber sig lidt, idet der ikke gives eksempler på de store, globale sammenhænge. Han siger, at eleverne får et billede af hvordan man kan ændre tingene, men det er et meget begrænset billede. Han nævner dog, at de alle er blevet bevidstgjorte om, at man som politisk forbruger kan have indflydelse.

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[14] Vi har vurderet de to, elevrespondenterne mest har anvendt, Kaffekrisen i Nicaragua & WTO – det globale marked. Denne vurdering er vedlagt som bilag.
[15] Lærerinterview 3 og 4
[16] Lærerinterview 4
[17] Lærerinterview 2

Den sidste lærer mener, at stoffet virker uoverskueligt og derfor slet ikke vil appellere til eleverne[18]. Han henviser til, at eleverne ofte sidder flere om en skærm og at teksternes tæthed mm. Forhindrer et godt udbytte (mere om dette under Materialets pædagogiske anvendelighed)

De tre lærere der har brugt materialet i undervisningen er enige om, at materialet repræsenterer et partsindlæg i debatten om globalisering mm. De er enige om, at det fungerer godt som partsindlæg, og bemærker samtidig, at det ikke kan stå alene, samt at eleverne skal gøres opmærksomme på, at materialet anlægger en bestemt vinkel. Den grundholdning materialet repræsenterer beskrives som grundlæggende kritisk overfor globaliseringen, men ingen af lærerne finder, at den er indoktrinerende.
De er ligeledes enige om, at stoffet problematiseres og at stoffet er meget kritisk overfor for u - landenes situation. To af de adspurgte lærere mener, at eleverne kan have svært ved at gennemskue hvad der er holdning og hvad der er viden, og derved antage materialets holdning ukritisk[19]. En af dem nævner dog, at materialet kan være med til at lære dem at skelne. En tredje lærer mener, at eleverne godt kan skelne og at materialet lægger op til, at de skal være kritiske[20].

Lærerne er altså delt i to lejre når det kommer til hvor stor viden og indsigt eleverne får ud af at arbejde med materialet. To (samfundsfagslærere) Mener, at eleverne får et solidt udbytte både hvad angår faktaviden, årsager og muligheder for andre scenarier, mens to er mere forbeholdne. Den ene (geografilærer) nævner, at der er for få data og at de "store sammenhænge" fortaber sig, mens den anden (samfundsfagslærer) peger på, at stoffet ikke rigtig egner sig til undervisning i sin nuværende form.
Samme billede tegner sig, når det kommer til, om materialets synsvinkel hindrer eleverne i at tage stilling. En lærer mener, at eleverne bliver bedre til selvstændigt at se kritisk på verden og en anden er stort set enig, men nævner faren for, at eleverne ikke kan skelne mellem holdning og viden. En sidste mener, at eleverne ikke bliver mere selvstændige, men idet de antager stoffets holdning jo bliver kritiske.
Samtlige lærer mener, at stoffet især giver eleverne indsigt og viden ud fra en "farvet" men ikke indoktrinerende synsvinkel, og at stoffet som sådan fungerer fornuftigt som partsindlæg i en større problematik.

Engagement og handleerfaring
Alle lærerne peger på, at materialet lægger op til, at eleverne engagerer sig i omverdenen. En nævner, at de f.eks. opfordres til at blive politiske forbrugere, og en anden at der lægges stor vægt på demokratisk deltagelse, men ingen af dem mener, at der i øvrigt lægges op til politiske deltagelse.
Med hensyn til aktiviteter ud af huset, peger alle på, at det kan være svært at finde tid til i et stramt programlagt skoleår med store pensumkrav. De mener dog, at det er oplagt at benytte sig af kontakter ud af huset i forbindelse materialet. En nævner, at han godt ville have vidst, at man kunne benytte sig af MS konsulenter i forbindelse med undervisningen.
Altså en positiv tilkendegivelse om, at eleverne opfordres til at engagere sig, og at de gennem materialet kan motiveres til det.
De har dog ikke fået handleerfaringer direkte i forbindelse med materialet.

Visioner
Alle lærerne er enige om, at der lægges op til, at verden bør se anderledes ud. En nævner, at der er gode eksempler på andre scenarier, en anden at der f.eks. formidles kritik af dansk u- landsbistands prioritering. Han tilføjer, at der gives mange gode alternative scenarier.

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[18] Lærerinterview 1. Det skal her tilføjes, at denne lærer ikke i de senere år har anvendt materialet i undervisningen. Han har dog sat sig ind i det i forbindelse med interviewet.
[19] Lærerinterview 2 og 4
[20] Lærerinterview 3

Sammen med lærernes slutning angående materialets engagerende karakter, kan man altså godt her konkludere, at materialet ifølge lærerne giver eleverne gode muligheder for at opnå visioner om en verden, der ser anderledes ud end den, vi kender.

Materialets pædagogiske anvendelse
De tre lærere der har anvendt materialet, betegner temaerne på siden som særdeles relevante for undervisningen i gymnasiet. Den fjerde lærer (som ikke har anvendt materialet) mener, at det til nød kan bruges i samfundsfag og geografi. Én lærer kalder materialet for en ren guldgrube når eleverne skal arbejde selvstændigt med emner indenfor international politik. Samme lærer nævner det som en fordel, at artiklerne er på dansk[21].

To af lærerne som har anvendt MS.dk i undervisningen, har anvendt den i forbindelse med et projekt af ca. to ugers varighed. Projektet har fundet sted i forbindelse med et større forløb om globalisering og globaliseringens konsekvenser. En enkelt lærer har elever, der har brugt den til 3. års opgave. Han har i øvrigt også brugt dele af siden som debatmateriale i forbindelse med andre forløb. Alle peger på, at materialet glimrende kan anvendes som debat- samt baggrunds/ projektmateriale.

Alle peger ligeledes på, at materialet kan anvendes både enkelt- og tværfagligt. Af tværfaglige muligheder nævnes samfundsfag/geografi, geografi/spansk, geografi/engelsk, samfundsfag/historie mm. Alle nævner dog også, at skemastrukturen under den eksisterende gymnasielov ikke giver plads til tværfaglighed.

Lærerne som har undervist i materialet er enige om, at materialet er videnscentreret, idet eleverne ikke har forudgående erfaringer indenfor området. De mener dog samtidig, at eleverne kan forholde sig til, og arbejde selvstændigt med materialet, som er overskueligt og forståeligt for dem. Endvidere mener de, at eleverne glimrende kan have indflydelse på undervisningen. Alt dette er den lærer, som ikke har anvendt materialet dog uenig i.[22] Han efterlyser kontekstbokse i starten af hver artikel, som beskriver, hvad artiklen handler om; pauser i teksten med faktabokse; spørgebokse; billeder; powerpoint præsentationer som indledning til emner mm. Alt sammen værktøj, der kan hjælpe elever til at få overblik over stoffet. Endvidere anbefaler han simulationsprogrammer, samt undervisningsprogrammer (til skolernes konferencesystemer) Han mener ikke, at eleverne kan danne sig et overblik og dermed få indflydelse på undervisningen før nogle af disse hjælpemidler bliver en del af materialet.

To af lærerne[23] mener, at MS.dk er overskuelig for eleverne og leverer mange gode links, som de kan benytte sig af. En tredje mener, at eleverne skal have en del hjælp for ikke at fare vild.[24]
Alle nævner, at det ikke er et problem at arbejde meget med IT i undervisningen.

De nævner i øvrigt det positive i at arbejde med IT i perioder. Én nævner, at det er en god ide, at lave temaer sådan som MS har gjort det. Det sparer eleverne for en masse arbejde, og gør at projektet kan afvikles hurtigere.[25] En anden nævner, at det er nødvendigt at eleverne lærer at skelne mellem normativt og empirisk materiale, og at de bliver nødt til at lære det gennem "learning by doing.[26]" Den mulighed får de bl.a. på MS.dk.

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[21] Lærerinterview 4
[22] Lærerinterview 1
[23] Lærerinterview 3 og 4
[24] Lærerinterview 2
[25] lærerinterview 1
[26] Lærerinterview 4

der er dog en fare for, at de ikke kan skelne, da MS.dk ikke gør det tydeligt, at der for en stor del er tale om normative tilgange.

To lærere nævner også det positive i, at der er opdaterede data på nettet.

Der er altså mange positive kommentarer til materialets pædagogiske anvendelighed. Materialet kan anvendes tværfagligt og enkeltfagligt og kan både fungere som debat- og baggrundsmateriale. Halvdelen af lærerne mener, at siden er overskuelig og anvendelig for eleverne. En fjerdedel mener, at eleverne skal hjælpes med at finde de rigtige oplysninger, mens den sidste fjerdedel mener, at siden er helt og aldeles håbløs at bruge til undervisning, hvorfor han da heller ikke har gjort det. Han peger især på artiklernes layout og temaernes manglende pædagogiske hjælpeværktøj.

Tilsidst er det at nævne, at alle lærere er meget positivt indstillede overfor at arbejde med IT og gør det meget. De nævner, at IT forholdene på skolerne er gode.

Lærer kommentarer til MS materiale generelt og distributionskanaler

Lærerne er blevet spurgt om hvorvidt de kender til andet materiale, som er produceret af MS og her nævner alle, at de kender og tidligere har anvendt Kontakt. De anvender det dog ikke mere. To nævner, at det udkonkurreres af nettet. Nu kan man sagtens få små indspark til undervisningen uden at købe dyre klassesæt. To andre nævner, at der er for få data og for ensidige holdninger.

Tre af lærerne er blevet spurgt om de kender til OD materialet. Den enes skole er ikke med i OD, mens de to andre kender materialet, men ikke har anvendt det. Den ene nævner, at materialet var for holdningspræget og begge pegede på, at der var for lidt empiri.

Elevvurdering af www.ms.dk

Indsigt og viden

Størstedelen af eleverne finder, at der i materialet har været gode muligheder for at få overblik over emnerne. De finder, at der er relevante faktaoplysninger og at der er mulighed for at undersøge forskellige årsager og forklaringer til de problematikker, som undervisningen drejede sig om. De der har arbejdet med kaffekrisen i Nicaragua som emne synes, at der har været gode muligheder for at komme vidt omkring i emnet[27]. Ligeledes mener den elevgruppe, som har skrevet projekt om ATTAC,[28] at siden har givet gode links og baggrundsartikler. Andre elever[29] (3.G'ere som arbejdede med siden i deres 3.årsopgave om dels WTO, dels EU's landbrugspolitik) fandt dog, at der både var for få "hårde data" og forklaringer på hvorfor der var problemer og havde derfor kun kunnet bruge materialet i begrænset omfang. Det vil konkret sige, at de har brugt det til at finde links, samt få ideer til hvad de skulle fokusere på i deres opgaver. Til gengæld fandt disse elever masser af data, årsager og forklaringer på MS.dk, da de i 2.G arbejdede med emnet integration.

Samtlige elever som synes, at materialet har givet dem gode muligheder for at finde data, årsager og forklaringer, synes også, at de rent faktisk har fået meget ud af at arbejde med materialet. De mener altså, at de har lært meget i det projektforløb, som de har været igennem. De der har arbejdet med kaffekrisen som

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[27] Elevinterview 1 og 2
[28] Elevinterview 3
[29] Elevinterview 2

emne nævner, at de har en god fornemmelse af omfanget af problemet. Om årsager siger de, at det er de pengestærke store selskaber, der er årsag til en stor del af problemerne og at der skal gøres noget ved deres udnyttelse af de fattige kaffebønder. De der har arbejdet med ATTAC som emne nævner, at siden i øvrigt i det hele taget leverer et godt alternativ til det herskende mediebillede.

Når det kommer til, hvordan man skal løse problemet, er eleverne lidt i tvivl, men nogle har gennem materialet fået indblik i, hvad man kan gøre. De nævner, at materialet lægger op til, at man som politisk forbruger kan gøre noget. Der skrives meget om Max Havelaar og bæredygtig handel og eleverne mener, at dette vil kunne gøre en forskel, man ikke ligefrem løse problemet. De nævner også muligheden for, at de store selskaber bør indvillige i at udstykke jordlodder til kaffearbejderne.

ATTAC gruppen nævner, at de har fået et godt overblik over muligheder for at løse nogle af globaliseringens problemer. Her nævner de bl.a. Tobin-skat. De savner dog informationer om hvordan u-landenes udlandsgæld reelt kan afskaffes.

De elever der finder at oplysningerne på hjemmesiden er mangelfulde, mener følgelig heller ikke, at de har fået så meget ud af at bruge den. De har i høj grad søgt deres emne belyst gennem andre kanaler[30].

Eleverne er overvejende enige, når det kommer til hvorvidt materialet lægger op til en selvstændig stillingtagen. De mener, at materialet ikke forhindrer det, men at der vises én side af sagen.
Den kritiske del[31] siger, at de finder materialet ensidigt, men at det havde de forventet. De forventer, at MS vil være positivt stillet overfor bistand og at de vil anbefale bæredygtig handel, ligesom de forventer en kritisk holdning overfor globaliseringen. De mener ikke, at det er et problem, at det forholder sig sådan, da de siger at de sagtens kan skelne mellem forskellige interesser[32]. Som part i en større problemstilling synes de, at MS.dk har været med til at gøre dem i stand til at tage stilling. De siger dog også, at det kræver et vist overblik at kunne gennemskue at der er tale om partsindlæg og altså ikke objektive anskuelser af problematikkerne.
De øvrige elever finder tilgangen sympatisk og solidarisk og har samme holdning som materialet lægger for dagen. De synes, at de gennem den større viden, de har fået, i højere grad er i stand til at tage stilling til det konkrete problem, men erkender også, at de selv har overtaget, eller i forvejen havde, samme holdning som der repræsenteres i materialet. To af dem mener primært, at der lægges op til at man skal mene det samme som MS[33].

Samlet set svarer elever overvejende bekræftende på spørgsmål, der angår øget indsigt og viden om de områder, de har brugt MS.dk til. Eleverne er delt i to, når det kommer til deres syn på, i hvilket omfang materialet har formidlet indblik i omfang af problemer, årsager og løsningsmuligheder. De der peger på, at materialet ikke er godt nok udbygget på disse områder, er nogle af de ældre elever, der har brugt MS.dk til 3.årsopgave, som derfor overvejende har brugt siden som inspiration.
Nogle af 3.G'erne samt 2.HF'erne og 2.G'erne mener dog, at de har fået en større viden og at de er blevet bedre til at se, hvordan man kan lave tingene om.
Alle adspurgte elever finder, at materialet anlægger en solidarisk synsvinkel, som nogle af dem kalder forventelig, andre sympatisk. Ingen af dem finder, at det er problematisk, at det forholder sig sådan. De ældre elever understreger, at de sagtens kan skille tingene ad, mens de øvrige synes, at der er brug for, at der er nogen, der som MS tør være et alternativ til den eksisterende politiske mainstream. Af disse mener nogle, at der ikke lægges op til, at man selvstændigt tager stilling, men andre mener, at det gør man. Samtlige

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[30] Dette kan dog hænge sammen med 3. års opgavens karakter. Her skal eleverne belyse en problemstilling fra mange sider og derfor bruge teori og empiri i betydeligt omfang.
[31] Elevinterview 2
[32] Disse elever peger også på, at der i materialet er nogle cases, som man skal tage stilling til. De finder dem dog "folkeskoleagtige"
[33] Elevinterview 3

adspurgte nævner det sandsynlige i, at man nemt kommer til at overtage de holdninger, som der gives udtryk for i materialet.

Engagement og handleerfaring

Som nævnt har mange af eleverne fået en vis indsigt i, hvad der kan gøres for at ændre nogle af de problemer, som de har beskæftiget sig med.
De kommer med følgende meldinger, når det kommer til hvorvidt materialet lægger op til, at man selv bliver politisk aktiv:
Nogle nævner, at der lægges op til, at man tænker over hvad man køber, idet der, især i Nicaragua emnet skrives meget om bæredygtig handel. Derudover mener de adspurgte ikke, at der direkte lægges op til, at man bliver politisk aktiv. En enkelt adspurgt nævner dog, at hendes arbejde med ATTAC som emne har givet hende det sidste skub til at melde sig ind i ATTAC. Det er dog her svært at sige, om det er materialet eller elevens oprindelige engagement, der betyder noget.

Nogle giver udtryk for, at de gerne vil være med til at forandre tingene. I den forbindelse har nogle af de adspurgte brugt MS.dk's informationer om muligheder for at deltage i hjælpeprojekter gennem MS[34]. Deltagerne nævner dog, at de også inden de begyndte at arbejde med u-landsproblematikken som emne ønskede at lave hjælpearbejde.

For de fleste kniber det meget med tiltroen til, at de selv kan gøre noget for at forandre tingene. En gruppe af de adspurgte nævner, at de nærmest bare er blevet mere frustrerede, idet de er blevet klar over problemets omfang, men ikke føler, at de er i stand til at gøre noget. Selvom de har læst, at de som politiske forbrugere kan gøre en forskel, kniber det med tiltroen til, at det reelt har indflydelse på problemet[35]. En anden gruppe svarer lodret nej, når det kommer til om materialet har været med til at give dem en tro på at de kan være med til at løse problemerne[36]. Der er kun en enkelt af de adspurgte, der gennem sin indmelding i ATTAC tror på, at hun kan være med til at få indflydelse på hvordan situationen udvikler sig.

Eleverne har begrænsede handleerfaringer. Der er som nævnt én, der har meldt sig ind i ATTAC, men derudover har ingen i forbindelse med at have arbejde med u -landsproblematikken været med til at gøre noget, der kan være med til at forandre tingene.
Alle elever på nær én har dog deltaget i Operation Dagsværk, hvor de har haft det godt med at kunne være med til at hjælpe andre. I forbindelse med OD har de dog ikke modtaget undervisning, eller i øvrigt anvendt undervisningsmateriale.

Materialet har altså en begrænset effekt når det kommer til at give eleverne en tro på, at de kan være med til at ændre på tingene. Nogle har et ønske om at gøre noget, men dette ønske havde de også inden de arbejdede med emnet. En enkelt har et stort engagement, men havde det også før hun arbejdede med emnet. Eleverne har heller ikke fået handleerfaring i forbindelse med materialet.

Visioner

Hovedparten af eleverne giver et negativt svar til spørgsmålet om, hvorvidt de har fået nye ideer til, hvordan verden kunne se ud. Nogle siger dog, at de er begyndt at se mere kritisk på verden[37] uden helt at vide, hvordan man skal ændre på balancen mellem i- og u- lande. Igen skiller ATTAC medlemmet sig ud og

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[34] Elevinterview 3
[35] Elevinterview 1
[36] Elevinterview 2
[37] Elevinterview 1

hendes samarbejdspartner i projektet nævner også, at der er brug for flere, der er aktive i græsrodsbevægelser.

De fleste elever har tidligere svaret bekræftende på, at de i materialet har fået et vist overblik over, hvad man kan gøre for at løse nogle af problemerne. De mener ikke selv, at det ligefrem har givet dem visioner, men det kan måske alligevel ses som et tegn på, at nogle af dem er blevet bevidste om, at der kan gøres noget for at udjævne ulighederne mellem den rige og den fattige del af verden.

Størstedelen af eleverne mener altså ikke selv, at de har fået visioner om en verden, der ser anderledes ud. Deres udsagn om at kende til muligheder for at ændre tingene, samt deres ønske om at tingene var anderledes kan forsigtigt læses som kimen til at de mener, at noget bør være anderledes.

Materialets pædagogiske anvendelse

Samtlige adspurgte mener, at materialet giver gode muligheder for at arbejde selvstændigt. De fleste mener ligeledes, at materialet er relevant i undervisningen, og at det egner sig meget fint til projektarbejde. Alle adspurgte på nær to mener, at det egner sig godt til en tværfaglig indgang, men de har alle anvendt den enkeltfagligt.

De mener alle, at hjemmesiden er overskuelig. Den ene gruppe blev dog guidet på plads af deres lærer. Én gruppe nævner, at de synes at sproget på siden er let læseligt og at emneinddelingen er overskuelig og indbydende. Samme gruppe anbefaler dog, at man laver et minilex på siden, hvor vanskelige begreber fra artiklerne forklares.

Alle adspurgte elever kan godt lide at arbejde med web-baseret materiale, og nævner især aktualiteten som en fordel. Her er en af de adspurgte grupper dog af og til stødt på problemer på MS.dk idet de ikke synes den bliver ofte nok opdateret. Som konkret eksempel nævnes WTO emnet.

Endelig har eleverne kun positive kommentarer til IT arbejdsforholdene på skolerne. Der er ingen problemer med det, er deres kommentar.

Eleverne blev bedt om at komme med ideer til, hvordan man kan forbedre hjemmesiden og kom bl.a. med følgende ideer: minilex med forklarende begreber, flere artikler, der også viser andre interessegruppers holdninger til problemerne, mere statistisk materiale til at underbygge informationer om problemernes karakter og omfang samt på nogle områder hyppigere opdatering.

Der er altså overordnet set mange positive kommentarer til den pædagogiske anvendelighed af materialet. De positive kommentarer knytter sig til sidens opbygning og layout samt det at arbejde med IT frem for materialer i papirform. Eleverne synes også, at de sagtens kan arbejde selvstændigt med materialet. Endelig har eleverne nogle helt konkrete ideer til, hvordan hjemmesiden kan blive mere anvendelig for dem i undervisningen.

Analyse

MS gør det klart i sin målsætning, at man ønsker " at fremme forståelsen for øget social og økonomisk retfærdighed på globalt plan såvel som nødvendigheden af kulturel mangfoldighed og et styrket interkulturelt samarbejde." I pædagogikken vil man at der " lægges op til kritisk holdningsorienteret stillingtagen til den aktuelle globale udvikling, som den giver sig udtryk ude og hjemme"

MS lægger altså vægt på, at man anvender en normativ tilgang til den globale udvikling. Der opstår dog et dilemma mellem dette ønske og det faktum, at man kalder sit materiale for undervisningsmateriale.

Det er, som mange af de interviewede nævner, ikke overraskende, at opleve den solidariske synsvinkel, som MS lægger for dagen. Det som måske gør, at det alligevel generer nogle af lærerne er, at temaerne er lavet som undervisningsforløb, og at man af undervisningsforløb, som er skåret til ungdomsuddannelserne, forventer en balanceret tilgang til materialet. I forbindelse med dette dilemma kunne MS overveje forskellige tiltag (se anbefalinger) som enten gør materialet mere alsidigt eller i højere grad gør opmærksom på, at materialet ikke ønsker at være alsidigt.

Lærerne har delte holdninger til konsekvenserne af stoffets normative karakter. Alle lærere som har anvendt materialet i undervisningen, er enige om, at materialet er meget normativt. Nogle er klart i tvivl om, hvorvidt eleverne kan skelne imellem normativt og empirisk materiale og at man i den forbindelse kan være i tvivl om, hvorvidt de bliver mere selvstændigt tænkende af at anvende materialet. En af lærerne mener, at eleverne godt kan skelne og tænke selvstændigt, en regner med, at de lærer det ved at arbejde med materialet, mens den sidste mener, at eleverne automatisk antager materialets holdning. Lærerne er altså splittede i spørgsmålet om hvilken konsekvens det har, at stoffet er normativt. Alle lærere er enige om, at det skal gøres klart for eleverne, at der er tale om et partsindlæg. Ingen af eleverne finder det problematisk, at materialet er normativt. Ifølge dem selv kan de godt skelne. En stor del af dem erkender dog, at de selv har antaget samme holdning som materialet.

Lærerne er enige om, at der lægges op til, at eleverne engagerer sig i omverdenen. Derimod har eleverne ikke fået handleerfaring ud af at beskæftige sig med materialet. Eleverne bekræfter, på nær én, at de ikke har fået handleerfaring, men over halvdelen giver udtryk for et ønske om, at tingene skal være anderledes. Mange tror dog ikke rigtig på, at de selv kan gøre en forskel. Lærerne mener, at der i materialet gives gode eksempler på alternative scenarier og at eleverne derigennem har mulighed for at få nye visioner om hvordan verden også kunne se ud. I de fleste af eleverne har de alternative scenarier i materialet ikke rigtig nedfældet sig til konkrete ideer om hvad man skal gøre for at skabe en bedre verden. Igen nævner de fleste dog et ønske om, at nogle ting skal gøres anderledes. Det mest konkrete der nævnes er tre piger der tror på, at politiske forbrugere måske kan gøre en forskel.

Lærerne er delte, når det kommer til hvor stor viden og indsigt eleverne får igennem at arbejde med materialet. To af de fire adspurgte er meget positive og mener, at eleverne får et solidt udbytte, hvorimod to er mere skeptiske. Den ene mener, at der er for få data og at eleverne ikke selvstændigt tager stilling, og den sidste mener ikke, at materialet i sin nuværende form egner sig til selvstændigt elevarbejde. Eleverne ligner lærerne i deres splittelse. De elever der mener, at man får for lidt ud af materialet mener ligesom den ene skeptiske lærer, at der er for lidt empiri, mens de positive elever mener, at de har fået en god viden og indsigt ved at arbejde med materialet.

Endelig giver størstedelen af lærerne positive kommentarer til materialets pædagogiske anvendelighed, hvad angår enkelt- og tværfaglig relevans og faglig overskuelighed for eleverne. De er mere delte, når det kommer til sidens opbygning. Halvdelen er positive, mens resten mener, at det kunne gøres bedre. Én peger på en række pædagogiske værktøjer, som kan være med til at gøre temaerne mere overskuelige for eleverne. Samtlige adspurgte lærer bruger IT i undervisningen og finder det uproblematisk. Som de fleste lærere ytrer, så er et alternativ som Kontakt blevet udkonkurreret af nettet. Samtlige lærere foretrækker at bruge nettet, når eleverne skal lave projekter og når de gerne vil kaste noget aktuelt ind som debatemne. Da MS.dk ofte bruges i denne sammenhæng, ville det være en god ide at udnytte det og udbyde pædagogisk indbydende IT materiale, som uden videre kan indgå i fagene. Eleverne deler lærernes opfattelse af temaernes relevans og er mere udelte i forhold til hvor overskueligt materialet er. De kan sagtens selv finde rundt og arbejde selvstændigt med materialet, ligesom de godt kan lide at arbejde med web - baseret materiale. De nævner dog, at dele af siden burde opdateres oftere, og har nogle ideer til, hvordan siden kan blive mere anvendelig.

Anbefalinger på baggrund af undersøgelsen

På baggrund af undersøgelsen kan vi forestille os forskellige muligheder for at reagere på kommentarerne fra interviewpersonerne.

med hensyn til materialets normative karakter og ønsket om en styrket faktadel:

- MS gør det meget tydeligt i sine undervisningsforløb, at der her er tale om en bestemt vinkel, og at undervisningsmaterialet skal betragtes som partsindlæg.
- MS i noget højere grad end nu, supplerer deres egne artikler med artikler, der repræsenterer andre synspunkter, og derved får lavet nogle mere komplette undervisningsforløb.
- MS Inkluderer ekstra artikler der er empiritunge og indeholder flere informationer om problemernes omfang, årsag og udbredelse.

Med hensyn til anvendelse af IT i undervisningen:

- MS kan roligt satse endnu mere på IT undervisningsmateriale.
- Her er det en mulighed at producere undervisningsforløb som kan sælges til de enkelte skoler og installeres i deres kommunikationssystem.
- Endelig kan det også anbefales, at MS i sit løbende arbejde med at indrette siden så overskueligt og indbydende som muligt, overvejer nogle af de muligheder som de interviewede brugere anbefaler.
    - Eleverne nævner et minilex, der forklarer centrale begreber, som bruges i artiklerne.
    - En lærer nævner kontekstbokse i starten af hver artikel;
    - flere spørgebokse;
    - powerpoint præsentationer;
    - simulationsspil m.m.

BILAG

Bilag A: Spørgeguide til lærere – gymnasium

Materialets indhold, rolle og betydning i undervisningen

Hvilken rolle har materialet haft i undervisningen – har det
- fungeret som baggrundsmateriale, hvor eleverne søger viden?

eller som
- debatmateriale, som bruges som oplæg til diskussioner?
- anden rolle?

Hvor betydningsfulde er de temaer som materialet omhandler for undervisningen i gymnasiet?

Hvilke værdier og holdninger gives der udtryk for i materialet (Ensidighed?)?

Lægges der op til at eleverne skal forholde sig nuanceret/ kritisk til temaer i materialet?

Lægges der op til at eleverne skal deltage i samfundslivet, fx i politiske aktiviteter?

Har materialet givet eleverne en større indsigt i / viden om (Hvad lærer eleverne?):
- fakta om det tema som materialet omhandler (omfang, udbredelse og risici)?
- hvorfor der er de her problemer (årsager, konsekvenser og sammenhænge)?
- hvordan tingene kan forandres (fx hvordan påvirke/være med til at lave tingene om)?
- alternativer til den situation vi har i dag? (scenarier, visioner)

Lægger materialet op til:
- en elevcentreret tilgang (udgangspunkt i elevernes erfaringer – 'eleven i centrum')?
- en videnscentreret tilgang (udgangspunkt i formidlingen af formidling/indlæring af viden)?

Har materialet givet eleverne muligheder for at deltage i beslutninger i undervisningen, fx i forhold til valg af mål, metoder og aktiviteter?
- Mener du at lærere – set i forhold til det emne som materialet sætter fokus på - skal inddrage elever i disse beslutninger med eleverne?

Lægger materialet op til:
- en tværfaglig tilgang – at der arbejdes med forskellige faglige synsvinkler i undervisningen?
- en enkelt-fagligt tilgang – og i så fald hvilke fag refereres der til?
- anden tilgang?

Lægger materialet op til at der tages kontakt til eller samarbejdes med personer / organisationer / steder uden for skolen?

Hvordan fungerer hjemmesiden som helhed m.h.t. at vække elevernes interesse, give overblik (overskuelighed) og muligheder for at bruge siden fokuseret/ målrettet?

Har skolens IT-arbejdsbetingelser hæmmet eller befordret udnyttelsen af materialet?

Har du kendskab til andet MS-materiale?

Hvorfor har du valgt/ ikke-valgt at bruge det?

Bilag B: Spørgeguide til eleverne – gymnasium

A.   Syn på materialets indhold

Hvor vigtige er de temaer som MS-webmaterialet omhandler?

- Hvad har I lært ved at arbejde med de her temaer?

Har materialet givet jer tilstrækkelig mulighed for at arbejde med spørgsmål som omhandler:

- Data? (fx: Hvor mange børnearbejdere er der i Europa?)
- Forklaringer? (fx: Hvilke forklaringer kan der gives på udviklingen i børnearbejde?)
- Vurderinger? (fx: Er det godt eller ikke godt at det forholder sig på denne måde?)
- Handlinger (fx: Hvem har indflydelse/hvad kan der gøres for at påvirke disse forhold?)

Hvilke værdier og holdninger (tendensiøst?) synes I der gives udtryk for i materialet?

Lægges der op til at I skal tage stilling til temaerne i materialet?

Lægges der op til at I skal involvere jer i forhold til disse temaer, fx i politiske aktiviteter?

B. Syn på materialets betydning

Viden

Har MS-webmaterialet givet jer et tilfredsstillende udbytte af undervisningen, fx mht:
- fakta om det tema som materialet omhandler (omfang, udbredelse og risici)?
- hvorfor der er de her problemer (årsager, konsekvenser og sammenhænge)?
- hvordan tingene kan forandres (fx hvordan påvirke/være med til at lave tingene om)?
- alternativer til den situation vi har i dag? (scenarier, visioner)

Tiltro til egen indflydelse/handleevne

Har I lært noget i undervisningen/ af MS-web som gør at I tror, at I nu bedre kan medvirke til at gøre noget ved disse forhold?

Har I lært noget i undervisningen/ af MS-web som gør at I tror, at I fremover kunne have indflydelse på disse forhold?

Visioner

Har materialet fået jer til at tænke over, hvordan både jeres eget liv og samfundet / verden *kunne* se ud?

Handleerfaringer

Har I som en del af undervisningen været med til at gøre noget, der kan have indflydelse på de her forhold?

Indflydelse/deltagelse i undervisningen

Har I haft indflydelse på valg af mål og aktiviteter i undervisningen?

- Mener I at lærere – set i forhold til det tema som materialet sætter fokus på - skal diskutere disse valg med eleverne?

IT

Fungerer materialet inspirerende/overskueligt/ nemt at orientere sig i?

Har IT-arbejdsbetingelserne været tilfredsstillende?

Bilag C: Spørgsmål til konsulenterne - gymnasiet

Materialets indhold

1. Hvad er i fokus i materialet – fakta om temaer/problemer eller konkrete eksempler/historier?

2. Præsenteres temaer og problemer som isolerede historier eller i en sammenhæng?

Materialets betydning - har materialet givet eleverne mulighed for at

udvikle viden?

3. undersøge problemet fra forskellige faglige synsvinkler og perspektiver?

4. udvikle viden og indsigt i forhold til centrale aspekter af problemet/temaet – herunder bagvedliggende årsager til og effekter af problemet?

- er det vigtigt - set i forhold til det tema som behandles i materialet - at eleverne arbejder med forskellige perspektiver og aspekter af viden?

udvikle engagement?

5. udvikle engagement i forhold til den sag / det tema / det problem som behandles?

6. udvikle tiltro til egne deltagelsesmuligheder i forhold til de problemer som behandles / at de kan have en indflydelse på de problemer som behandles?

7. udvikle visioner og alternativer i forhold til det problem som behandles?

- er det vigtigt - set i forhold til det tema som behandles i materialet - at eleverne udvikler engagement, tiltro og visioner?

udvikle handlerfaringer?

8. arbejde med temaet i konkrete situationer og hermed få handlerfaringer?

9. kvalificere sig til deltagelse i samfundslivet og i politiske aktiviteter?

- er det vigtigt - set i forhold til det tema som behandles i materialet - at eleverne udvikler handlerfaringer og deltagelsesmuligheder?

Bilag D: Gymnasiekonsulenternes vurdering af MS.dk's temaer:

Kaffekrisen i Nicaragua og WTO - det globale marked:

Denne vurdering tager udgangspunkt i opfattelsen af de to temaer som hele undervisningstemaer. Som det nævnes i metode afsnittet tages der også udgangspunkt i en undervisningsvirkelighed med stramme pensum- og eksamenskrav.

Hjemmesideadressen er i Mellemfolkeligt Samvirkes folder "Nyheder 2003" angivet som :
http://www.ms.dk/ungdomsuddannelser men adressen virker ikke, og den rigtige er i stedet:
http://undervisning.ms.dk/Ungdomsuddannelser

Begge disse to temaer indeholder didaktiske og metodemæssige overvejelser til hhx og htx, men ingen ideer om anvendelsesmuligheder i gymnasiet og hf. Målgruppen er angivet som unge på gymnasiet, hhx, htx og hf.

Som baggrund / uddybning af temaet om WTO henvises til 4 bøger, hvoraf kun én nu er til salg gennem MS, og denne bog behandler kun WTO perifert. De øvrige tre er gode. Om kaffe er der ingen litteratur, som behandler kaffehandel eller råvarehandel i almindelighed. Generelt må vi i gymnasiet i geografi i vid udstrækning bygge på én grundbog, mens mulighederne for at anskaffe speciallitteratur og for at kopiere tekster er stærkt begrænsede.

Det vil derfor være meget nyttigt, hvis MS udformede egnede tekster til klasseundervisning og lagde disse tekster på nettet til gratis print til hele klassen. Det drejer sig om 10-15 sider med en afbalanceret solid præsentation af baggrundsviden om hvert tema. Vore grundbøger i geografi behandler temaerne WTO og råvarehandel så kort og ensidigt, at det ikke er egnet til fælles basis for elevers projektarbejde om disse temaer.

Om WTO-temaet:

Generelt godt stort afsnit om Baggrund og fakta, men temaet som helhed mangler fakta i form af tabeller, grafer og kort. Et materiale med flere fakta, velfungerende grafer og kort kunne danne et solidt og alsidigt fundament for elevernes egne tolkninger af temaet.

Der er en række normative fremstillinger af WTO og frihandel:

U-lande & TRIPs: en atypisk historie fylder opslaget, mens problemstillingen om at intellektuelle rettigheder kan være lige så reelle varer som de fysiske varer overses.

- I afsnittet om WTO og den økonomiske verdensorden er der ingen teoretisk materiale. De stærkt WTO-kritiske synsvinkler er overrepræsenterede, og der er ingen positive synsvinkler på frihandel.

Som eksempel på underbelyste synsvinkler kan nævnes:

- U-landenes kamp mod WTO's krav om miljø og arbejderbeskyttelse, for at de kan konkurrere vha. nedslidning af landets miljø og befolkning. Fagforeninger i i-landenes kamp for krav om miljø og arbejderbeskyttelse for at hindre ulandene i at overtage nogle af ilandenes arbejdspladser.

Cases: Patenter & patienter og Banankrig afbalancerede og interessante.

Om Kaffe-temaet:

En del synsvinkler er underbelyste:

- Historien om kaffedyrkernes problemer: Man kunne nævne, at kaffebøndernes egen overproduktion har været med til at slå bunden ud af kaffemarkedet, og at nedsat produktion kan hæve priserne på et frit marked. Bevidste forbrugeres samvittighed er for smalt et grundlag at bygge en fremtid på, og prisgarantier er alt for dyre i virkeligheden.

- Man kunne også nævne andre grunde til bøndernes nød: konkurrence fra andre dele af verden, overbefolkning og for lav vækst i andre erhverv i disse lande.

- Overdrevet vægt på Max Havelaar, bæredygtig handel, økologisk dyrkning, da det reelt fylder ganske lidt og næppe kan blive en farbar vej ud af problemerne. Kun en spøjs artikel bringer det relevante svar på problemerne, nemlig at dyrke noget andet end kaffe, noget der kan sælges eller bruges af bønderne selv, især mad til det lokale marked.

Ellers er der en lang række gode punkter under Baggrund og fakta og under Synspunkter. I dette tema er der flere gode tabeller og grafer samt ét kort, men der er brug for mere information af denne art.

Samlet set er der gode muligheder i materialet hvis det bruges som partsindlæg, men som alsidigt undervisningsmateriale vil læreren skulle gå ind og supplere med teori, årsagssammenhænge og andre synsvinkler før materialet kan bruges.

Bilag E: Lærerinterview 1

Deltager: Geografilærer
Materiale: MS.dk (ikke anvendt)

Underviseren har mange års erfaring med at anvende MS materiale, men har ikke anvendt det I det seneste år. Interviewet er derfor baseret på hans vurderinger alene og belyses ikke yderligere gennem elevinterviews.

Underviseren peger på, at MS.dk umiddelbart virker mest oplagt som baggrund for en projektopgave, men at man også kan anvende enkelte artikler som debatmateriale i et undervisningsforløb. Han peger dog også på, at de fire delemner som er lavet til ungdomsuddannelserne ikke har særlig stor relevans for undervisningen i gymnasiet. Han nævner dog, at emnet om kaffe kan anvendes i geografi og at emnet om WTO kan anvendes i samfundsfag.

Han peger endvidere på, at materialet som sådan virker relativt neutralt i sin vinkling og at der lægges op til, at eleverne forholder sig nuanceret til materialet. Ligeledes nævner han, at der lægges op til, at eleverne deltager i samfundslivet.

Nok så vigtigt peger underviseren dog på, at han ikke tror, at eleverne reelt kommer til at forholde sig nuanceret, ligesom han ikke mener, at materialet vil føre til en nævneværdig øget deltagelse i samfundslivet.

Dette hænger sammen med den måde, hvorpå materialet serveres på hjemmesiden.
Selvom der er facts, forskellige anskuelsesvinkler, forslag til hvordan man kan være med til at ændre ting mm., mener underviseren at MS.dk har et grundlæggende pædagogisk problem, som gør, at materialet ikke vil fange elevernes interesse. Det virker uoverskueligt og vanskeligt at gå til.
Han henviser til det faktum, at eleverne ofte sidder mange (mellem to og fire personer) om en skærm og orienterer sig. Her anser han det som et stort problem, at stoffets layout ikke egner sig til nettet. Der efterlyses trumpets (indledninger i starten af hver artikel, som kort angiver kontekst og formål med artiklen)og pauser i teksten med faktabokse, spørgebokse, billeder mm.

Til spørgsmålet om hvorvidt der anvendes en elevcentreret indgang, svares, at det gør der, men igen er underviseren i tvivl om, hvorvidt eleverne får tilstrækkelig megen hjælp i materialet. Han efterlyser i den forbindelse bokse der kan give overblik over mulige (nuancerede) måder at se problematikken på, samt vejledninger i at formulere en problemstilling. Noget som eleverne ikke får i den nuværende form.
Til at give dette overblik foreslås også simuleringsprogrammer: hvad sker der f.eks. med handelsvejene hvis væksten falder? Et tidssvarende pædagogisk værktøj, som efter sigende ikke er dyrt, og som gør, at eleverne får en bedre fornemmelse for årsager, konsekvenser og sammenhænge. Det er altså underviserens vurdering, at det fornødne overblik ikke kan opnås før eleven ved hjælp af pædagogiske hjælpemidler hjælpes til et overblik over materialet.

Det manglende overblik mener han også vil påvirke elevernes mulighed for at få indflydelse på undervisningen. De er ikke i stand til at overskue muligheder indenfor metoder, mål mm. Og vil derfor ikke kunne påvirke undervisningen.

Han peger på, at materialet lægger fint op til en tværfaglig tilgang, men at der ikke lægges op til samarbejde med andre "ud over det sædvanlige."

Endelig nævnes det positive i, at der laves afgrænsede temaer (som f.eks. kaffe temaet), som gør, at et sådant forløb vil kunne afvikles over en periode på ca. to uger. Hvis eleverne skulle bruge en masse tid på at finde materiale forskellige steder fra, ville forløbet strække sig over meget længere tid. Ligeledes lægger underviseren vægt på, at det er en fordel at arbejde med opdateret , web-baseret materiale frem for med magasiner som f.eks. Kontakt, som han husker som at være præget af forældet statistisk materiale. Dette problem med Kontakt, samt en erindring om, at Kontakt gennem tiden har leveret en, i hans øjne, noget ensidig synsvinkel på u - landsproblematikken, har gjort, at han i en længere periode ikke har anvendt magasinet i undervisningen.

Til sidst nævnes muligheden for, at MS kunne lave IMS kurser til skolernes kommunikationssystemer. Disse forløb kan placeres i en klasses "rum" og læreren kan her følge med i, hvor langt eleverne er

Underviserens vurdering af materialet er altså, at der er gode muligheder for at lave gode, givtige undervisningsforløb, såfremt der gøre en stærk indsats for at gøre MS.dk meget mere pædagogisk anvendelig. Han mener, at den i sin nuværende form er uoverskuelig for eleverne og at den vil forhindre dem i at få et overblik over stoffet. Helt konkret efterlyser han faktabokse, spørgebokse, power-point præsentationer (til introduktion af et emne), bokse med hjælp til problemstillinger, simulationsmuligheder osv.

Bilag F: Lærerinterview 2

Deltager: geografilærer
Materiale: Ms.dk især Kaffekrisen i Nicaragua

Materialet har i undervisningen fungeret som case-study i forbindelse med et forløb om temaet globalisering. Underviseren betragter emnet som meget centralt for faget geografi. Geografi i gymnasiet handler meget om internationale forhold og temaet fungerer godt som et eksempel på på nogen der har en helt anden placering end vi i globaliseringsudviklingen.

Han anser materialet som ensidigt på den måde, at der er for mange holdninger og for lidt viden. Holdningerne anser han for at være "forventeligt ensidige." det beskrives ikke som en beregnenede ensidighed, snarere som lidt naivt/godtroende ensidigt. Han mener at det er vigtigt, at eleverne gøres opmærksom på, at materialet ses fra en bestemt vinkel.

Materialet beskrives som meget kritisk, men det får ikke eleverne til selv at tage stilling. Det får dem snarere til at antage materialets holdning.

Underviseren mener, at der lægges op til, at eleverne skal opdage sig selv som mulige politiske forbrugere. På den måde får de en fornemmelse af, at de da kan gøre noget.

Til spørgsmålene om hvilken viden, eleverne har fået med sig svares:

Der mangler hårde facts/data. Der er stort set ingen.
Årsagerne fortaber sig lidt. Forfatterne virker som om, de mangler viden om de store sammenhænge. På den måde kan materialet på ingen måde stå alene.
Ud over, at man kan tænke over, hvad man køber, mener han ikke at eleverne har fået nogen fornemmelse af, at de kan være med til at ændre noget, ligesom de ikke får et klart billede af, hvordan verden ellers kunne se ud. Materialet lægger dog i det små op til, at verden nok bør være anderledes.

Materialet opfattes som videns centreret. Eleverne har ingen erfaring med området på forhånd. Dette opfattes dog af underviseren som en god ting. Eleverne har godt af, at blive guidet ud over egne erfaringer.

Materialet kan godt bruges så eleverne får indflydelse på undervisningen. Nogle i klassen greb chancen og skrev selv en problemstilling, men langt de fleste foretrak trygheden i at lade læreren gøre det. Dette ses af underviseren dog ikke som en mangel ved materialet. Endvidere mener han, at eleverne med fordel kan få indflydelse på undervisningen, men påpeger vigtigheden af, at det er læreren der står med det overordnede ansvar.

Det er underviserens holdning, at materialet oplagt kan bruges i tværfagligt, men at man så vil skulle supplere med en hel del andet materiale også. Han nævner konstellationerne geografi/engelsk, geografi/samfundsfag, geografi/spansk.

Materialet kunne sagtens afføde kontakter udenfor skolen, men det nævnes, at der ikke har været tid.

Ms.dk beskrives som uoverskuelig. Underviseren fortæller, at han var nødt til at give eleverne nøje retningslinier, da de ikke ville have fundet de rigtige steder selv. Han nævnte, at man skal tage højde for, at eleverne jo ikke har en referenceramme indenfor emneområdet.

Arbejdet med IT på skolen anser læreren for at være uproblematisk.

Til spørgsmålet om han kender andet MS materiale svarer læreren bekræftende. Han har i flere år læst Kontakt, men bruger det sjældent, da han synes, at der er for lidt viden og for meget holdning i det. Han har ligeledes kigget på OD – materialet, men valgte ikke at bruge det, da han mente at det led af samme problem. Nicaragua emnet passede godt ind i hans undervisning, men WTO temaet beskriver han som for ustruktureret.

Endelig siger han opsamlende om det materiale, han har brugt, at det er bygget godt nok op, men at det ville være en rigtig god ide at lægge faktasider / videnssider om kaffeproduktion, også på globalt plan, ind, således at temaet bliver et mere helt produkt. Som det er nu er læreren nødt til at supplere med en hel del materiale.

Bilag G: Lærerinterview 3

Deltager: Samfundsfagslærer
Materiale: MS.dk

Læreren har i forskellige forløb anvendt materialet dels som baggrundsmateriale, hvor det har indgået i et projekt, dels brugt det supplerende i forbindelse med at bruge lærebøger.

Han finder temaerne meget relevante i samfundsfag, hvor man på højt niveau har international politik. Han har brugt materialet i et tema om det multikulturelle samfund (også på mellemniveau)og i forbindelse med et globaliseringstema.

Til hvilke værdier og holdninger der findes i materialet er hans kommentar, at materialet forholder sig kritisk til de strukturer, der menes at ligge bagved f.eks. u-landenes situation. Han finder dog ikke materialet ensidigt. Det har en klar grundholdning og fungerer udmærket som partsindlæg.

I lighed med at materialet er kritisk, mener han også at eleverne opfordres til at være kritiske. Han mener sagtens eleverne kan se MS som en part i en større sammenhæng, og derved forstå, at de selvfølgelig har synspunkter der sætter miljø over vækst mm. Han mener altså ikke at vinklingen hindrer eleverne i at være kritiske.
Han mener dog ikke, at der lægges op at eleverne skal deltage i politiske aktiviteter eller lignende.

Med hensyn til hvilken viden materialet har givet eleverne, giver underviseren udtryk for, at mængden af data til rådighed er OK. Han peger dog på, at en del af materialet ikke er ajourført. Her nævner han f.eks. WTO – temaet.

Når det kommer til forklaring af årsager og konsekvenser svarer han, at det er sobert.
Dette synspunkt gør sig også gældende når det kommer til materialets evne til at give ideer til hvordan tingene kan forandres. Han mener at materialet gør meget ud af netop denne del.
Ligeledes synes han, at der er gode eksempler på andre scenarier.

Materialet lægger i hans øjne op til en vidensbaseret tilgang som er meget elevvenlig. Eleverne har ingen problemer med at forstå materialet.

I forlængelse af dette mener han, at der er gode muligheder for stor elevindflydelse fordi temaerne er læselige og overskuelige. Der er masser af stof der kan give elever ideer til problemformuleringer. Læreren skal dog, som altid, være med til at diskutere tingene på plads.

Materialet kan i hans øjne bruges både enkeltfagligt og tværfagligt. Fagene geografi, samfundsfag, engelsk og spansk nævnes.

Han har ikke lagt mærke til, at der lægges op til kontakter ud af huset. Han nævner, at han gerne ville have vidst, at man kan gøre brug af MS oplysningskonsulenter. (han vidste ikke, at de eksisterede.

Til siden som helhed: Eleverne har nemt ved at finde rundt og temaerne for ungdomsuddannelserne er gode og relevante.

IT arbejdsbetingelserne beskriver han som OK. De bliver hele tiden bedre.

Endelig tilføjes det, at han i mange år har læst Kontakt, men at han ikke bruger det så ofte i undervisningen mere. Det er for dyrt i klassesæt i forhold til hvor meget man kan bruge det, argumenterer han. Nettet har afgjort overtaget den rolle som inspiration, som et blad som Kontakt tidligere har haft.

Bilag H: Lærerinterview 4

Deltager: Samfundsfagslærer
Materiale: MS.dk

1. Han kunne ønske sig at der var nogle temaer om international økonomi, handelsforhold og meget gerne også nogle supplerende diskussioner. Ikke voldsom meget kendskab til MS-hjemmesiden , men han har dannet sig et overblik. Den er en "guldgrube" til International Politik og internationale relationer, specielt vedr. globalisering. Emnerne behandles forklarende og kritisk ift konsekvenserne, og går i detaljer med ATTAC, Tobin og WTO. Har vist sig meget anvendelig for eleverne.
2. Meget betydningsfulde er temaerne pga den globaliserede udvikling verden er inde i. Fordelen ved siden er at den er dansksproget, det er også elevernes melding. Problem: Stor mængde materiale, sortering er tidskrævende; og meget der skal læres. Men også vigtigt eleverne lærer at sortere, så derfor skal den ikke redigeres strammere.
3. Tør ikke sige så meget om materialets holdninger og værdier. Det umiddelbare indtryk er at hjemmesiden er kritisk overfor globaliseringen, men ikke på nogen måde indoktrinerende. Men derimod afbalancerende i forhold til liberalistiske jubelidioter. Og det er vigtigt.
4. Der lægges op til, at eleverne skal forholde sig kritisk til emnet, ikke til sidens eget materiale.
5. Stoffet problematiseres, det lægger op til at eleverne forholder sig aktivt til omverdenen. Faren er at eleverne kan have svært ved at gennemskue hvad der er holdning, og hvad der er viden. Men han siger, at det skal de jo også lære.
6. Ja til alle 4 punkter i spørgsmål 6. Fakta, da artikler fra siden vedlægges som dokumentation til projektet. Gode artikler, problem at de samlet fylder meget, 10-12 sider til et emne. Årsager: Ja, men ikke skåret til i forhold til fagbilagets krav om teori og metode, hvor lærebøger stadig er bedre. Web ikke brugt som teoretisk ramme, kun til elevfasens søgning og behandling af information. Forandre ting: Ja, fx ATTAC-stof. For eksempel vedr. demokratisk deltagelse. Alternativer: Ja, ligger i anderledes vinkel. MS' formål er en mere retfærdig verden især for de svageste/ fattigste. En anden dagsorden er hermed sat. Alternativer præsenteres i høj grad, fx kritik af dansk ulandsbistands prioritering. Hjemmesiden som helhed er et udmærket alternativ.
7. Materialet lægger op til en elevcentreret tilgang gennem selvstændig processkrivning. Web egner sig godt til projektarbejde ved at tilbyde tilgængeligt materiale som eleverne selv kan arbejde med hurtigt og overskueligt ift biblioteket.
8. Nej, materialet har ikke givet eleverne mulighed for at deltage i beslutninger i undervisningen.
9. Materialet lægger meget op til tværfaglighed, samfundsfag med geografi og historie pga ulandsstoffets tværfaglighed. Men gymnasiets nuværende fagstruktur sætter snævre rammer for tværfagligt samarbejde.
10. Nej, materialet lægger ikke op til kontakt og samarbejde med personer uden for skolen; men det giver mulighed for at kontakte andre.
11. Så vidt han kan se, har eleverne fået meget fagligt udbytte, som de har kunnet formidle på en anskuelig måde for de andre på holdet. Materialet har været godt til at problematisere liberalisme ift globalisering, og er netop godt til fokuseret/

Bilag I: Elevinterview 1

Deltagere: 3 elever fra 2g
Fag: Geografi
Materiale: Kaffekrisen i Nicaragua

Eleverne finder temaet meget relevant og mener , at det er rart at arbejde med et konkret eksempel, når man er i et længere forløb (her globalisering) De synes, at det er et vedkommende emne, som har virket som "øjen-åbner."
De er gennem dette tema blevet bevidste om hvordan det kan være at leve i et U – land og synes
At de har lært mere om forholdene mellem rige og fattige lande.

Generelt er eleverne tilfredse med mængden af fakta og synes også, at der gives gode forklaringer på årsager til problemerne og konsekvenser af dem. De synes, at forklaringerne er forståelige og klare.
De synes at der til en vis grad lægges op til, at man som enkeltperson kan få indflydelse på forholdene ved at handle, idet der gøres meget opmærksom på Max Havelaar indsatsen på kaffe området.

Eleverne er enige om, at man ser problemerne fra de svages side. De synes at tilgangen er sympatisk og solidarisk og mener ikke, at der indoktrineres. Tværtimod nævner de, at det er forfriskende at se tingene i et andet perspektiv, end det de er vant til.

De synes at materialet i sin natur opfordrer til at man bliver "politisk forbruger," idet der skrives rigtig meget om hvor vigtigt det er med bæredygtig handel, og hvilken rolle Max Havelaar har her. De ville dog blive mistænksomme, hvis der direkte stod at man skulle købe M.H. produkter. De synes ikke, at der anspores til yderligere politiske aktiviteter.

Til spørgsmålene om deres udbytte af materialet. Svarer de, at de har fået et stort udbytte. De har fået mange facts på plads og har fået en god forståelse af, hvorfor kaffebønderne har så trange kår. Nærmere efterspurgt mener de primært at de store selskaber er årsagen til problemerne og at hvis man skal ændre tingene må det enten være som politisk forbruger, eller også må selskaberne anlægge sig en bedre moral og f.eks. gå med til at udstykke produktionsarealer til arbejderne.
De synes ikke, de har fået ideer til andre scenarier, men er i stedet frustrerede over, at tingene er som de er. De er altså opmærksomme på, at tingene bør ændre sig, men ved ikke helt hvordan det så skal være, eller hvordan det skal gøres.

Med hensyn til deres tiltro til, at de kan være med til at ændre tingenes tilstand, svarer de, at de er blevet klar over, at de i det små kan gøre noget. Samtidig føler de en vis afmagt. De er blevet klar over et problem, som de ikke i forvejen kendte til, og tror ikke helt , at den ene pose kaffe eller klase bananer, de køber, vil gøre en stor forskel. De føler altså på den ene side sammenhæng mellem hvad de som individer gør, og hvordan forholdene er for kaffearbejderne, men føler på den anden side frustration og afmagt.

De mener ikke, at de har fået nye visioner, men tænker meget over, hvor heldige de med at være født i den rige del af verden. De mener også, at de ser mere kritisk på verden nu end de gjorde tidligere, men er ikke konkrete med hvad de synes skal laves om.
De har ikke i forløbet fået nogle handleerfaringer. De har de sidste to år været med i Operation Dagsværk, men har ikke haft et større kendskab til støttelandene.

De nævner, at de ikke har haft indflydelse på undervisningen. De har haft muligheden, men foretrækker generelt, at læreren tager sig af den del af arbejdet, idet det gør det nemmere at komme i gang med arbejdet.

Som kommentar til websiden siger de, at den var overskuelig. De fik anvist hvor de skulle "klikke sig hen" af læreren og havde ingen problemer med at finde det relevante tema.

Til at arbejde med IT siger de, at det er en rar afveksling, og at det har været rarat at finde et sted hvor al materiale til emnet var samlet, således, at de ikke skulle bruge tid på at finde det mange forskellige steder. Endvidere finder de, at det er uproblematisk at arbejde med IT på skolen.

Bilag J: Elevinterview 2

Deltagere: 6 elever 3g
Fag: Samfundsfag højt niveau
Materiale: MS.dk
Temaer: Etniske minoriteter, WTO, kaffekrisen i Nicaragua, EU/frihandel
Anvendelse: 3. årsopgave (WTO, kaffekrisen, EU) baggrundsmateriale (etniske minoriteter)

Alle elever fandt, at der var relevante temaer på MS hjemmesiden. Alle var enige om, at det var et godt sted at få ideer når man f.eks. skrev opgave. De syntes dog ikke, at de kunne bruge så mange af artiklerne til opgaverne. I forbindelse med brug af oplysning om etniske minoriteter havde de lært noget om integration mm.
Der var delte meninger om hvorvidt der var tilstrækkeligt med data indenfor emnerne. En enkelt havde blot fundet links, som så til gengæld var brugbare (EU), men kunne ikke bruge de data der var på siden. En anden (kaffekrisen) havde brugt meget af materialet og fandt, at der var gode faktaoplysninger. En (WTO) understregede, at de facts der var, var for overordnede. Så vidt de huskede, var der mange faktaoplysninger om etniske minoriteter.

Forklaringer og årsagssammenhænge mente de alle, at der var for få af. De syntes, at det havde været nødvendigt at gå andre steder hen i forbindelse med 3.årsopgaverne for at få et alsidigt bille de.

De mener, at der er mange vurderinger i materialet og at materialet forholder sig meget kritisk til den eksisterende verdensorden. Samtidig synes de dog ikke, at de selv har fået en fornemmelse af, hvad der helt konkret skal gøres for at ændre på forholdene.

De var bred enighed i elevgruppen om, at der klart gives udtryk for en holdning, der tager udgangspunkt i U – landenes velfærd og at der bakkes op om bistand. Samtidig nævnte de, at det var en holdning, de forventede, når de brugte MS.

Alle mente, at der bliver lagt op til, at man skal tage stilling. De syntes dog at de cases der skal tages stilling til er for "folkeskoleagtige." Samtidig gav de udtryk for, at vinklingen gjorde, at man var tilbøjelig til at overtage synspunkterne fra materialet.

Til hvilken betydning materialet rent konkret har haft, ligner svarene meget dem, de er kommet med før. De har brugt materialet som inspiration og en enkelt har brugt en hel del af de data, der er på siden og har fået noget ud af det (kaffekrisen). Ligeledes mener de, at det har været nødvendigt at gå andre steder hen for at få det fulde billede af årsagssammenhængene. De mener dog , at de har fået nogle forklaringer, som de kunne bruge til noget og er derefter gået videre til andet materiale for at "forfølge sporet" de synes altså på den led at de har fået noget ud af at bruge siden.

Alle har fået en fornemmelse af, at der skal "gøres noget" for at ændre tingenes tilstand. De mener også, at de gennem brug af materialet har fået nogle ideer til hvad der kan gøres. To af de adspurgte mener dog, at det virker "suspekt" at materialet har en vinkling. Da de ikke selv er enige med materialet har de så nærmest brugt det som opponent. De har altså for at få et fuldt udbud af ideer til hvad man kan gøre, suppleret med andet materiale.

Til spørgsmålet om de har fået større tiltro til egen handleevne svares der blankt nej fra samtlige adspurgte. Der uddybes med, at de jo kendte til problematikken i forvejen og, at MS ikke har givet dem nye ideer. 3 deltagere har dog besøgt MS' rejseside med henblik på at arbejde i et MS projekt. Dette var de blevet foreslået af deres studievejleder og var der blevet klar over, at man selv kan komme ud og hjælpe andre.

De synes ikke, at de har fået nye visioner gennem materialet, og har heller ikke fået handleerfaringer. 5 af de 6 adspurgte har alle årene deltaget i OD og har i den sammenhæng deltaget i temadage på skolen. De nævner, at et sådant tema virker motiverende. De har dog ikke senere gjort brug af f.eks. MS.dk for at læse yderligere om emnet.

Materialet, mener de, gør det muligt for en høj grad af elevindflydelse. De kan sagtens bygge en problemstilling op eller arbejde med et tema på egen hånd med udgangspunkt i MS.dk.

De finder hjemmesiden overskuelig og finder i øvrigt, at IT forholdene er gode til at arbejde med IT., Ligeledes er de glade for at arbejde med web-baseret materiale og oplever det som mere dynamisk end trykt materiale. De understreger her vigtigheden af, at alle temaer hele tiden opdateres med nye data og artikler. Noget, som de mener, at det af og til kniber med for MS.dk.

For at materialet skal passe bedre ind i det, de gerne vil bruge det til (projektarbejde) Er det elevernes kommentar, at de kunne ønske , at der var artikler, som ikke havde samme vinkel/holdning som MS. Ligeledes kunne de tænke sig, at der var mere statistisk materiale (eller links til det) og endelig at der opdateres hyppigere.

Bilag K: Elevinterview 3

Deltagere: 2 HF-kursister
Fag: Samfundsfag (SAFT)
Materiale: MS. (projektarbejde om ATTAC)

 Eleverne har brugt hjemmesiden til et projekt om ATTAC på deres SAFT-hold, hvor det overordnede tema var globaliseringen. Anne bruger derudover hjemmesiden flittigt/ dagligt som nyhedskilde, da hun ikke har råd til avis, og hjemmesiden ser tingene, som hun ser dem. Den ligger i hendes ”foretrukne”.
1. Hjemmesiden er den primære kilde til projektopgaven. Først valgte eleverne selv deres undertema og deres problemformulering. Læreren nævnte så MS-hjemmesiden som en blandt flere mulige nyttige adresser, og MS var så den hjemmeside, der stod mest i.
2. Søgefeltet blev flittigt brugt. Der var gode links bla til ATTAC, Tobin-skat og globalisering. Søgeresultaterne var meget overskuelige med mange relevante hits, også til baggrundsviden om ATTAC.
3. Anne mente hjemmesiden også var vigtig for hende personligt. Til at skabe oplysning, især med den nuværende regering og det herskende mediebillede. MS viser at globaliseringen kan have et menneskeligt ansigt, at andre end rige lande kan tjene på den. Og at så lidt som Tobin-skatten kan gøre så stor en forskel.
4. Siden er farvet, SF-rød, socialistisk/ humanistisk. Ensidig er for stærkt et ord. Anne sympatiserer selv med disse holdninger.
5. Siden lægger ikke op til at man danner sine egne, selvstændige holdninger.
6. Der er veldokumenterede fakta vedr. f.eks. Tobin-skat og ATTAC. Men der mangler mere information om, hvordan u-landenes gæld reelt skal afskaffes. Her er der lagt op til at man selv tænker videre, flere må blive græsrodsaktive siger Martin. Men han mener ellers ikke materialet lægger op til at man bliver politisk aktiv, men Anne har dog taget skridtet til at melde sig ind i ATTAC, som hun dog også var til stiftende møde omkring. Desuden er hun via hjemmesiden blevet opmærksom på, at der var en Amnesty-gruppe i Vejle. For Anne bidrog hjemmesiden til at gnisten blev en flamme.
7. Hjemmesidens sprog er godt. Det er et fordøjeligt sprog, som man kan forholde sig til samt tilegne sig viden. Nogle samfundsfaglige begreber på hjemmesiden kan dog være svære. Et minilex med opslag om svære fagudtryk som f.eks. høj- og lavkonjunktur ville være en stor forbedring, der også ville udvide målgruppen til folkeskolens ældste klassetrin.
8. Hjemmesiden er i det hele taget ”vældig god” pga dens aktuelle og humanistiske vinkler (Anne nævner Irak-krisen set fra indbyggerne i Iraks side, dog mangler hun så til gengæld mere om amerikanernes vinkel), som ellers er en mangelvare i det danske/ vestlige mediebillede. Farve og lay-out er ”sobert, flot, enkelt og nemt at overskue med hovedtemaer”. Desuden slipper man for unødvendig, anmasende animation.
9. Siden lægger ikke op til tværfaglighed.
10. IT-faciliteter på skolen er gode.
11. Ikke kendskab til andet MS-materiale
12. Forbedringer: Lidt flere holdninger på emnet, men Anne er også glad for ikke at få alle de sædvanlige borgerlige vinkler. Men som eneste kilde kan siden ikke stå alene. Minilex ønskes meget!

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Annex VI – List of main MS activities 2003

Mellemfolkeligt Samvirkes (MS) uddannelsesaktiviteter i Danmark 2003

Politik/lobby

1. **"*En global dimension i undervisningen*":** MS's politikpapir om undervisning med denne titel danner baggrund for arbejdet med at implementere globale og interkulturelle dimensioner i undervisningen – gennem lobbyarbejde, kurser, samarbejde med uddannelsesinstitutioner og andre organisationer, bl.a. via netværket "Fagligt Forum om u-landsoplysning". Se http://www.ms.dk/Politik_presse/politik_papirer

2. *GLOBAL ACTION TEMA "UDDANNELSE OG UDVIKLING".* SE RELEVANTE LINKS OG CENTRALE DOKUMENTER PÅ HTTP://WWW.MS.DK/KAMPAGNER/UDDANNELSE/DEFAULT.HTM.

Samarbejdsprojekter

3. *"En verden af muligheder":* Et treårigt udviklingsprojekt med 14 praktikskoler, fem lærerseminarier, fem amtscentre samt Ibis, Red barnet, Statens Pædagogiske Forsøgscenter og MS. Der udvikles og tilbydes kurser, gæstelærertilbud og diverse materialer, fx lysbilledserie med idehæfte og udstilling, materialer med interkulturelle øvelser og udstillingshjørne på skoler og seminarier. Projektet omfatter regionale lærernetværk samt handlingsplaner og lobbyarbejde. Formålet med projektet er at udvikle internationale handlingsplaner for skolerne, at samle erfaringer om hvordan interkulturel og global kompetence opbygges og hvordan dimensionerne integreres i de enkelte fag. Projektet skal bruges til at påvirke beslutningstagende myndigheder. Se www.evam.dk

4. *"Youth meeting youth":* Et Nord-Syd IT-skolesamarbejdsprojekt mellem Center for Videregående Uddannelser (CVU) i København og Odense, Friluftsrådet, Amtcentrene, Kulturkommunikation og MS. I pilotfasen er etableret skolepartnerskaber mellem skoler i Danmark, Kenya og Zambia. Uddannelsesmaterialer udarbejdes mellem de deltagende organisationer og lærere. Projektet åbnes for nye skoler og lande i 2004. Formålet med projektet er dels via interkulturel udveksling mellem klasser at sikre viden om de ulige forhold og samfundenes betydning for værdier og normer dels at øge forståelse og kendskab, respekt og globalt ansvar. Desuden er målet at integrere brugen af IT i de enkelte fag samt etablere Nord-Syd-skolekontakter som en naturlig del af enhver klasses arbejdsform. Se www.youthmeetingyouth.org

5. *"World.dk/kids":* Et undervisningsprojekt til 4.-6. klasse mellem Foreningen for Verdensmusik i Danmark, Mellemfolkeligt Samvirke (producent af undervisningsmaterialer) og Levende Musik i Skolen (ansvarlig for skolekoncerter). I perioden 2000-2003 har 25 danske skoler deltaget i undervisnings- og udviklingsprojektet World.dk/kids, hvor de har fået tilbudt skolekoncerter kombineret med undervisningsforløb. World.dk/kids har til formål at åbne danske børns øjne for kulturelle udtryk med rod uden for vores egen kulturkreds. Målet er gennem forskellige typer af kulturmøder, hvor musikken er i centrum, at skabe en større åbenhed over for og accept af andre landes kulturer. Undervisningsmaterialerne planlægges

gjort tilgængelige for alle danske skoler i løbet af 2003. Se: www.world.dk (klik på undervisningsmaterialet world.dk/kids)

6. *"Ud over alle grænser":* Et projekt om brug af kortfilm fra Syd i undervisningen i samarbejde med DR og 11 skoler samt Gege productions. Skoleworkshops og uddannelsesmaterialer på DR's hjemmeside. Formålet med projektet er at øge brugen af levende billeder i undervisningen og herigennem at skabe større kendskab til andre kulturer gennem deres egne billeder og fremstillinger. Se www.noborders.dk

7. *"Global dansk":* Et udviklingsprojekt i samarbejde med Dansklærerforeningen og CVU København. Relateret til "Klare mål" for faget dansk er målet at skabe et bedre grundlag for dansklærerne til at integrere interkulturelle og globale vinkler i deres arbejde og i de værktøjer som faget dansk inddrager helt fra skolestarten. Projektet forventes i 2004 at munde ud i udgivelse af fire hæfter til de forskellige aldersgrupper. Dertil planlægges en konference og diverse kurser. Formålet er gennem de enkelte fag at opbygge en interkulturel og en global kompetence hos eleverne – her først gennem faget dansk.

8. *"Global Island":* Et demokrati- og dilemmaspil, som giver danske unge mulighed for at prøve at være med til at opbygge et drømmesamfund sammen med andre unge i verden. Spillerne præsenteres for dilemmaer, som de skal tage stilling til og argumentere for/imod. I 2003/2004 planlægges en række spillerunder på www.globalisland.nu i samarbejde med forskellige danske organisationer. Global Island foregår på dansk eller engelsk og er udviklet af netportalen www.u-land.dk og Mellemfolkeligt Samvirke (www.ms.dk) i samarbejde med IconMedialab. Se mere på www.globalisland.nu. Fremover videreføres projektet af MS i samarbejde med en lang række organisationer omkring udvikling af dilemmaer og afvikling af spillerunder.

Udgivelser

9. *Nyhedsbrevet "Global undervisning"* tilbydes gratis til grundskolelærere og indeholder undervisningsideer og inspiration til at arbejde med globale og tværkulturelle dimensioner i alle fag. Nyhedsbrevet udkommer fire gange årligt som et 12-siders hefte og elektronisk på www.u-land.dk/globaluv. Formålet er at give inspiration til interkulturelle og globale vinkler i forskellige fag og i tværgående temaer samt at skabe en dialog med lærerne. Temaerne er ofte relateret til enkelte fag fx nr. 15 til faget "historie".

10. *Elektronisk nyhedsbrev "Globalt nyt til ungdomsuddannelserne"* udkommer kvartalsvis og sendes til lærere på de gymnasiale uddannelser (fagene geografi, historie samfundsfag og engelsk). Nyhedsbrevet giver informationer om relevante udgivelser, aktiviteter, artikler, links etc. om aktuelle internationale emner. Formålet er at sikre lærere et bredt fundament at bygge undervisningen på. Se http://undervisning.ms.dk/Ungdomsuddannelser

11. *Ungdomsmagasinet "ZAPP jorden rundt",* udkommer seks gange om året. Dertil findes webbaseret baggrunds- og undervisningsmaterialer til lærere og elever, indeholder bl.a. fakta og ideer til forskellige undervisningsforløb og metoder på http://zapp.ms.dk. ZAPP jorden rundt henvender sig til 7.-10. klasse og fortæller om unges liv rundt i verden. Magasinet forsøger at koble seriøse informationer med et sprælsk udseende. Formålet er at producere et kvalificeret,

holdningspræget og spændende materiale om globale og interkulturelle emner som unge gider læse. Hjemmesiden ombygges medio 2003. Se http://zapp.ms.dk

12. ***Magasinet "KONTAKT Internationalt Magasin",*** Danmarks ældste globale magasin om udviklingsemner, kultur, international politik etc. Bladet henvender sig til undervisere og gymnasieuddannelserne samt andre globalt interesserede. Opbygning af tilhørende netmaterialer er under planlægning. Formålet med magasinet er at formidle overblik og indsigt og bringe aktuelle historier fra hele verden om miljø, sikkerhed, handel, bistand og kultur. Udkommer seks gange årligt. Se www.ms.dk/kontakt

13. ***Bøger, videofilm, netspil, multimedier m.m.:*** Mellemfolkeligt Samvirke udgiver hvert år et udvalg af undervisningsmaterialer om globale og interkulturelle emner til brug på grundskoleniveau, på ungdomsuddannelser og i voksenundervisning. Der findes omtale af alle materialerne i kataloget *"Jorden rundt på 45 minutter 2003"*. Se mere om nyeste materialer på www.ms.dk/udgivelser eller søg alle MS' undervisningsmaterialer på www.u-land.dk/jordenrundt

14. ***Netbaserede undervisningsmaterialer*** (til de gymnasiale ungdomsuddannelser): materialerne omfatter foreløbig følgende emner: "WTO – det globale supermarked", "Demokrati – set med andre øjne", "Nutidens slaver – fanget af gæld i Nepal", "Kaffekrise i Nicaragua – handel, bønder og forbrugere". Hertil kommer et nyt tema om racisme som lægges op i løbet af sommeren 2003. Materialerne indeholder fakta og tal, grundige baggrundsinformationer og artikler med cases baseret på input fra MS's partnere i Syd (med synspunkter fra forskellige involverede parter og repræsenterende forskellige holdninger og interesser) og materialehenvisninger samt relevante links. Dertil hører pædagogiske anvisninger til forskellige fag. Formålet med materialerne er at sikre nuancerede fremstillinger baseret på informationer, holdninger og dokumentationer fra MS partnere i Syd og Nord, fra MS kampagneindsatser og udvalgte politikområder. Se http://undervisning.ms.dk/Ungdomsuddannelser.

Service

15. ***Kurser:*** MS tilbyder årligt forskellige typer af kurser til videreuddannelse af lærere, til seminariestuderende og bibliotekarernes videreuddannelser i samarbejde med lærerorganisationer, amtscentre, CVUer, kommuner og skoler. MS forestår kurser om interkulturelle og globale dimensioner i undervisningen og organiserer udstillinger og diverse materiale og metode workshops. Grupper af lærere på videreuddannelser, ældre skoleklasser, sprogskoler og studerende kan besøge MS eller rekvirere oplæg om forskellige emner. Formålet er at formidle erfaringer fra MS's udviklingsarbejde med interkulturelle og globale dimensioner, at give viden og informationer om globale og aktuelle emner samt at bidrage med holdninger og meninger og formidle viden om organisationens arbejde. Se www.ms.dk/medims/kurser

16. *Foredragsdatabase: "Levende ord"* er en elektronisk database, hvor man kan finde oplægsholdere, gæstelærere, debattører, historiefortællere, musikere, dansere og andre kunstnere. Alle formidlerne har erfaringer med at holde oplæg, undervise eller sætte gang i forskellige aktiviteter. Nogle af formidlerne henvender sig mest til små børn, andre til store børn og unge og andre igen mest til studerende og voksne. Databasen koordineres og administreres af MS og findes på [www.u-land.dk.](www.u-land.dk) MS yder tilskud til offentlige arrangementer og oplæg på skoler på tværs af klasser. Formålet med databasen er at sikre mangfoldige, kvalificerede og engagerede oplæg ude i landet, bl.a. på skoler og undervisningsinstitutioner, for at forøge danskernes viden om og indsigt i globale forhold. Se www.levendeord.dk

17. *MS Biblioteket* er et offentligt tilgængeligt specialbibliotek med en database der indeholder ca. 40.000 bøger, 13.000 tidsskriftartikler og 2.000 videofilm – alle forsynet med emneord og indholdsnote – om globale forhold, udviklingsspørgsmål og forholdene i udviklingslandene, heriblandt mange undervisningsmaterialer. Der kan søges i databasen via hjemmesiden, og der er gratis udlån til hele landet. Desuden omfatter biblioteket en samling på godt 7.000 titler om etniske minoriteter, indvandrere, flygtninge og efterkommere – med hovedvægt på forholdene i Danmark. Se www.msbiblioteket.dk

18. *Diverse serviceydelser til undervisere:* Rådgivning af lærere om tilrettelæggelse af temaer og forløb. Udlån af forskellige udstillinger om verden, udsendelse af plakater, kataloger, diverse pjecer. Henvendelser sker til MS Biblioteket samt konsulenttjenesten i informationsafdelingen.

Financial Management System of MS

Thomas O'Brien Kirk
PEM Consult

Overall

The Financial Management Systems of MS has been evaluated through interviews, study of procedures, routines and documents, visits to MS in Copenhagen and Århus and through field visits to the Country Offices (COs) in Zambia and Kenya.

The consultant would like to express great appreciation for the positive contributions made by Board Members and staff at all levels in MS Copenhagen, Århus, Lusaka and Nairobi to the study and for their assistance in assessing both strengths and weaknesses in relation to MS's financial management.

In general the evaluation is positive, and MS was evaluated as having good financial management systems and having the capacity necessary for good financial management in relation to Danida requirements.

The overall impression is that MS is striving to develop and maintain good financial management systems in both Denmark and in the Country Programmes visited. A lot of effort is made in both Zambia and Kenya to improve the partners' accountability. Working with many weak partner organisations, the task for MS is big but the efforts and dedication demonstrated hold promising signs of success.

Although the evaluation is generally positive, it has at the same time identified a need for improving the financial management systems in MS-Denmark and the countries visited. The main findings, comments and recommendations are detailed below. The detailed reports on the two country visits are annexed.

The financial management systems in MS have been evaluated and are described in the following. The numerous accounts, documents, report and statements analysed to perform the evaluation are not shown in this report. At the same time it seems fair to present a brief overview of figures to illustrate the magnitude and complexity of financial management at different levels of MS. This is done as the first section below.

The other areas of the evaluation of MS concerning financial management are as follows:
1. Systems and procedures for financial management;
2. Awareness and knowledge on legal and contractual demands;
3. The Quality of concrete financial management processes;
4. The fulfilment of the requirements put forward by Danida;
5. Comparison with financial management requirements on Framework holding NGOs;
6. Stakeholders' perceptions;
7. Cooperation with partners;
8. Capacity to support and supervise partners;
9. Capacity to react in case of suspected anomalies.

The report will focus on particular procedures, practices and offices that need improvements in relation to good financial management. Therefore the report does not present a full picture of the good work done in MS's financial management systems. It should also be noted that

the examples are chosen to illustrate problems identified and should not be considered as criticism of any individual person or office involved

However, before addressing the more specific areas of financial management there is a need to state an overall observation. As part of the extensive interviews with Danish and local MS staff and management, each person interviewed was asked to identify 3 areas of financial management where MS are performing well and similarly 3 areas of challenges. The quality of the many diversified answers and the dedication of those involved were impressive and MS should find ways to better tap into the in-house source of innovative ideas and proposals for improving financial management.

Summary on MS in figures:

MS is involved in many different activities and receive support through several different funding arrangements. The financially most important area is the Danida support. The activities supported by Danida mainly concern MS in the South (MSiS) with 70-75% of the total support. Another important but smaller area of support is the institutional grant for administration of public services in Denmark covering around 14% of the total support. Other areas of support relate to MS' administration of Danida's Renovation and Shipment Grant, Danida's Humanitarian Grant and various separate project grants, such as Rio++10. The income and expenditure is summarised below for 2001 and 2002:

Danida support To activities:	2002		2001	
	MIO dkk	%	MIO dkk	%
MSiS	138,1	70%	149,2	75%
Administration	25,5	13%	28,1	14%
Other support	34,9	18%	21,3	11%
TOTAL Danida	198,5	100%	198,6	100%
Danida in % of MS total		85%		84%
Other funding	35,8	15%	37,6	16%
Total MS funds	234,3	100%	236,2	100%
Less expenses	-234,8		-236,5	
Deficit	-0,5		-0,3	

In reality Danida has reduced its support to the traditional areas of MS activities, like support to the Country Programmes under MSiS, but with the introduction of new areas like support to Eastern Europe, the total support has remained around DKK 198 mio. (Millions). The reduction in support to the MSiS has implied severe budget cuts in the development work. The cut in support has similarly meant reductions in staffing and other administrative cost in 2002.

Although Danida funding remained stable in 2002, the reduction of other funding has in total resulted in lower income, around DKK 2 mio. However, MS almost managed to reduce expenses t correspondingly and remains with a slightly higher deficit of half a million DKK in 2002.

In relation to financial management, MS can be described as having two types of centres. These are cost centres involving the management of different types of Danida-supported activities and profit centres like its printing and publication units. This calls for different types of financial management tools, which is normally a challenge to organisations like MS. The

challenge is further accentuated by the fact that Danida is responsible for around 85% of the total funding and the flow of funds is not fixed for a number of years. The magnitude of Danida's support compared to other income sources makes MS vulnerable and the relatively short-term horizon of support makes long term planning and financial management difficult.

Like most NGOs MS does not have a large equity to compensate for fluctuations in funding. Compared to most NGOs, however, MS has a reasonable equity of around DKK 4 mio. despite the deficits shown above. Most of MS's total assets, DKK 44 mio. by the end of 2002, were in current assets, amounting to DKK 37 mio. With short-term liabilities of around DKK 12 mio., MS is unlikely to have cash flow problems at the current level of operations.

The MSiS receives approximately three quarters of total Danida support to MS and therefore this area has received the focus of the financial management evaluation.
The developments in funding per country programme are illustrated below:

Danida support to MSiS	2002		2001		2000		1999		1998	
	DKK mio	%	DKK mio	%	DKK mio	%	DKK mio	%	DKK mio	%
Botswana	0,0	0%	0,0	0%	0,0	0%	0,4	0%	0,1	0%
Central America	16,2	12%	16,4	11%	16,8	12%	14,7	11%	13,3	9%
Kenya	13,4	10%	15,1	10%	12,1	8%	12,7	9%	12,0	8%
Lesotho	9,0	7%	9,9	7%	7,5	5%	7,3	5%	8,1	6%
Mozambique	14,4	10%	16,2	11%	15,8	11%	15,3	11%	14,7	10%
Nepal	12,9	9%	13,4	9%	12,7	9%	10,4	8%	9,6	7%
Tanzania	15,5	11%	17,5	12%	17,2	12%	23,2	17%	21,8	15%
Uganda	15,4	11%	15,9	11%	14,5	10%	12,3	9%	15,0	11%
Zambia	9,5	7%	12,3	8%	15,2	11%	14,3	11%	14,1	10%
Zimbabwe	10,7	8%	12,7	9%	12,4	9%	12,6	9%	14,6	10%
TCDC	8,0	6%	6,4	4%	5,8	4%	0,3	0%	4,6	3%
UNV	1,9	1%	1,1	1%	1,7	1%	0,0	0%	1,9	1%
Total countries	126,9	92%	136,9	92%	131,7	91%	123,5	91%	129,8	92%
Undistributed cost	11,2	8%	12,3	8%	12,6	9%	11,9	9%	11,9	8%
TOTAL MSiS	**138,1**	100%	**149,2**	100%	**144,3**	100%	**135,4**	100%	**141,7**	100%

The two countries visited are marked above and the support is further detailed below in order to illustrate the support to activities in each of the country programmes:

Country Details, Danida support to MSiS	Zambia				Kenya			
	2002		2001		2002		2001	
	DKK mio	%	DKK mio	%	DKK mio	%	DKK mio	%
Personnel Allow.	2,6	27%	3,0	24%	3,7	28%	3,7	25%
Other DW Expense	0,7	7%	1,2	10%	1,2	9%	1,5	10%
Financial Support	1,0	11%	1,4	11%	3,2	24%	3,2	21%
Capital Support	0,9	9%	0,5	4%	0,8	6%	1,5	10%
Policy/Partner Dial.	0,8	8%	1,1	9%	0,7	5%	0,9	6%
Country Office	3,5	37%	* 5,1	41%	3,8	28%	4,3	28%
TOTAL MSiS	**9,5**	100%	**12,3**	100%	**13,4**	100%	**15,1**	100%

Both countries received less support in 2002 than in 2001 as Danida reduced the support to MS and to all other development support. The reduction from 2001 to 2002 was 7% of the total support to MSiS but with a higher percentage reduction in both countries visited, 23%

for Zambia and 11% for Kenya. The budget reduction affected support to almost all types of activities in both countries.

The CO cost involves both the professional support towards partners and the overall administration of the Country Programme. Here Kenya has 28% and Zambia between 37 and 41% in the two years illustrated. (* The CO cost in Zambia in 2001 includes the redundancy payment to 12 local staff; the staff reduction was part of a cost reduction exercise.) MS is planning to reduce the CO cost further and bring down the relative share of administration in the future.

Although the number of DWs differs significantly between the two countries, the cost of an average DW per month is very similar in Zambia and Kenya:

Country Details, DW cost/month MSiS	Zambia				Kenya			
	2002		2001		2002		2001	
	DKK 1,000	% of 2001	DKK 1,000		DKK 1,000	% of 2001	DKK 1,000	
Total DW cost	3.300	79%	4.200	100%	4.900	94%	5.200	100%
DW months	127,5	74%	172,8	100%	204,4	92%	221,9	100%
DW cost/month	25,9	106%	24,3	100%	24,0	102%	23,4	100%

The cost per DW month was relatively stable between 2001 and 2002, with the biggest increase of 6% in Zambia where the number of DW months was reduced most.

Another interesting aspect of MSiS country programmes is the relationship between the cost of DW-support (34-37% of total programmes in the two countries as per the previous table) and the other support to partners. The combined non-DW support to partners, including policy/partner dialogue but excluding DW-input, is shown below:

Country Details, Non-DW Support MSiS	Zambia				Kenya			
	2002		2001		2002		2001	
	DKK 1,000	%	DKK 1,000	%	DKK 1,000	%	DKK 1,000	%
Partner support, other than DW	2.700	28%	3.000	24%	4.700	35%	5.600	37%

With Kenya having more partners on board and having worked with new partners for a longer time, the relative partner support is higher, 35-37% of the total country programme compared to 24-28% in Zambia.

Comparing similarly the combined other support with the number of DW months has the following trend:

	DKK 1,000		DKK 1,000		DKK 1,000		DKK 1,000	
Above / DW month	Zam.	21	2002	Zam.	17	01	Kenya	23	2002	Kenya	25	01

The other support per DW month is lower in Zambia than Kenya but coming closer in 2002. Interestingly, the support other than DW, DKK 23-25,000, was in Kenya close to the cost per DW month, approximately DKK 24,000. as per previous table.

In general, however, this type of calculating cost relations and comparing ratios are not part of MS' financial management at present.

1. Systems and procedures for financial management:

The financial management systems and processes in MS are in general sufficient to provide adequate and timely information relevant to its performance and to meet Danida's requirements, as the main funding source. Accountability is built into the systems and this is reflected both in Denmark and abroad.

In relation to good financial management, the challenge to MS is not on accountability, as this in general appears well taken care of. Rather, the challenge is on more adequate and timely measurement of performance. Here good financial management should be understood as the efficient and effective use of all resources, both financial and non-financial, in achieving the goals and objectives of MS.

The financial management system in MS is based on an impressive set of interrelated manuals covering most aspects of MS's operations. Similarly, job-descriptions are found for all staff and archives appear reasonably well organised. The manuals and systems are developed over a long period of time and supported by a team of very experienced staff. These are positive features in a good financial management system, especially where there is continuity in operations. On the other hand, the bulk of historically based systems and procedures can become a bottleneck in times of change

In many organisations that have worked over a long period, the tendency is to continue doing things the same way without really revising procedures and manuals thoroughly and updating staff. Instead, a continuous process of "adding-on" is practised, thus leaving the manuals and procedures increasingly more complex. MS is no exception to this, although the organisation has started a process for improving the financial management systems.

The PC-based accounting system, Navision Financials, is used throughout MS and this accounting package holds sufficient opportunities for supporting good financial management. Efforts are being made to include Navision modules that improve the range of financial management tools, such as personnel management at CO level. However, there is no system for registration of time utilisation and this management instrument is thus not available for MS in its planning, budgeting, monitoring and follow-up of activities and resource utilisation.

MS should review its financial management systems and procedures and develop a strategy and implement this based on a systematic approach. The Chart of Accounts represents the classification of accounts and thus forms the basis of all financial management reporting in MS. The Chart of Accounts is in need of updating, e.g. in the use of department codes, to cover more adequately the opportunities for measuring efficiency and financial feasibility. The report forms should be similarly updated based on the new options for financial management information and the needs at both central and decentralised levels of MS.

The manuals and guidelines should also be more targeted and specific. Efficiency measurements should not be implicit but rather be brought forward along with the traditional, and relevant, concerns for accountability.

The above improvement process should result in an updating of financial management concepts and instruments involving all relevant staff and the Board of Directors. The updating should be carried out in phases and targeted at groups of staff, including the management level. This is a time-consuming process that may be viewed as superfluous, but if the process is well coordinated and performed in a participatory manner it can result in a positive change in the organisation as well as improved financial management systems. The positive response to this study indicates that the staff and management would join a well-structured improvement process.

As indicated above, the financial management systems in MS are in reality geared towards accountability, whereas its performance in terms of efficiency and effectiveness plays a lesser role. This implies that the financial management system is not really up to date in terms of performance measurement. MS seems to be aware of this and the organisation has started to discuss options for improvement. This process is mainly initiated as a spin off from the recent cuts in Danida support, which has forced the management to act swiftly and thus look for ways to measure better the financial impact of initiatives. One example of the limitations in the present system is the fact that it is difficult to get detailed data comparing cost of DWs in different countries.

It needs to be stressed that this report does not argue that financial efficiency concerns should override the mission and objectives of MS. Rather, good financial management implies that financial aspects are considered and analysed in their totality when assessing the best way to further MS's mission and objective in view of limited resources.

An interesting example concerns the planning and budgeting process where no considerations are made on the relative cost of DWs, on the relative share of partner support in terms of TA input (DW), and other support. It is exactly by considering such issues that good financial management can be applied. By not introducing financial management issues systematically, the financial aspects of activities, decisions and prioritisations are to some extent neglected.

The budget process has over recent years been changed from wish-based proposals from all departments and COs to the establishment by MS-HQ of a financial frame for each country to plan and budget within. This change is positive, as it tends to enhance the strategic level of planning and budgeting. On the other hand, it should be supplemented with some "windows of opportunity" where the various CO and departments compete in bringing forward the best proposals, based of a set of criteria defined from MS Denmark. These proposals would be funded from a limited amount of budget funds set aside over and above the established CO and Department budget frame. By this planning and budgeting approach MS would favour proactive initiatives towards selected goals and objectives and thus neutralise the risk of non-commitment implied in the budget frame approach.

Another aspect of the budget process in MS concerns budget reallocations where changes on all levels are left to MS Denmark. The recent budget cuts have strained the organisation although at the same time some areas of financial management have been revitalised. Often organisations' readiness to act in times of change is improved by rapidly centralising decisions about scarce resources. Normally it is more productive if such a centralisation is followed by flexibility in decision making at the decentralised levels. Some of the problems with the present approach are demonstrated through the concerns from staff at decentralised levels on the shift between severe budget constraints and a "spending-rush" towards the end of the year. Here it could be a good idea to decentralise further and define a set of percentage

levels open for reallocation at CO level. The NGO Framework rules, (§ 8), could provide inspiration to this work, which might reduce the need for involving MS Denmark in budget adjustments and thus promote efficiency.

Finally it would be appropriate to add that there are opportunities for improvements in the present financial management systems at the operational level in MS as detailed in the following sections and Annex to this report.

Recommendations:

> 1.1. MS with external input should outline and initiate a process of updating its financial management systems in a participatory manner.

2.   Awareness and knowledge on legal & contractual demands re. financial management.

MS benefits from having many experienced staff well versed with the legal and contractual demands of financial management. Manuals and procedures provide a lot of information on many relevant aspects to support the MS staff. So in general there is good knowledge about financial requirements at the various levels of the organisation.

The challenges are mostly in the areas undergoing change, where follow up does not seem to be swift on the legal and contractual matters related to financial management. Some of the challenges are in relation to partners where MS new partner concept necessitated a change in partners. This is still ongoing in Zambia and approaching completion in Kenya. Clearly this change has posed a lot of contractual and legal discussions between partners and the COs. Since this is a new area, the manuals were not of much help and the COs were to some extent left to solve the problems as best they could.

It seems likely that challenges in relation to partners will continue and even accelerate as the relationship between MS/CO and the partners become streamlined on a contractual basis. This does pose a crucial challenge to the COs, as some of them do not have expertise in all areas relevant. It would be advisable to support the COs more from HQ and to encourage good networking between COs and key staff at HQ for sharing experience, including on legal and financial aspects of financial management.

Part of the problem seems to be an inherent social concern in MS that supersedes or neutralises discussions on efficiency and effectiveness. The social concern is well understood in view of MS history and tradition. On the other hand social concerns are sometimes hampering effectiveness, which is often the case in relation to financial management. So there is a need for MS and CO to define the rate of social obligation that they are prepared to support and accept. This can be difficult but without a clear demarcation established in an operational formulation, the CO is likely to have problems in acting adequately on legal and contractual challenges.

Recommendations:

> 2.1. MS should define and formulate the level of social obligations and, based on this, develop adequate procedures and staff training in legal and contractual matters, including the financial management aspects.

3. The quality of concrete financial management processes:

<u>On managing partner support</u>, the visits to Zambia and Kenya proved that the quality of financial management in relation to partners in general is acceptable. The general impression is that many efforts are made to undertake good quality work in dealing with the financial management processes. At the same time it appears that the quality assurance aspect is hampered by the sheer amount of administrative work at CO level. It would be fair to add that the lack of good financial management skills at partner level seriously adds to the work of the CO.

It is important to note that with most partners likely to continue being weak in financial management, the quality of the CO's financial management processes in relation to partners needs to be upgraded. Continuous training and especially targeted training of partners will alleviate the problems but partner staff and Board Members will change, the level of support activities increase and there will be a need for ongoing and structured training. This implies that despite this improved and needed training, the problems are not likely to diminish and MS and the COs would benefit from accepting the challenge and finding ways to deal with it.

It seems that some of the work done in relation to partners, like the bulky work of maintaining two parallel partner accounts systems in Kenya, is really double work based on old systems and benefiting nobody. Such problems should have been identified and rectified long time ago. This signals a vacuum in the quality assurance at CO level but also at HQ level. The need for adequate and uniform systems and procedures, effectively supplemented by hot-line support and follow-up in cases of unfamiliar problems is evident. At present MS HQ does not adequately provide this type of service to its COs and the quality appears to suffer unnecessarily.

<u>Cost consciousness</u> is installed in MS and the staff works hard in many ways to maximise "value for money". In view of the reductions in funding, MS appears to become increasingly cost conscious. The CO in Kenya has initiated a promising action by persistently trying to reduce cost of all purchase, maintenance and others. The same CO is also working on specific projects based on other funds and this could be a way to share fixed cost, in addition to the programme related benefits. So there are options for reducing cost in MS beyond what has been achieved today. On the other hand, MS is a diversified and complex organisation so improvements in this area would require a more thorough and targeted approach from MS management.

<u>The external audit process</u> is an important part of the financial management processes in MS. Over the past two years, locally based internationally recognised external auditors have performed the external audit in the countries with COs. MS's overall Danish external auditor has coordinated the process. The local auditors' working base were TORs developed by the Danish auditor in collaboration with MS Denmark. After some teething problems in finding the right auditors and defining the TOR adequately, the latest external audit seems to have worked relatively well. In the two countries visited, Zambia and Kenya, the external auditors seemed quite well prepared and had acquired a good understanding of the CO-operations.

As detailed in the Annex, there were some problems in Kenya, where the external audit did not cover all aspects as would be expected. On the side of the CO, follow-up on audit

recommendations could be swifter. However, in general the external audit process seems to work well and should be continued and regularly refined on the basis of local experiences.

The system of local external audit has worked for two years and it is now up to MS to take advantage of this extra financial management instrument. Good local external audit will reduce some of the accountability work previously performed by others in MS. It would probably be beneficial to review the financial management processes and update the systems and procedures in this light.

It seems possible that such a review could open up for a different distribution of labour between CO and MS-Denmark.

Recommendations:

> 3.1. MS with external input should improve the quality of financial management processes between the CO and HQ.

> 3.2. MS should continue to fine-tune the external audit system.

> 3.3. MS and the CO should explore options for incorporating and benefiting more fully from the work performed by local external auditors.

4.   **The fulfilment of the requirements put forward by Danida:**

Danida praises MS for readily providing information and responding to questions and the general impression is clearly positive.

The evaluation finds that MS has met the requirements in terms of good financial management as put forward by Danida.

On the other hand, the Danida requirements are not very specific and leave some room for interpretation. Three examples of such areas apparently open for discussions are:

> -   MS has not reported to Danida on misappropriation of some project funds at partner level in Zambia. (Efforts were made to recover the funds);
> -   Unclear guidelines on staff loans and a case of a relatively high local staff loan in Kenya. (The loan has been repaid but not mentioned by the external auditor);
> -   Use of project funds to pay an administrative penalty to the Government of Zambia. (This was explicitly mentioned in the external auditors' reports.)

The above examples illustrate the need for a discussion between Danida and MS in order to prevent uncertainty with regard to financial management requirements and the obligations underlying the utilisation of Danida funds.

According to current practice, MS reports to Danida by presenting its Annual Report and Annual Accounts, with the external Auditor's Statements reported separately. Further to the annual reporting, meetings are held twice a year by a joint working group with representatives from both MS and Danida. The discussions in the working group appear to be found

beneficial by both parties. At the same time the interest from MS seems to be more on the policy level dialogue, where Danida would be in favour of a more structured reporting being included in the dialogue.

So far, the discussion in the working group has focused primarily on MSiS activities. It is worthwhile considering whether in future the discussion should also involve MS' administration of separate project grants, such as Rio +10 Project, Renovation and Shipment Grant; in other words, all Danida funded activities.

It would probably be advantageous for both Danida and MS to be more specific on the requirements and reporting. Danida would then have a better frame of reference, with annual reporting covering all aspects of MS and with clear reporting obligations in case of anomalies. The annual reporting could every other year include dialogue on thematic areas and every other year on the budget frame, as is done with other large NGOs. To MS the advantage would similarly include explicit obligations that would go into MS manuals and thus avoid uncertainty and at the same time, the full annual reporting would allow MS to present a better overview.

Further to the above, Danida holds considerable financial management expertise in relation to NGOs and MS could probably benefit from also discussing its practical financial management challenges with Danida.

Recommendations:

   4.1. MS and Danida should enter into a dialogue on financial management and specify mutual obligations and requirements;

   4.2. MS should annually produce a comprehensive report, preferably covering the total picture of all MS activities, regardless of type of activity and funding source.

5.   Comparison with financial management requirements on Framework holding NGOs:

According to the TOR, one aspect of this evaluation is to compare the financial requirements expected from MS with the financial requirements imposed on the NGOs that hold Framework agreements with Danida.

The comparison of financial management requirements should take its point of departure from the overall conclusion that MS meets the present financial requirements of Danida, as per above section 4. However, the present MS requirements do not include the normal Framework Requirements that are applied by Danida in their cooperation with other of the larger Danish NGOs. In general the financial management requirements from Danida to MS are more implicit than the financial management requirements for the Framework NGOs. There are good historic reasons for this, as the long cooperation between MS and Danida is built on mutual trust and regular meetings. Another aspect of comparing MS with other organisations is that MS has a set of obligations that are different from other NGOs, like the DWs, its public service function in development education and its role as a network facilitator among Danish NGOs.

The Framework NGOs have a more structured and explicit set of requirements to relate to in meeting the financial management requirements. These are detailed in the guidelines from Danida, ("Administrative retningslinier for danske NGO'er med flerårig rammeaftale med Udenrigsministeriet, Bind 2").

However, if so required, the MS will no doubt be able to perform its operations within the financial management requirements governing Danida's Framework Agreements with NGOs .The recommendations suggested in this report will assist MS to move towards the Framework Requirements, if found beneficial. This includes updating manuals as recommended and giving the Framework Requirements a more prominent place; including adjusting reporting requirements; expanding the dialogue between MS and Danida; reducing administrative costs to 10% of personnel support and 7% of other support; specifying reallocation percentages at different levels and strengthening the procedures regarding anomalies in line with the Framework.

The reporting structure would have to be adjusted and MS would then annually produce a comprehensive report detailing *all* its operations. This would at the same time enable Danida to have a more thorough and systematic discussion with MS on an annual basis. The annual dialogue based on a comprehensive report would supplement the present meeting schedule between MS and Danida. In terms of good financial management, proper reporting should always include all aspects of resource utilisation to provide the relevant reader/managers with an overview reflecting facts, - regardless of the mode of funding.

At the same time it should be noted that a comprehensive and activity based reporting of all MS activities is likely to present MS in a favourable light. MS is at present undertaking activities related to development work abroad without including it adequately in the MS reporting. One example of this is mentioned in the Annex, par. 4.

It is suggested that if the recommendations proposed in this report are adopted, MS should have no serious problems in meeting the Framework Requirements with regard to financial management systems and procedures, except possibly with some considerations and adjustments in relation to the administrative cost percentage.

As for the Administration cost, the MS would have to streamline its operations to identify in detail the cost included and clearly separate the costs related to project work. The MS has in reality started this exercise in trying to separate project related cost from what was previously broadly labelled as administration cost but more would need to be done if the Framework limitations are to be considered.

The Framework Requirement for administrative costs (being refunded at a maximum 7% of project support and 10% of personnel support) is below what MS accounts show at present. External audit costs are refunded in addition to the administrative percentage. On the other hand it is evident that a thorough delineation of types of cost in MS's accounting system would be required before a fair comparison can be made. The percentage for administrative refund would also have to take into consideration MS's special obligations with regard to public information and advocacy work abroad and in Denmark, ("det mellem-folkelige"). In relation to the percentage, this could probably be done in a practical manner by budgeting this aspect as a "project" in relation to the Framework terminology.

<u>However, a major change for MS</u> will be the need to specify the staff resources utilised for project purpose in cases where MS staff have both project and administration related tasks. As detailed in § 8, the refund will require introduction of a time-registration system in MS and a set of rules for defining overhead cost.

<u>Some of the adjustments</u> in procedures do not involve additional cost, like improving the reporting, defining and formulating a set of percentage rules on budget reallocations between Danida and MS and to strengthen the reporting on anomalies. Other adjustments recommended like the introduction of a controller function, (see recommendation 8.2.), do involve additional cost but should be done by MS anyway. On the other hand there are likely to be areas where MS could streamline its administrative procedures and set-up and reduce its administrative cost. This would have to be done whilst having MS's partnership approach in mind and possible adjustments should be well planned.

<u>The reporting of anomalies</u> would need to be explicitly in line with the Framework Requirements as specified in § 10. This involves swift and detailed reporting from MS in collaboration with the external auditor of each case to Danida. The relevant MS procedures and manuals should be adjusted accordingly.

Recommendations:

> 5.1. MS and Danida should dialogue thoroughly on the pros and cons of using the present system and of using aspects from the Framework approach. A participatory approach on this issue will benefit both parties, as any process of change needs understanding of all aspects and appreciation and involvement from those to implement changes in financial management.

6.   Stakeholders' perceptions:

The perceptions are mainly collected from interviews with relevant staff in Danida, MS, external auditors and from consultants visiting MS-partners and DWs in Zambia and Kenya.

The <u>Danida</u> staff interviewed in general describes the financial management in MS positively. The MS holds a long tradition of keeping its financial management systems and procedures in good order and its staff is well versed in the financial and administrative procedures in MS.

In general Danida views the financial management systems in MS as being sufficient but very much based on "the same procedure as last year". That is to say that the present systems and procedures are to a large extent based on in-house experience. The organisation is considered relatively weak in terms of up-dating financial management on the basis of experience gained in other organisations working internationally

The MS is seen as lacking a proactive controller function that could ensure an ongoing improvement of the financial management aspects. Another concern is on the use of DWs in relation to the capacity of the partners. The concern is whether the weaker partners really will be able to benefit adequately in relation to the cost of the DW input. Here MS could probably benefit from introducing financial management tools to supplement their prioritisation of DWs at the various partners opting for a DW.

MS has a good track record of financial management and of good networking with NGOs and other in the civic society. This is utilised in Kenya, where the Danish Embassy since 2001 has worked closely with the CO in supporting civil society organisations. The administrative set-up, staffing and network of MS is thus utilised by Danida. The related cost are refunded from the project, - that is, outside the regular Danida funds to MS.

Many partners appear to find the CO rather strict on financial management, especially the old partners and the weaker amongst the new partners. In general, the partners find it difficult to adhere to accountability demands that are unfamiliar in many developing countries. At the same time many partners tend to acknowledge the positive aspects of strict financial management as it contributes to the partners' own sustainability. Therefore the partners' interest and demands for training in relevant aspects of good financial management were high and the CO efforts to meet this need were in general appreciated.

Some of the procedures in MS/CO tend to frustrate partners and many complain over problems they basically find unnecessary. A major problem concerns the financial reporting of utilised support funds by mid November, which seriously hampers activities up to mid January. Another complaint is on the accounts set-up, which the partners see more as pleasing MS structures than providing meaningful information at partner level.

The partners appreciate the current practice of having officers from the CO involved in improving financial management capacity in the partner organisation as compared to the previous involvement of the DWs. With many partners being rather weak, the DWs will need to have some knowledge of financial management, at least at basic level, but the control function should not rest with the DWs.

Some of the DWs questioned the need for the established practice of "nursing" the DWs. With today's market economy working much more effectively in the countries visited, some DWs called for more freedom for the individual DW to organise housing etc. Other DWs found the present mode of service or assistance from the CO adequate.

The above has some importance in relation to financial management, as the CO tends to be over-burdened with administrative obligations towards the DWs. It seems to be a good idea to test other ways of organising the service towards the DW and thus reducing the administrative workload on the CO.

The external auditors interviewed in Zambia, Kenya and Denmark, all find the financial management in MS and the CO generally positive and adequate for an organisation of this type and size. The information required is always forthcoming and recommendations are discussed openly. The staff working with financial management issues is found professionally strong and extremely loyal to their work and the organisation, all of which will enhance financial management and accountability in the MS.

The practice of rotating experienced financial management staff is found to over-stretch the institutional memory in MS.

Other aspects raised by some stakeholders in relation to financial management are on:
  a. The vulnerability of MS having Danida as the only significant source of funding;
  b. The regular financial losses of the MS shop in Copenhagen;

    c. The 'culture of meetings' within the MS system is very challenging, especially in periods of heavy workloads and extensive meetings.

    d. Financial management planning should be improved in order to reduce the "spending rush" towards the end of the year.

    e. A lot of improvements in financial management have been made over recent years.

    f. Financial accountability is an uphill struggle in many developing countries but MS and the COs are making a commendable effort.

    g. The cost reduction exercise has had a positive side effect in contributing to increased efficiency and a more focused working approach.

The overriding impression of stakeholders' perception on MS's financial management systems and practice was positive but also with some room for improvements.

Recommendations:

    6.1. MS should consider the views and perceptions brought forward and initiate actions where required.

7. Cooperation with partners:

MS partnership approach is in general praised as the focus is on the partners' capacity and on building sustainability. This includes financial sustainability and good financial management systems at partner level, recognised as essential by MS. The partnership approach and the other key MS policies on support have lead to a change of partners in many countries. Supporting partnerships are considered to be part of a capacity building plan lasting a specific number of years, which in itself underlines the need for good financial planning and efficiency in resource utilisation.

The general impression is that MS through the COs cooperate well with the partners and responds to *partners'* needs. This is demonstrated by the fact that a DW was withdrawn at the request of the partner. Another example supporting focus on partner needs is that the COs leave it open for partners to get supplementary assistance from other organisations. This is considered positive although most partners would have liked more support from MS, especially regarding transport.

The financial management systems and procedures of the CO, on the other hand, are not seen as really reflecting all of the good intentions within partner cooperation mentioned above. As detailed in the annex, the partners find some of the financial procedures of the COs cumbersome to work with, like closing of the financial year in relation to partners from mid November. (For the partners to be in time for the closure of the CO annual accounts in December.) In some cases partners either do not understand or pretend not to understand specific procedures, like the chart of accounts definitions, which govern the financial reporting from partners to MS.

More can be done to make the partner cooperation easier. This could for instance involve other ways to close the financial year and by combining MS reporting needs better with the partners' needs for financial management information. Here the COs would assess the information needs from the point of view of the partner and then take the COs' requirements into consideration. At present this rather seems to work the other way around. The reporting

has to be relevant for performance and achievements of the partner's goals. It seems that some of the practices used by the COs are more based on procedures and needs from former times.

<u>Financial Manuals</u> for partners are needed, as mentioned by the local external auditors. MS should assist the partners in developing relevant and simple manuals based on a set of minimum requirements, including a transparent funds flow. This type of minimum standard manuals can then be expanded by the partners as needed but not reduced. The partner manual should take into account the common partner needs and the possibility of obtaining funding from various sources as well as income generating activities. Also at the CO level there is a need to update the financial management aspects of their office manuals, including partner related procedures and activities.

<u>Communication with partners</u> of very different capacity and background is of course a big challenge to the CO. Much effort has been made to formulate quarterly statements of support and balances from the CO to each partner. In fact the CO in Kenya went out of their way to establish parallel systems for this purpose, as detailed in the Annex. However, as long as most of the partners are not really able to reconcile the statements, the procedures are just not good enough. Therefore the COs need to readdress forms and presentations to partners and define Navision based statements and reports that are relevant and readable to the partners. Probably external assistance will be needed to accomplish this task.

Recommendations:

7.1 MS should dialogue with Danida on practical ways to overcome the problems of closing the MS partners' financial year by mid-November.

7.2 MS in collaboration with COs and with input from partners and external consultants should define modes for improved partner communication, including adequate quarterly partner statements.

7.3 MS in collaboration with COs and with input from partners and external auditors should develop a minimum set of financial management requirements that are easily workable for partners.

8. Capacity to support and supervise partners:

The general impression is that MS has the capacity to support and supervise partners but more needs to be done. At the same time many partners seem to feel that the supervision from the COs is too strict in view of all the practical problems at partner level.

The capacity is composed of the CO staff in general and more specifically the CO Project Accountant plus, in Kenya, the Financial Adviser. This is expressed through financial follow up and supervision plus, at less frequent intervals, the investigations performed by the external auditor. The capacity building support to partners on financial management issues are supplemented by intensive training of partners, often performed by external training institutions and CO staff in combination. This implies that the capacity at CO level is not sufficient to meet the needs for imparting better financial management skills to partners.

<u>The diversity of the partners</u> working with MS in the two countries visited poses a challenge to the financial management of MS at CO level. The partners have very diverse financial management capacity, with many of them requiring strong support and follow up starting from a rather basic level. There are many reasons for this situation, e.g. the partners are working in rural areas with limited access to skilled staff, limited funds for salaries, meagre office facilities and little tradition for the type of accountability required in the cooperation with MS.

Part of the above mentioned problem is illustrated by the fact that many partners have problems in reconciling their accounts with the CO. This in turn puts pressure on the CO for double-checking their partner accounts. Normal business relations include a general acceptance of each of the business partners controlling the financial aspects of their business collaboration, - in their own self-interest. However, the partners of MS tend to dodge from their part of the internal control and leave the responsibility to MS. This problem is recognised by MS, the CO and the external auditors but the problem is likely to remain and will therefore require constant training and capacity building of the partners' key staff and Board of Directors.

Basic accounting skills seem to have been imparted to most partners and backstopping from the CO contributes to maintaining the skills acquired. With a relatively high staff turnover and, to a lesser degree, a turnover in the partners' Board of Directors, training will have to be replicated regularly. At the same time there is a clear need to broaden and deepen the understanding of financial management practices beyond the thin layer of the partners' leaderships. Another way to support this process of strengthening accountability in partner organisations would be to encourage partners to take on local professional external auditors.

<u>The task of capacity building in partner organisations</u> is tremendous and the COs are doing a commendable job. However, the COs will also have to remember to upgrade their internal capacity and have relevant staff trained and up-dated continuously. Another aspect of CO capacity concerns the issue of partners who have been successful and accumulated funds. These partners are still few but hopefully the trend of successful partners will expand over time and the COs should be prepared to better address their particular needs before the end of the partnership period. As it is now, the COs' capacity appear more geared towards problems related to weak partner organisations.

<u>The capacity of the COs</u> becomes crucial in view of MS overall focus on partners and their need for support and supervision. The demand for COs to support and supervise seems likely to increase as the number of partners increase and replacement of partnerships starts. Part of the capacity building with regard to financial management issues could probably be done by the DWs. However, most of the DWs will need to be trained and moreover, most of them will be hesitant to approach financial management except where it is an integral part of their job description as requested by the partner. This leaves the bulk of capacity building support and supervision work with the COs.

<u>The limited resources</u> and the search for cost reductions in MS make it difficult to propose more input to the COs to beef up their capacity to assist the partners on financial management issues. On the other hand it should be noted that the role of the COs is changing rapidly due to the partnership concept and this has a big impact on financial management capacity.

<u>One option</u> could be to shift more CO capacity towards addressing the partners' needs and in particular regarding financial management. With most, but not all, COs burdened with a lot of work, it would seem appropriate to look at the types of work done at the COs. Much of this work is related to the degree of nursing or servicing of the DWs, some of whom do not appreciate it. Other aspects of the work seem to be administrative and could possibly be reduced by updating procedures, - as was the case in Kenya where a lengthy separate partner statement system has been practised for years.
(It should be emphasised that the options sketched above and below will need to be thoroughly discussed to clarify all financial and non-financial implications before any decisions are implemented.)

<u>Other options</u> could be to further the "localisation" process at the CO level. Some of the COs could maybe have a local administrator supported by a regionally based Danish administrator dealing with 1, 2 or 3 countries. The same applies to the coordinator position where the coordinator for some of the COs in this way could be reduced to one regionally based Danish posting. The local conditions, the level of qualified local staff and the complexity of problems in the country would require a cautious approach but probably not rule out the option.

The external auditors have taken over some of the accountability work and with more input to train and capacitate partners, possibly DWs taking on more of the administrative work related to their stay, CO resources could be released for partner support, - without necessarily increasing the CO cost.

The capacity for MS Denmark to support the COs in their work with the partners is mainly at policy level. In relation to financial management a lot of support could be provided by initiating a streamlining of task and procedures, training the CO staff and improving manuals. The support and supervision could be strengthened considerably by introducing a proactive controller based in Copenhagen with frequent visits to the COs. The Controller should refer directly to the Director of Administration, visit each CO at least twice a year and advice on all aspects of financial management in MS.

Recommendations:

8.1 MS should investigate further the options for increasing the CO capacity in support to partners, especially on financial management aspects.

8.2 MS should employ a proactive controller to improve financial management.

9.   Capacity to react in case of suspected anomalies:

MS is working hard to minimise the number of anomalies and no doubt their extensive partner training in good financial management has had a positive impact. Also the use of external auditors contributes to the capacity to react on anomalies.

However, the procedure on how to react on anomalies is a bit unclear and is probably based on older versions. As an example, the Country Office Manual, Par. 6.3. does not mention misappropriation or loss of funds at partner level. In fact, neither the partners nor the external auditor of the CO are considered. The present procedure for the COs is to always inform MS Denmark, who will then evaluate whether or not Danida needs to be informed.

The Consultant was not able to verify that MS Denmark really is informed as a matter of routine. Rather, the reaction seems to a large extent left to the COs, who should try in the most efficient manner to recover any misappropriations and to stop further transfers to the concerned partner until the situation is rectified. The COs' actions taken to recover the funds are commendable, however, they are still not based on clear procedures but rather based on handed-down experience and documents from previous cases.

Part of the problem of not having precise and uniform policy and procedures on anomalies is that Danida is not systematically informed of such cases. An example of this was mentioned in Para 4 where Danida was not informed of anomalies at partner level in Zambia. Another example was also mentioned, concerning the uncertainty of procedures when Danida funds were used to pay for tax penalties to the Government of Zambia. Procedures on anomalies should clarify steps to be taken in such cases and whether other MS funds than Danida support funds should be used.

The MS manuals need to be updated in relation to the above and further to this, the manuals need to be sharpened. MS has in fact made efforts to update some manuals and involved the external auditor and improvements have been made. On the other hand some of the formulations in other manuals have not been updated and seem to have been worded in order to "explain" procedures.   Rules and regulations that need to be specific thus become too loose. An example of this is the unclear procedures on advances and loans to local staff. This example was mentioned in the above Para 4 and involved a local staff member obtaining an extraordinary short-term loan of approx. DKK 107,000.

Somehow MS has for many years benefited from having a core group of rotating administrators and this has probably enhanced uniformity in procedures. The system has been discontinued and this tends to increase the need for uniform and precise manuals and procedures on anomalies.

A summary conclusion of the above makes it evident that a proactive controller function in MS will strengthen the capacity to respond to anomalies, - as well as improving financial management systems in general. (Recommendation found in Section 8.)

Recommendations:

> 9.1.MS and Danida should specify procedures on anomalies.

> 9.2.MS should update its manuals and procedures on anomalies and staff loans. The result should be communicated to all relevant staff in MS and COs.

Ministry of Foreign Affairs

Former Development Workers - Contribution to Intercultural Cooperation and to the Resource Base on Development Cooperation

Supplementary Study to Evaluation of MS, 2003

Draft May 2003

The Ministry of Foreign Affairs

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Table of Appendices

1 Introduction

This study constitutes a part of the evaluation of the Danish Association for International Cooperation (MS). The study has been carried out by COWI A/S as a response to a request from the Chr. Michelsen Institute (CMI), Bergen. Ms. Caroline Hartoft-Nielsen has been responsible for conducting the study and Ms. Britha Mikkelsen for the quality assurance of the study.

1.1 Scope of the study

The scope of the study is to establish how and to what extent former DWs promote intercultural cooperation in order to learn lessons that may be of use to MS' future work towards its twin objectives, poverty reduction and **cultural exchange -** in this study mainly referred to as **intercultural cooperation -** to which former DWs contribute. In addition, the study aims to establish whether the posting of DWs through the MSiS programme contributes to the creation of a **human resource base** in Denmark within the development assistance sector[1].

The potential role of former DWs in promoting intercultural cooperation - as resources constituting a connecting tie between MS and MS partner organisations abroad, possessing a unique insight into the local context of their posting, securing the mutuality aspect of the partnership approach, etc. - is widely recognised by MS; in fact, the involvement of former DWs in information work is expected by MS and constitutes part of the DW contract. However, the actual level of engagement and performance of former DWs in promoting intercultural cooperation is subject to uncertainty. The same is the case with the contributions of former DWs to the creation of a Danish resource base within the development assistance sector. Even though it can be expected that the working experience as a DW may lead to career changes for some former DWs, the degree to which this actually happens is uncertain.

The uncertainty is among other things related to the fact that it is a long time since these issues have been subject to any comprehensive analysis or study. The last study of its kind was carried out more than 20 years ago by Anne Grunnet titled, "*Hjemvendtes deltagelse i oplysningsarbejdet*", (Grunnet, 1981).

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[1] The terms "cultural exchange", "intercultural cooperation" and "human resource base" will be defined in Chapter 1.2 Methodology.

Based on the results of a sample survey of returned DWs, the present study has tried to uncover how and to what extent former DWs promote intercultural co-operation - whether in an MS or a non-MS context, whether in voluntary or in paid work, and whether it takes place in Denmark or abroad. Measured mainly as career change, the study also attempts to establish whether the posting of DWs actually has contributed to the creation of a Danish resource base within the development assistance sector.

Since the focus for the present study and that of Anne Grunnet are overlapping, it seems natural to make comparisons when this is possible. However, essential differences in the sample material and the methodologies of the two surveys put restrictions on comparisons. The most outstanding difference is the fact that Anne Grunnet retrieved her sample material among 600 out of 1800 former DWs - namely those 600 who were registered at the post office's list of persons receiving the MS publication, "*Frivillig*". These 600 must be assumed to be more active than the remaining 1200 former DWs who chose not to maintain that contact or connection to MS. In other words, Anne Grunnet's survey results are based on information from a selection of former DWs who are biased towards being the most active former DWs, whereas the present survey includes all DWs returning from their postings within the selected three years, 1995, 1999 and 2002, irrespective of their relation with MS. In the text below, Anne Grunnet's survey will be referred to as the 1981-study.

In the following section, the methodology, activities and the output of the study are explained.

Chapter 2 provides a respondent profile. The profile contains information about the personal characteristics of the former DWs (sex, age, education, civil status, etc.), the respondents' experience with their postings as DWs and how the postings have influenced different aspects of their daily lives, and the former DWs' personal development as a consequence of their postings.

Chapter 3 looks at the former DWs' involvement in carrying out information work, other development activities, activities in developing countries and in MS organisational work in order to learn lessons for MS' future work towards **intercultural cooperation -** to which former DWs contribute.

Chapter 4 aims to establish whether the posting of DWs through the MSiS programme contributes to the creation of a **human resource base** in Denmark within the development assistance sector.

Chapter 5 presents the former DWs experience with and assessment of MS' support to former DWs in carrying out intercultural cooperation. The study looks at how former DWs are received by MS after completion of their contract period and to what extent the former DWs receive financial or other support from MS in carrying out development activities.

1.2   Methodology

The study of returned DWs has been undertaken in three steps in an iterative process. The first step consisted of collecting and reviewing documents, articles, and other written information concerning MS (Annex I provides a list of documents reviewed). Step one also included semi-structured interviews with MS staff in Denmark, mainly staff from the international, information and administrative departments of MS (Annex II provides a list of persons interviewed). These preparatory activities proved to be an important contribution towards the identification of key issues for the questionnaire survey and as background knowledge for the analysis of the questionnaire results. The second step was the preparation and administration of the questionnaire survey with a sample of former DWs. The questionnaire was developed on the basis of the insights and knowledge derived from the document review and the interviews in the first part of the study as well as from thorough discussions with MS staff and others familiar with MS' programme. The third step was to synthesise the findings and conclusions of the previous analysis.

In the following, the methodology for conducting the questionnaire survey will be outlined in detail.

1.2.1   Questionnaire survey

Choice of method

The decision to undertake a questionnaire survey of returned DWs is a compromise between several factors:

- A wish to obtain a broad and representative picture of former DWs' involvement in intercultural cooperation and in development issues in general and ideas about MS' role in promoting the interest of former DWs in these issues; secondly, of the extent to which MS' personnel programme contributes to the creation of a Danish resource base within the development assistance sector;

- To get a quantitative account of former DWs engagement in promoting intercultural cooperation.

- Limited time and resources; and related to this,

- The fact that the study is not an independent study but constitutes a small part of an overall Evaluation of MS.

Although the advantage of a quantitative survey is that it allows for a broader scope in terms of a larger sample - and hence makes results more representative - this is often achieved at the expense of the depth of the understanding obtained. This is also the case in this survey.

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The relatively large number of DWs covered by the survey (see below) required simple, concrete and quantifiable questions in order to ensure unambiguous and easily interpretable answers. The number of qualitative questions has been limited as they demand greater interpretative work. In order to ensure an acceptable response rate, the scope of the survey also had to be limited. The outcome of the survey is hence, to a large extent limited to establishing whether the former DWs are engaged in this and that activity rather than establishing the content of their activities.

Development of the questionnaire

The questionnaire was developed on the basis of an introductory meeting with the Head of International Department, the Director of the Selection Division, International Department and a Recruitment and Placement Officer both from MS' International Department. Additional meetings with the Director of the Selection Division, the Recruitment and Placement Officer as well as with other MS staff from the International Department and the Department of Information were held in order to get an impression of MS' work. MS has been very helpful in providing written information about MS and a valuable sparing partner in the development of the questionnaires.

Sample selection criteria, response rate and non-respondent profile

The questionnaire survey covers three sample years; i.e. all former DWs returning to Denmark in the years 1995, 1999 and 2002. With the three selected years the study seeks to cover a representative segment of DWs and makes it possible to get an idea of the development over time in the activity level of former DWs. The three sample years capture the fresh memory of newly returned DWs and present MS procedures by including 2002 returnees, while at the same time, the durability of the impact of the DW posting on the former DWs' involvement in development activities by including returnees from 1995 and 1999. In addition, 1995 was selected as a sample year in order to be able to assess the extent to which a resource base has been created in Denmark, the 'reverse culture shock' of returning to Denmark, the possible practical difficulties of resettling and finding a job, and the present relation with MS. 1999 was decided on as a mid-term comparative year.

A three year sample period covering a total of 258 former DWs, according to MS' statistics, was deemed feasible within the budget and timeframe of the study.

MS has assisted with contact details on the former DWs. Of the total 258 former DWs who returned in 1995, 1999 and 2002 contact details on 25 former DWs were missing from or not updated in MS' database, resulting in a survey material of 233 former DWs. The questionnaires were distributed by e-mail or

ordinary mail. After 3 follow-up e-mails/letters, the survey was closed with a response rate at 69%[2], i.e. 161 respondents.

This response rate is satisfactory. Looking at the former DWs who have not answered a questionnaire compared to those who have in terms of gender, return year, and age, no particular differences appear - except from the fact that an estimated 20% of the non-respondents do not reside in Denmark compared to only 14% among the respondents, and the fact that a higher percentage of all men (41% of all men) than women (34% of all women) have not answered the questionnaire.

Compared with the 1981 study, which had a response rate of 80%, a response rate on 69% is low, though. The difference may, be due to the fact that the 1981 survey is based on information from former DWs subscribing to the MS publication "*Frivillig*", who must be considered among the most active former DWs. Subsequently, as the former DWs included in the 1981 survey were all registered in the post-office register the number of mis-directions was probably minimised.

Processing the questionnaire results, developing statistics and findings.

For the processing of the questionnaire, a software programme, Ultimate Survey, has been applied. The programme is Internet-based and converts and processes the data into Excel-spreadsheets from which statistics can be developed and retrieved.

The survey uncovers a number of issues that all contribute to the assessment of the two main questions posed, viz. how former DWs promote intercultural cooperation and of whether the former DWs contribute to the creation of a resource base on development cooperation. In addition, the sample material allows for an assessment of the former DWs assessment of MS' management of former DWs.

In broad outline the issues are:

- Personal information, placement and contacts in the partner country

- Former DWs involvement in development activities before and during their postings as DWs

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[2] Three of the former DWs who have been sent out with MS more than one time, refer to a different return year than the selected three years embraced by this study. Since it only involves three questionnaires, the 3 respondents have been included in the year group they originally were selected for. In addition, one former DW returning in 1994 has completed a questionnaire as she received one to forward to a former DW embraced by the study. Since she has taken the trouble to complete the questionnaire, her response has been included under year group 1995 on equal terms with the other questionnaires.

- Personal development of the DWs as a consequence of their postings as DWs

- The former DWs' involvement in development activities - hereunder information work, other development activities such as political work, new activities in developing countries and MS organisational work

- The former DWs' perception of MS' reception of newly returned DWs.

Annex I contains the questionnaire.

1.3   Limitations of the study

There are certain limitations to the study. These are:

- **Contradictions in the respondents' answers:**
  E.g. when asked if they have carried out information work after their postings, 81% of the former DWs indicate that they have carried out information work. However, asked more specifically through which channels they have carried out information work, 93% indicate a channel - and hence implicitly that they have carried out information work.

- **Unequal standards of comparison:**
  E.g.: Difficulties in comparing level of activity in terms of year of return. Former DWs returning in 2002 have only just returned and therefore have not had much time to engage in such activities. They appear less active compared to the other two return years - but are potentially active former DWs in the near future.
  E.g.: Difficulties in comparing statements about the Welcome Home Weekends/Meetings practiced by MS over time, as the concept has changed both in terms of content and duration.

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2 Profile of the former Development Workers

2.1 Personal background information

2.1.1 Year of return and contract type

The questionnaire was sent to a total of 258 former DWs covering all former DWs returning in 1995, 1999 and 2002. Of the 258 former DWs, 115 returned in 1995, 59 in 1999 and 84 in 2002.

161 former DWs have answered the questionnaire[3]. Of these, 43% returned in 1995, 22% in 1999 and 35% in 2002. The response rate is virtually evenly distributed between the three return years, although slightly higher for 1995. For 1999 and 2002 the response rates are 67%; for 1995 the rate is 71%[4].

The vast majority of the respondents to this survey had long term contracts (2-3 years contracts) with MS. Short term contracts (a few weeks to a few months) constituted 11% of all contracts, although the percentage of short-term contracts of all contracts increases in the course of time. Of the 161 contracts included in this survey, short term contracts constituted 7% in 1995; in 1999 the percentage had risen to 11%, and in 2002, the short term contracts made up 16%.

In terms of contract type and return year, the respondents are distributed as illustrated in the figure below:

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[3] In the following, when using the term "former DWs" or the "respondents" reference is made to the 161 former DWs who have answered the questionnaire.

[4] The 25 former DWs who for sure have not been reached e.g. due to missing contact details, have not been included in calculating the response rate (cf. methodology).
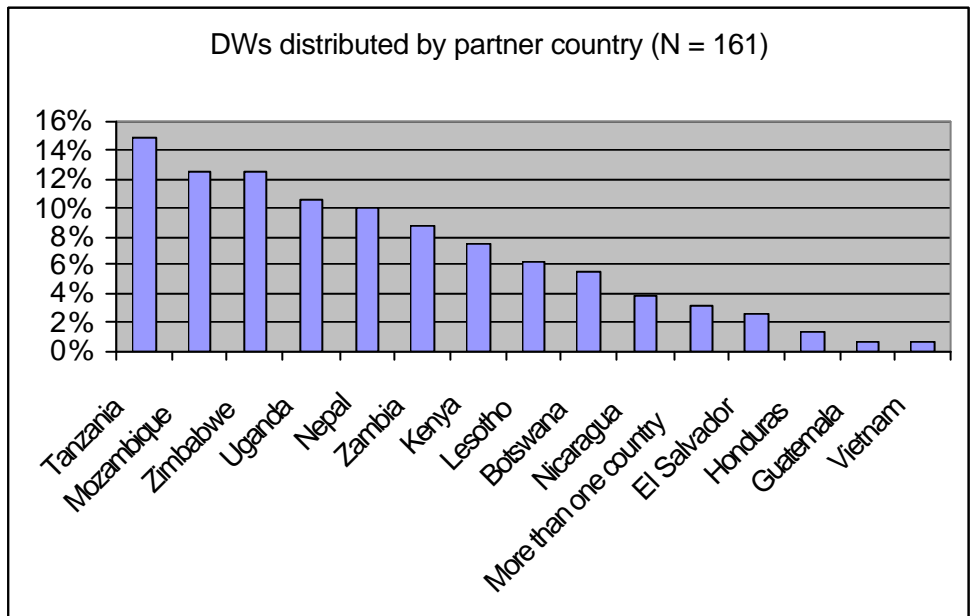
Former DWs distributed by year of return and contract type (N = 161)
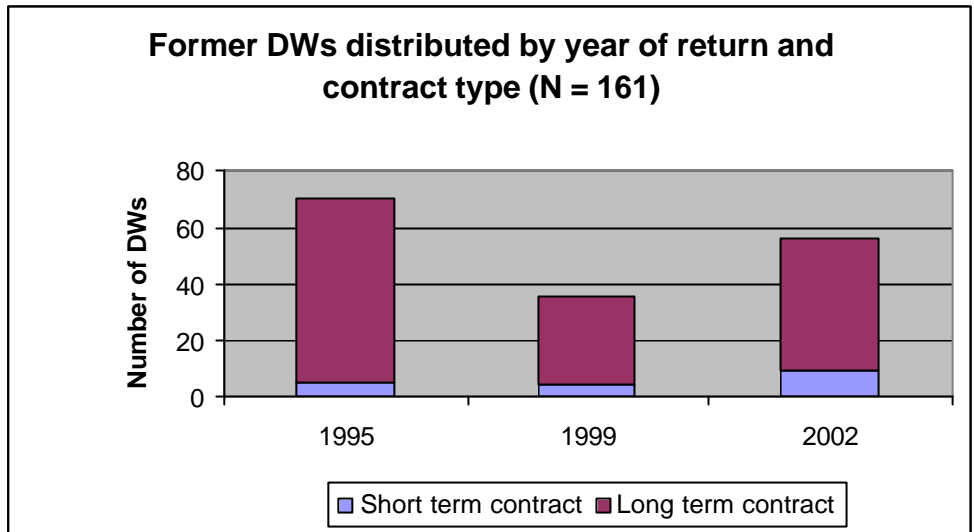
Men take up 56% of the short term contracts, and 45% of the long term contracts.

2.1.2 Partner country and placement

In terms of geography, the DWs are posted as follows:

DWs distributed by partner country (N = 161)

The majority (almost 80%) of the respondents were posted in MS' partner countries in Africa: Tanzania (15%), Mozambique (12%), Zimbabwe (12%), and Uganda (11 %) taking up 50% of total postings and other African countries accounting for an additional 20%. In Asia, Nepal also constituted a rather big partner country in terms of number of postings, accounting for 10% of all the

respondents. Latin American countries account for 6%, Vietnam 1% and a small number of DWs have been posted in more than one country[5].

In the partner countries, most of the DWs (42%) are placed in smaller towns (between 20.000 and 100.000 inhabitants), ¼ are placed in capitals/big cities (more than 100.000 inhabitants) and ¼ in small provincial towns (less than 20.000 inhabitants). A small number of DWs are posted in more than one type of placement during their posting.

2.1.3   Gender, age and civil status

Of the 161 former DWs who have answered the questionnaire, 53% are women and 47% are men. This share compares with the share of men and women in the total number of DWs returning from their postings in the three years covered by this study.

In terms of age, the bulk of former DWs were between 31 and 55 years old by year of return - the largest group being between 31 and 35 years old.
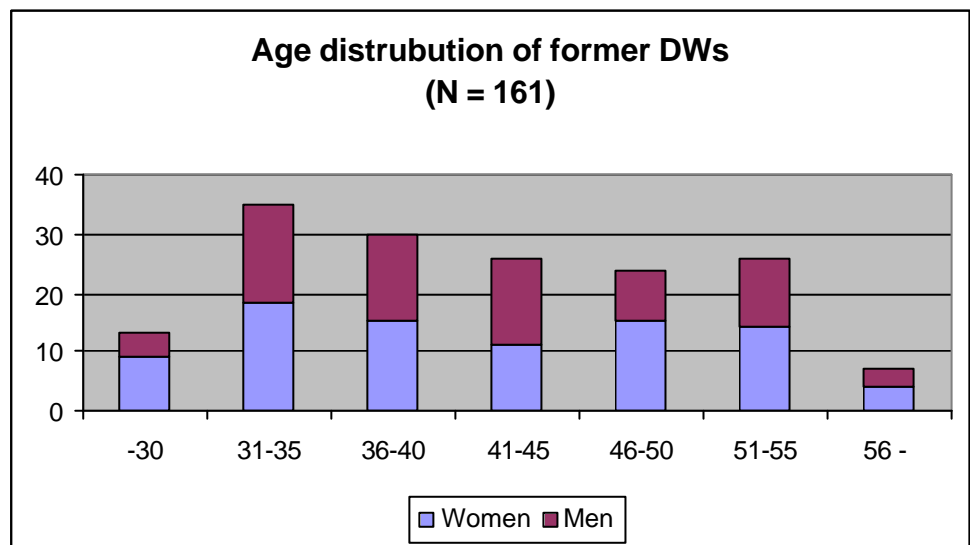
In terms of age, the male group falls within a more narrow age spectrum than the women. The majority of the men (63%) are posted as DWs when they are between 31 and 45 years old whereas only half of the women fall within this age bracket. The women are more evenly dispersed over a broader spectrum: 31 to 55 years and are also more strongly represented among the youngest and oldest DWs.

In spite of different distribution of men and women on age groups, the average age is 42 years for both women and men. The average age at return is the same for 1995 and 1999: 41 years and 42 years for 2002.

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[5] As of April 2003, MS' partner countries were Central America, Kenya, Lesotho, Mozambique, Nepal, Tanzania, Uganda, Zambia and Zimbabwe.

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In terms of civil status, 38% of the respondents were single by the time of their postings. Of all the respondents, more women (44%) than men (31%) were single, and more single women than single men had children - 13% compared with 7%. Of all the respondents, more men (51%) than women (41%) had children.

A considerable number of the DWs who were single during their postings are now in permanent relationships. Only two of the former DWs who were in relationships during their postings are single today. Likewise, the number of permanent relationships with children has increased in the period after their postings as DWs, while the number of permanent relationships without children has decreased.

2.1.4   Education and profession

With regard to education and profession, the former development workers can be categorised within the following educational or professional groups:

- Health workers: includes nurses, laboratory workers, etc. but not academics, such as doctors and dentists

- Social workers: includes social workers, pedagogues, etc.

- Farmers: includes farmers, foresters, gardeners, etc.

- Academics: includes persons with an advanced university degree or a degree from an institution of higher education, equivalent to an MSc or more.

- Bachelors: Basic university degree or other short term diploma/certificate (e.g. Graduate diploma in Economics)

- Other categories included in the table below are self-explanatory

The respondents are distributed according to education and gender as follows:

The distribution of former DWs by education and gender at the time of their posting (N = 161)
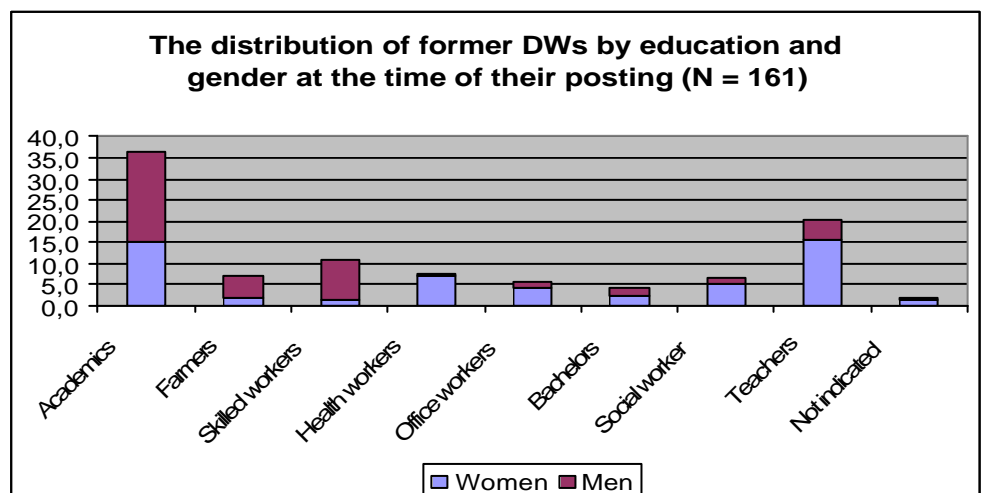
DWs with advanced university degrees (37%) constitute the largest group of DWs who have responded to this survey, next come teachers (21%) and skilled workers (11%). Together the three groups constitute almost 68% of the respondents. The remaining professional groups, farmers, health workers, social and office workers, and bachelors only constitute small groups.

The number of DWs with a university degree is high both among men (47%) and women (28%), though highest for men. As can be seen from the figure above, the professional groups are often strongly represented either by men or by women. With the exception of DWs with an advanced university degree or "bachelors", it can be concluded that male and female DWs rarely have the same educational or professional background. Among the women, only a small percentage constitutes skilled workers or farmers. Conversely, men are only to a very low degree represented among the health and social workers and only few are office workers and teachers.

The different educational backgrounds of men and women also means that men and women rarely have the same professional experience in Denmark and that they have somewhat different positions during their postings as DWs. Although a large part of both the men and women have indicated a position as advisors when posted abroad without further specifying within which field, it is apparent that women more often than men hold a position as teachers/trainers or health or social workers, whereas the men more often hold a position of a more technical character or within the areas of agriculture and environment.

Looking at the development in educational and professional profiles of the DWs over the three sample years, a considerable increase can be seen in DWs with an academic background, whereas there has been a significant fall in skilled workers. The representation of teachers has changed over the three years, being remarkably low in 1999.

Professional distribution of DWs at the time of their posting (N = 161)
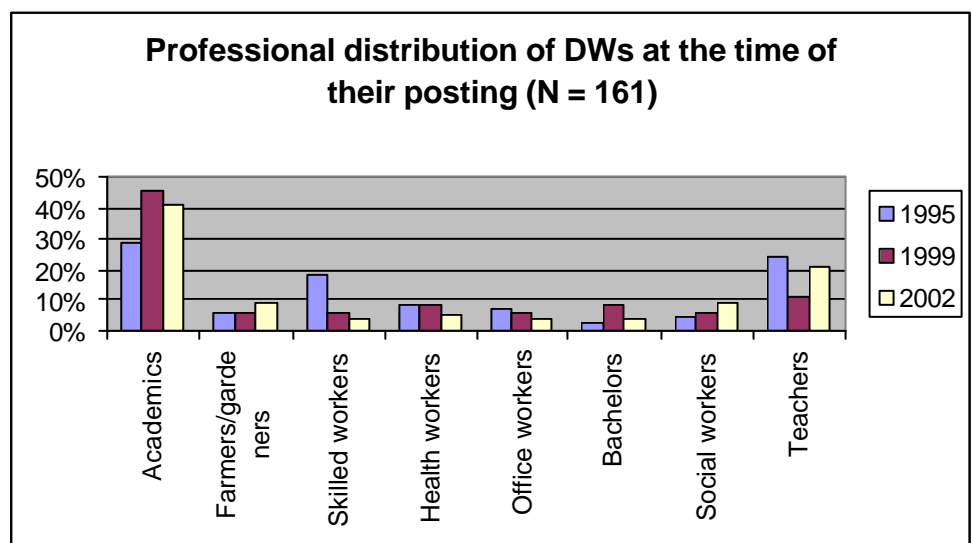
2.1.5 Place of residence

The survey does not cover information about the present place of residence of the former DWs. According to MS estimates 22 (14%) of the 161 respondents with certainty live abroad.

2.2 Involvement in development activities before and during the posting as DW

2.2.1 Involvement in development activities and voluntary organisational work

Question 21 and 23   The former DWs have been asked if they were active in carrying out *development activities* and/or *voluntary organisational work*, (such as political and NGO, trade union, other association, etc)., before their postings as DWs. There is a certain overlap between these two questions as development activities can be carried out as voluntary work in e.g. an NGO. Voluntary organisational work captures not only activities regarding North-South issues, but also activities regarding social issues in Denmark.

More than half (84) of the respondents have indicated that they were active in carrying out *development activities*, e.g. as activists in MS or other NGOs, before their posting with MS and 60% (96) that they were active in *voluntary organisational work*. 37% (59) indicate that they were both active in development and voluntary organisational work.

With regard to both development and voluntary organisational work, more women (55%) than men (49%) were active; with regard to voluntary organisational work 66% of the women were active whereas 52% of the men were active.

Measured against year of return, there are significant differences in level of development activity among the respondents. Whereas only 45% of the respondents returning in 2002 and 51% of the respondents returning in 1995 were involved in development activities before their postings, 66% of the respondents returning in 1999 were involved in development activities. This tendency is similar although somewhat less pronounced with regard to voluntary organisational work. In 2002, 54% of the respondents carried out voluntary work, in 1995 60% worked voluntarily, and in 1999 69% were active in voluntary organisational work before their postings.

More than half of the 84 respondents who indicate involvement in development activities before their posting as DW relate their activities to MS. Either they have been posted as DWs prior to the current posting or they have been involved in MS organisational work. ¼ of the respondents relate their activities to other NGOs or associations. With regard to voluntary organisational work, 20% of 96 respondents relate their work with MS, more than 20% with political work, such as political party-, sector- or student political work, and the remaining respondents relate their voluntary organisational work with labour unions,

civic or other associations, such as resident-, citizens-, farmers-, trade- and sports associations, and activities in scout movements.

2.2.2 Involvement in North-South activities during the posting as DW

Question 25

59 or 37% of all respondents in this survey indicate that they were active in North-South activities during their postings besides what were contractual obligations. Writing letters of travel and articles for professional (e.g. handicap and agriculture), trade union journals and MS publications are mentioned but also articles for local and national Danish newspapers are mentioned. In addition, the respondents mention establishing contact between the partner organisation and similar organisations in Denmark, participation at conferences and seminars, memberships of policy advisory boards or other committees, or involvement in other development projects, such as fund raising for specific purposes.

47 of all respondents were active both before and during their postings, 28 were not active neither before nor during their postings.

2.3 Personal development as a result of the posting as DW

2.3.1 Change in attitude due to posting as DW

Question 33

In the questionnaire, the former DWs have been asked if they believe the posting as DW has caused significant changes in their attitude towards:

- personal affairs (family affairs, gender roles, their social life and their way of living)

- educational and professional conditions (education, choice of work, association work)

- socio-political conditions

A very large part of the respondents (80%) indicate that the contract period has caused changes in their attitude towards one or more of the above three areas. 32 of the respondents believe that the posting as DW has not had any impact on their attitudes to the abovementioned areas.

57% of all respondents say that their posting as DW has changed their attitude towards educational and professional conditions, 48% say that the posting has caused changes in personal affairs and 37% claim that the postings have influenced their attitude towards of socio-political conditions. 16% (i.e. 26) of all respondents say that the posting as DW has changed their attitude within all three areas.

Of the 26 respondents who indicate that they have changed attitude within all areas, 12 came home in 1995, 5 in 1999, and 9 in 2002.

The figure below illustrates in detail the areas to which the former DWs believe their posting has caused significant attitudinal changes.

Change in attitude due to posting as DW
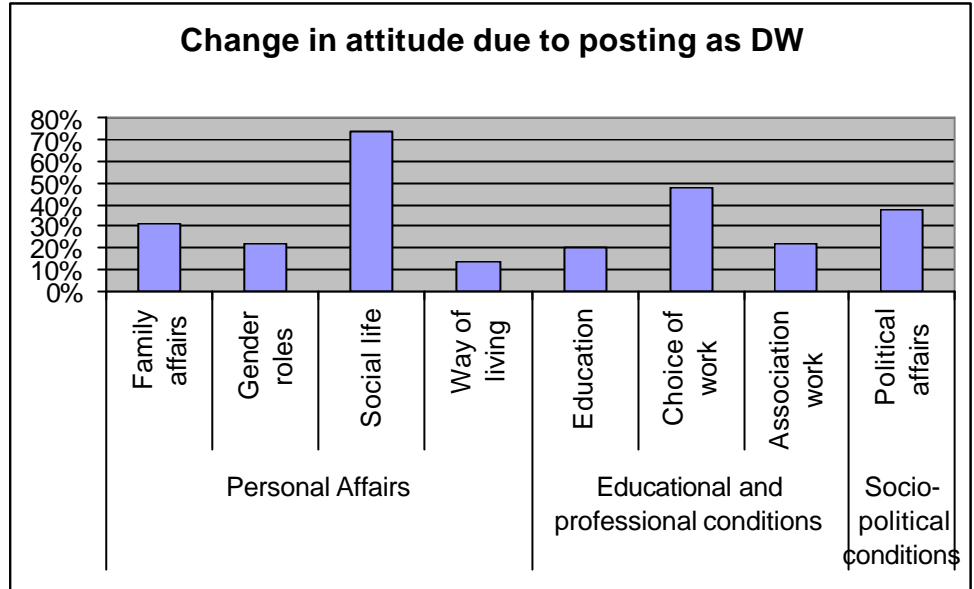
Question 44 - 52 More specifically the respondents have been asked to consider and rate the impact of the posting as DW on various conditions in their daily life. The result is demonstrated below:

How big impact has your posting as DW had on your work-related development?

Large impact	Some impact	Little impact	No impact	Not indicated
32%	39%	16%	7%	6%
N = 161				

Has your experience from your DW posting been of use in your daily work?

To a high de-gree	To some de-gree	To a low de-gree	Not at all	Not indicated
37%	42%	12%	3%	5%
N = 161				

Has the posting as DW influenced your attitude to development issues?

To a high de-gree	To some de-gree	To a low de-gree	Not at all	Not indicated
46%	49%	2%	1%	2%
N = 161				

Has the posting as DW had consequences for your private life?

To a high de-gree	To some de-gree	To a low de-gree	Not at all	Not indicated
33%	45%	13%	8%	1%
N = 161				

Has the posting as DW had consequences for your attitude to social issues in general?

To a high de-gree	To some de-gree	To a low de-gree	Not at all	Not indicated
27%	58%	11%	4%	1%
N = 161				

In sum, the posting as DW has impacted on all the above-mentioned areas, however, more so on the former DWs' attitudes to development issues and so-cial issues in general than towards work-related issues or issues related to their private lives.

2.4   Personal assessment of the posting as DW

2.4.1   Personal well-being and job satisfaction during the posting as DW

Question 27 - 28   The former DWs were asked to rate their personal well-being and job satisfac-tion during their postings as DWs on a scale from 1 to 10, 10 indicating the op-timal well-being or satisfaction and 1 the worst.

With regard to job satisfaction, almost 60% of the former DWs rate their job satisfaction with the three highest scores (10: 16%; 9: 13%; 8: 30%); 35% give middle score (4 - 7) and only 6% rank job satisfaction with the three lowest scores.

With regard to personal well-being, 81% of the former DWs give personal well-being one of the three highest scores (10: 20%, 9: 35%; 8: 26%) and only 2% rank personal wellbeing with the three lowest scores. None of the former DWs have indicated worst personal well-being.

These figures show that the vast majority of the former DWs were satisfied with both their job situation during their posting and their personal well-being, but that personal well-being generally receives higher scores than job-satisfaction.

Question 29 - 30   Asked about whether the former DWs are satisfied with the extent to which their professional and personal qualifications were utilised during their postings, the respondents are generally satisfied. More than 50% rate professional utilisation very satisfactory or satisfactory; for utilisation of personal qualifications almost 80% rate very satisfactory or satisfactory. Again the personal aspect receives higher scores than the professional aspect.

Satisfaction with use of DW's professional and personal qualifications

Satisfaction Score	5 Very satis-factory	4	3	2	1 Very un-satisfactory
Professional qualifications	26%	31%	29%	11%	2%
Personal qualifications	34%	43%	15%	6%	2%
N = 160 (1 not indicated)					

Question 31 - 32   Asked about the Partner organisations' use of DWs there seem to be some scepticism among the DWs. Only 9% of the respondents are of the opinion that DWs in general are very useful to the Partner organisations. The vast majority (85%) believe that DWs are useful or of some use to the Partners. Generally, the respondents believe that they themselves were of more use to the Partner organisation than DWs to partner organisations in general.

DWs' (personal and general) usefulness to partner organisation

Useful Score	5 Very use-ful	4 Useful	3 For some use	2 Poor use	5 Very un-useful
Specific DW/partner situation	19%	50%	25%	4%	0%
General DW/partner situation	9%	42%	43%	4%	0%
N = 159 (2 not indicated)					

2.4.2   Positive and negative consequences of the posting as DW

Question 49 - 50   The DWs have been asked about the positive and negative consequences of their posting. 91% of the respondents have indicated positive consequences of their posting. The issues most typically mentioned are:

- personal development and increased self-confidence, greater knowledge of personal strengths and weaknesses.

- professional upgrading of their competences

- greater understanding of, insight in, and tolerance towards other cultures and people

- strengthened family and social relations, networks

- a more nuanced view on development issues

- a greater confidence in the positive effects of development aid

Only 29% of the respondents indicate that their posting as DW has had negative consequences. The negative experiences mainly relate to the "culture shock" on return to Denmark and difficulties in reintegrating in the Danish society after the posting. The most typical answers are:

- difficulties in being away from family and friends - the destruction of the personal network

- difficulties in finding a job after the contract period. The posting has not upgraded their qualifications in their original profession.

- Rootlessness and restlessness

- Economic issues, such as reduced pension and wages

- Illness and psychological problems resulting from negative experiences in the partner country, e.g. from criminal assaults.

2.4.3 Job application situation

The vast majority of the former DWs find that the posting as DW has been positively assessed in a job application situation. This is mainly the case for respondents returning in 1995 and 1999, whereas the respondents returning in 2002 to a higher degree find the posting irrelevant. In addition, a relatively large percentage of the 2002 returnees have not indicated their experience. The different tendency for the 2002 returnees is probably due to the fact that they have only recently returned from their posting, and have perhaps not had that many job application experiences yet.

The influence of DW posting on job application (N = 161)
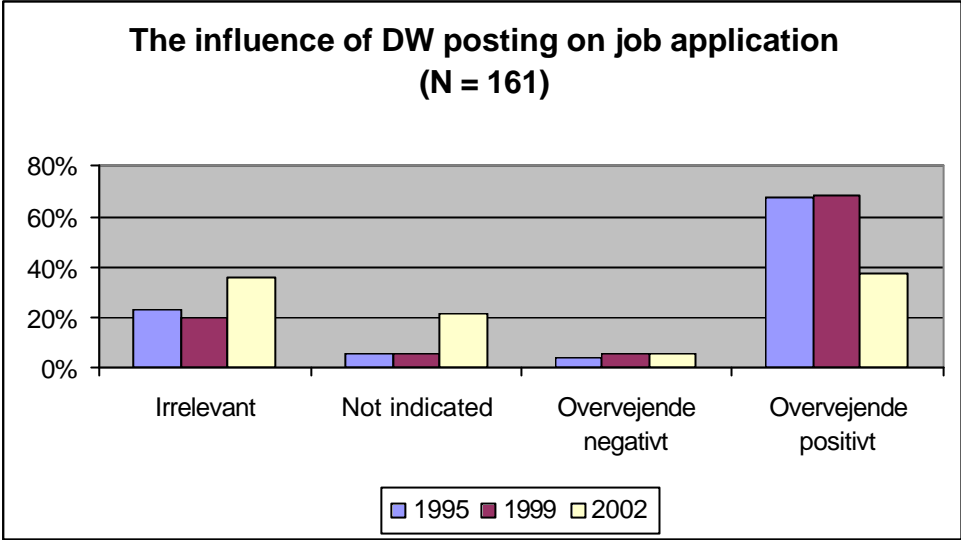
3 Involvement in activities promoting intercultural cooperation

3.1 Definition of Intercultural Cooperation

The background for assessing former DWs contribution to the promotion of intercultural cooperation is to be found in MS' dual objective of *eradicating poverty* and promoting *intercultural cooperation* - formerly called solidarity work.

Whereas the first part of the objective is very much related to the assignment of the DWs *in* the partner countries with the aim of more directly influencing the situation and development in these countries, the second part is broader and not as such confined to activities in the partner countries. According to MS' definition, intercultural cooperation is just as much about understanding and awareness raising, advocacy, dialogue and self-reflection among "ourselves".

Hence, whereas DWs have the potential of playing an obvious role in attaining both objectives during their postings abroad, former DWs constitute a very important instrument to attain the second part of the objective.

To MS, the definition of *Intercultural Co-operation* includes the following main dimensions:

Shared learning processes: Enabling processes of shared learning involves that diverse sets of understanding and practices are contrasted and compared. It also implies providing concrete possibilities of working together so that shared learning is based on shared experience. A precondition for attaining the goal is to facilitate platforms for different people to meet and interact in mutual respect. This also entails thorough preparation, facilitation, and follow-up.

Concrete co-operation for social, economic and political change: Increased awareness and experience form the basis of co-operation for social, economic and political change in favour of poor individuals, groups, communities and nations. They should benefit by greater access to and equity in wealth, ideas, and opportunities - amongst individuals and nations. Concrete contact among people also secures a development work that is sensitive to the specific context.

Critical self reflection: Engagement in dialogue and co-operation across social, cultural and national boundaries can lead to higher levels of awareness of one's own situation, position, and role. For all parties involved, this may result in reflection on the appropriateness of one's own values. It can lead to increased understanding and a better ability to manage diversity.

Source: Solidarity through Partnership, A Policy Paper for MS in the South, MS April, 2001.

Taking this definition as the point of departure the present survey looks into former DWs involvement in four overall types of activities: 1) information work on developing countries, 2) other development activities, such as advocacy and political work, 3) new activities in developing countries, and 4) MS organisational work, in order to assess former DWs contribution to the promotion of intercultural cooperation.

In the following, the four categories will be looked into in more detail.

3.2 Involvement in information work

According to the contract for DWs on long-term and short-term assignments, the DWs are obliged to "….play a role in the information and solidarity work for the Danish public during and after the contract period"[6], besides the obligations directly related to their postings in the partner countries. This makes it interesting to look at to what extent former DWs actually engage in information work on developing countries.

3.2.1 The DWs perception of their involvement

The vast majority of the former DWs, who have responded to this questionnaire survey, consider themselves as active in carrying out information work. 81% of the former DWs indicate that they have carried out information work either in the entire period after their contract period or for some time after their contract period (cf. question 53). 14% answer that they have not carried out information work at all. The remaining 5% have not answered the question.
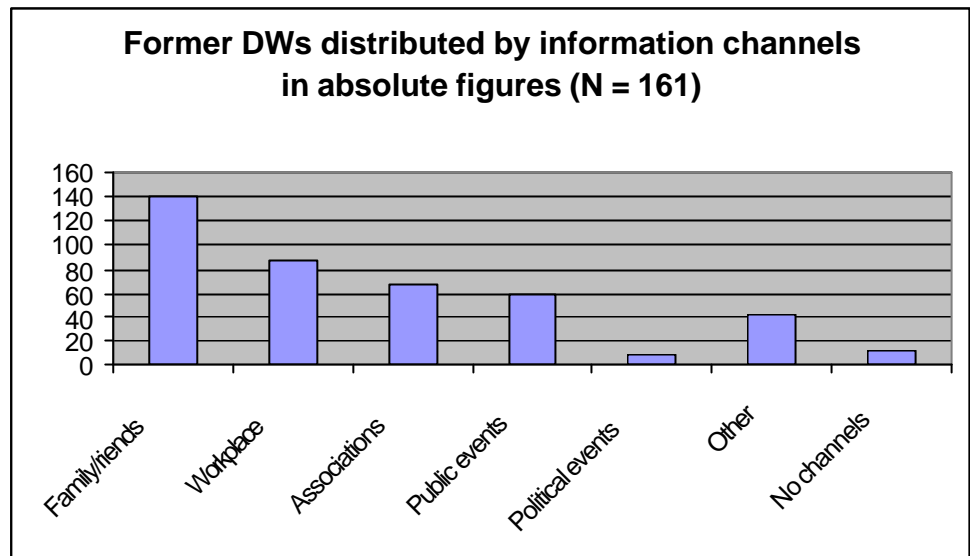
Asking more specifically through which *channels* the former DWs have informed about developing countries: to family and friends, at the workplace/in associations, at public/political events, (cf. question 54), only 7% indicate that they have not carried out information work in any connection.

Hence, there is a contradiction between the answers to the two questions, mainly with regard to carrying out information work to family and friends and at the workplace/in associations. This is probably due to the fact that some DWs do not consider information carried out through all the above mentioned channels as information work.

The below graph shows how many former DWs inform through various channels.

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[6] Contract for Development Worker on Long-term Assignment, paragraph a) under section: "The DW is obliged to:".

Former DWs distributed by information channels in absolute figures (N = 161)

A bar chart showing information channels on the x-axis with values on a y-axis scaled from 0 to 160. Bars: Family/friends ~140, Workplace ~87, Associations ~68, Public events ~60, Political events ~8, Other ~43, No channels ~11.

Since it is possible to inform through more channels the total sums up to more than 161.

The figure illustrates that the former DWs are more prone to inform through "introvert" channels: to family and friends and at their workplace, whereas a lower number of DWs inform through the more "extrovert" channels: at public and political events.

3.2.2   Activity categories

In order to assess the extent to which the former DWs carry out information work, the former DWs have been divided into groups based on information activity intensity taking point of departure in question 55[7]:

Very active DWs: This group consists of DWs who have carried out information work about developing countries through all the above-mentioned channels: to family and friends, at their workplace/in associations and at public/political events. This category consists of 32% of all the respondents. It warrants mention that of the former DWs in this category only 17% have indicated that they carry out information work in political connections. But the vast majority of former DWs in this category carry out information work in public contexts.

Active former DWs: This group includes former DWs who have informed family and friends and at public/political events but who have not carried out information work at their workplace and in associations. This group consists of 7% of all the respondents.

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[7] In order to facilitate categorisation, the information channels have been grouped together as follows: workplace and associations as one group and public and political events as another group.

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Moderately active former DWs: Former DWs belonging to this group have informed about developing countries to family and friends and at their workplace/in associations but not at public/political events. This group constitutes 39% of all the respondents.

The division between the *active* DWs and the *moderately active* former DWs is that the *active* are slightly more active than the *moderately* active DWs, as carrying out information work at public/political events involves a more "extrovert" initiative than informing at the workplace/in associations.

Passive former DWs: This group is composed of rather passive DWs in that this group has only informed about developing countries to family and friends, but not at their workplace/in associations or at public/political events. This category constitutes 15% of all former DWs.

Non-active former DWs: This group is constituted by the most passive respondents. The former DWs in this category have not carried out any information work neither to family or friends, at their workplace/in associations, nor at public/political events. This category constitutes 7% of all former DWs.

Based on these definitions, the former DWs are distributed as follows:

Distribution of former DWs by activity intensity (N = 161)
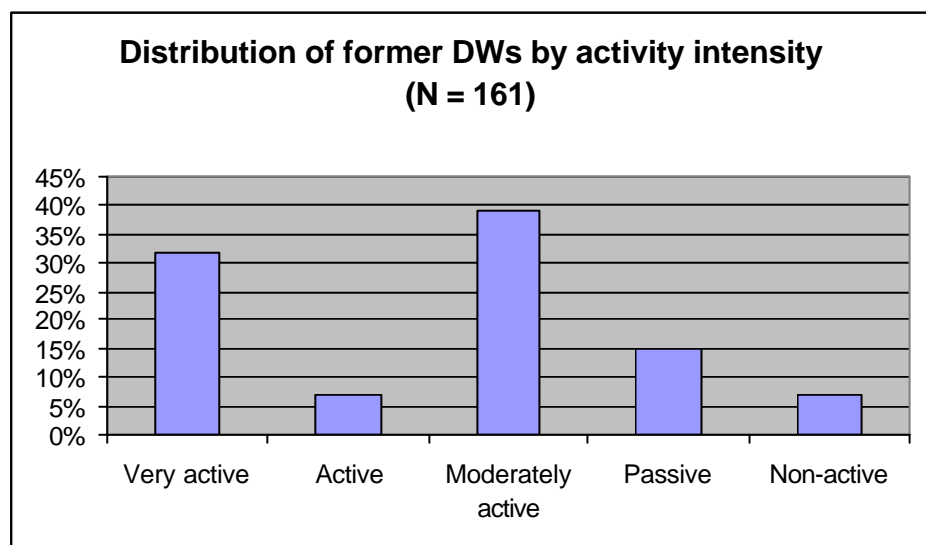
As can be seen from the figure above, the *moderately active* former DWs informing to family and friends and at their workplace/in associations constitute the largest group of former DWs followed by the group of *very active* former DWs informing through all channels: to family and friends, at their workplace/in associations and at public/political events. The passive former DWs constitute a smaller although sizeable group. The active and non-active former DWs only constitute small groups.

Compared to the 1981-survey, the former DWs' self-perception with regards to their engagement in information work has changed somewhat. In the present study a larger percentage of the former DWs consider themselves as very active

or very passive [8] whereas the two centre-groups of former DWs, the active and the moderately active, have fallen relative to the other groups. Hence, the two extreme groups constitute a larger part of the respondents in the present survey compared to the 1981-survey, whereas the two middle categories include a smaller share. This picture is illustrated in the graph below:

Distribution of respondents by level of activity (2003: N = 161; 1981: N = 160)
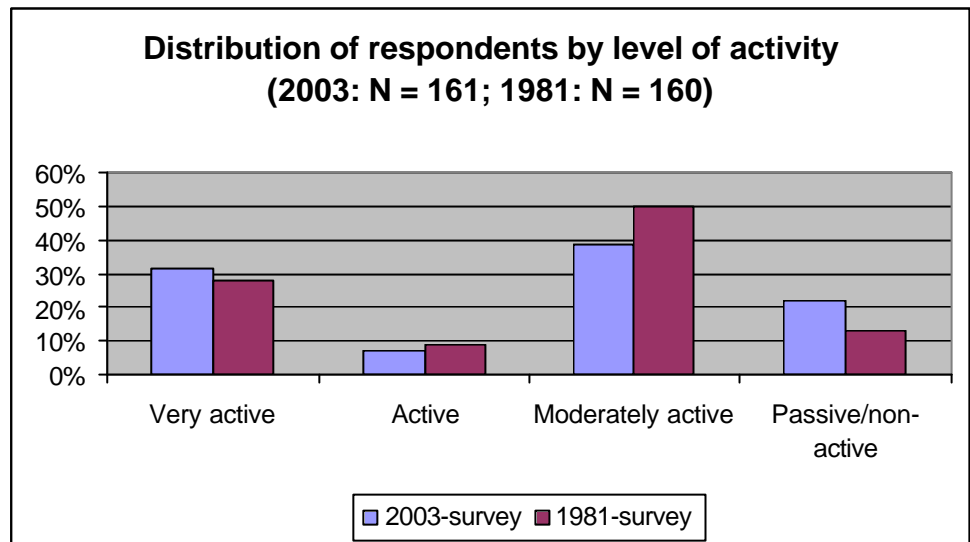
3.2.3 Means of communication

The respondents make use of various *means of communication* to carry out information work. The result from the 161 respondents is as follows:

Means of communication used by the former DWs (N = 161)
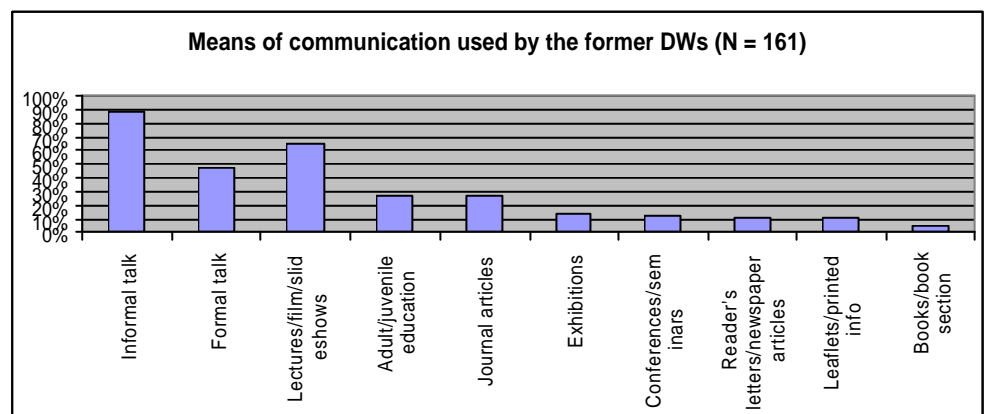
89% of the respondents have talked to people personally on an informal basis and 47% have talked to people on a formal basis. 65% of the respondents have given lectures, shown video films or slideshows. 27% have informed via adult and youth education, 27% have written articles in professional journals (e.g. for engineers, librarians, etc.), 14% have carried out exhibition activities, and 13% have given presentations at conferences, seminars, etc. 11% have written

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[8] In order to compare with the 1981-survey, the passive and non-active former DWs have been grouped together, as they constitute only one group in the 1981-survey.

reader's letters, articles to newspapers and local newsletters, 11% have prepared leaflets or other printed information material, and 4% of the respondents have written books or book sections.

The results above show that the verbal and more direct (face-to-face) means of communication are used more frequently than the more "intellectual" and demanding forms of communicating, such as carrying out exhibition activities, writing newspaper articles and books.

The means of communication used by the former DWs in the present survey and those used in the 1981-survey are by and large the same. One outstanding difference though is the choice and frequency of writing articles for professional journals. Whereas 21% of the respondents in the present survey apply this means, only 6% of the 1981-respondents did the same.

Year of return and contract type

The figure below demonstrates how the former DWs within the three year groups are distributed between the five information activity groups. Each year = 100%.

Distribution of former DWs by activity intensity and year of return (N = 161)
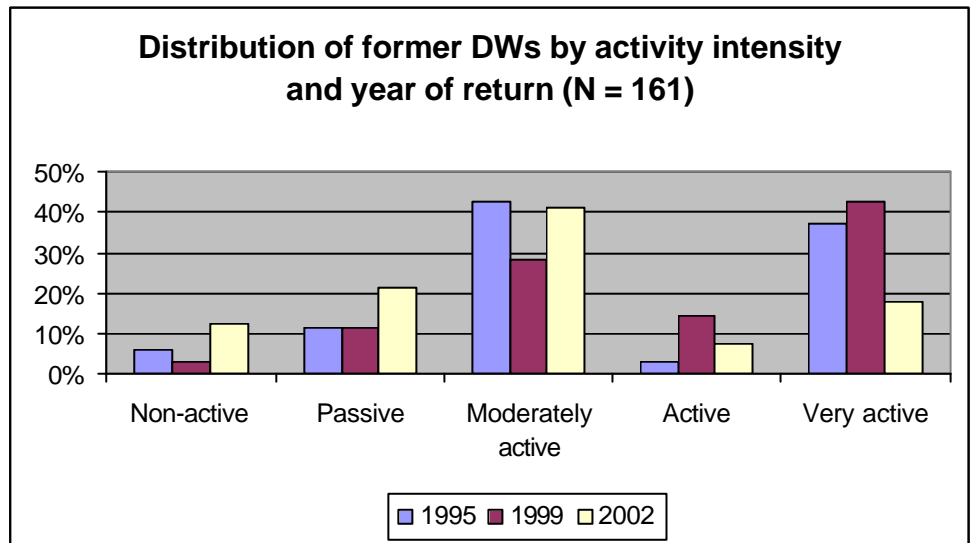
In terms of year of return, the share of former DWs returning in 1999 and 1995 is relatively high among the very active former DWs compared to share of former DWs returning in 2002. In contrast, the percentage of 2002 returnees is high among the moderately active, the passive and the non-active DWs. This pattern may be due to the fact that the DWs returning in 2002 have not had the time yet to engage in all kinds of information work but to family and friends and at their workplace if at all.

More than half (58%) of all 161 respondents have informed about developing countries in the entire period after their return; 73% from 2002, 63% from 1999 and 43% from 1995. 58% (93) of all respondents indicate that they have informed in the entire period since their return. Of these 93 respondents 32% returned in 1995, 24% returned in 1999 and 56% returned in 2002. The respondents returning in 1995 are hence more persistent in carrying out information

work than the respondents returning in 1999. Again, in this case, it is not fair to compare the respondents returning in 2002 with the two other return years, as there will naturally be more respondents returning in 2002 that have been informing about developing countries in the entire period after their return, as they have only been home for a short period of time. Although there is a large group of persistent former DWs, the share of former DWs from the different years of return informing about developing countries drops off as time goes by[9].

Looking at information activity intensity by type of contract no significant difference emerges. The pro rate share of short-term contracts between the information intensity levels is approximately the same as the pro rata share of long-term contracts.

3.2.4　Information context

Asking the former DWs in which *contexts* they have informed about developing countries - whether in an MS context, other contexts, or in *both* an MS *and* other contexts, the DWs are distributed as follows (161 = 100%):

Former DWs distributed by information context (N = 161)
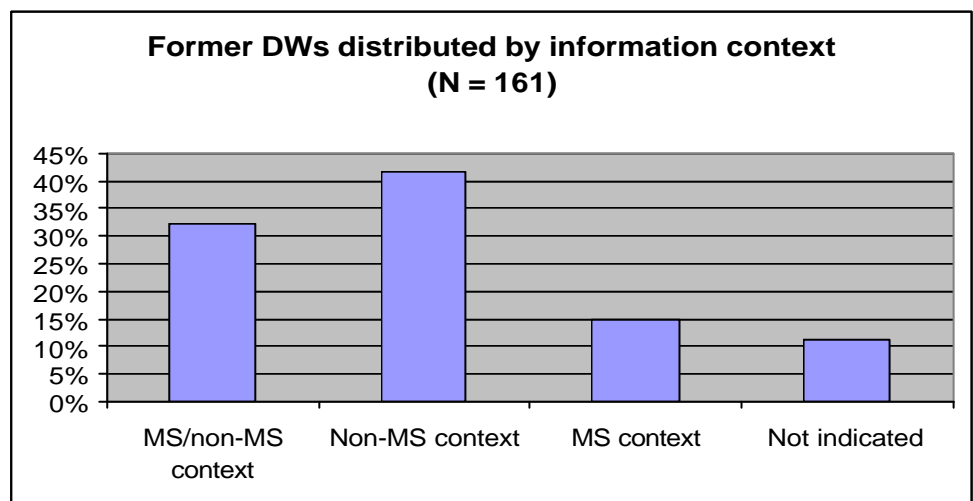
Most of the respondents (42%) inform in a non-MS context, such as at their workplace and in associations or in both an MS and non-MS contexts (32%). 15% of the respondents inform sole ly in an MS context and 11% either do not carry out information work at all or have not indicated contexts.

Comparing context in which the former DWs inform with the five information activity groups,

- the majority of the *most active* former DWs (more than 60% or 31 former DWs) both inform in an MS context and other contexts, whereas

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[9] Naturally respondents retuning in 2002 are only to be found among those who have informed in the entire period after return or among those who have never informed. The same is the case for respondents returning in 1999 plus the 3 first years after their return.

the remaining former DWs in this group either inform in other contexts or in an MS-context (22% (11) and 18% (9) respectively).

- 22% (14) of the *moderately active* former DWs also inform in both an MS and a non-MS context, 59% (37) inform in a non-MS context, 14% (9) inform solely in an MS context.

- Like the moderately active, the *active* and *passive* former DWs mainly inform in a non-MS context: 55% (6) and 50% (12) respectively and only rarely in an MS context: 9% (1) and 17% (4) respectively.

The very active former DWs are also those who most often carry out information work in both an MS and a non-MS context.

3.3 Involvement in other development activities

The second type of activities included in this study in order to assess the former DWs' contribution to intercultural cooperation is "other development activities in Denmark". Under this type of activity, the survey concentrates on the former DWs' involvement in political processes/advocacy but also makes room for the respondents themselves to indicate/define other types of development activities.

30% (48) of the former DWs indicate that they have either tried to influence political processes or carried out other forms of development activities than information or political work. In the following these two issues will be treated separately.

3.3.1 Political processes/advocacy

The former DWs have been asked if they have sought to influence political processes when carrying out development activities besides general information work (cf. question 59) and which channels they use: participation in international conferences, participation in political hearings, engaging in party-political work, and/or writing discussion papers or reader's letters.

The former DWs do not generally consider themselves political active in this sense. Only 28 (17%) of the 161 respondents indicate that they have tried to influence political processes besides general information work.

Of all the 161 respondents, 6% (9) seek to influence political processes by writing discussion papers or reader's letters, 2% (4) by participating in international conferences, 2% (3) by participating in political hearings, 2% (4) seek to influence political processes by carrying out party-political work.

Comparing the respondents who try to influence political processes with the groups defined in the previous section in terms of information activity intensity (very active, active, moderately active, passive and non-active former DWs), the most active former DWs are also the most active in terms of aiming to in-

fluence political processes. Of the 28 former DWs who have tried to influence political process,

- 16 (57%) are among the *very active* former DWs

- 3 belong to the group of *active* former DWs

- 8 to the *moderately active* former DWs

- 1 to the *non-active group* of former DWs, and

- No one among the *passive* former DWs have tried to influence political processes.

The politically active, who are also among the *very active* former DWs, make use of all channels, as the only group. They are the only ones participating in political hearings. Only the *very active* and the *moderately active* former DWs influence political processes through participation in conferences/seminars and party-political work. The politically active belonging to the *active* and *non-active* information activity groups only write discussion papers as their means of influence.

Of the 4 former DWs who influence political processes by participating in international conferences and the 4 who influence through party political work 3 belong to the group of most active former DWs. Of the 9 former DWs writing discussion papers or reader's letters 5 belong to the most active former DWs, 2 to the moderately active former DWs and the remaining 2 to the non-active and active former DWs.

In sum, the former DWs who are among the most active former DWs in carrying out information work, are also the most active in trying to influence political processes - both in terms of number of DWs and in terms of channels used to influence the processes.
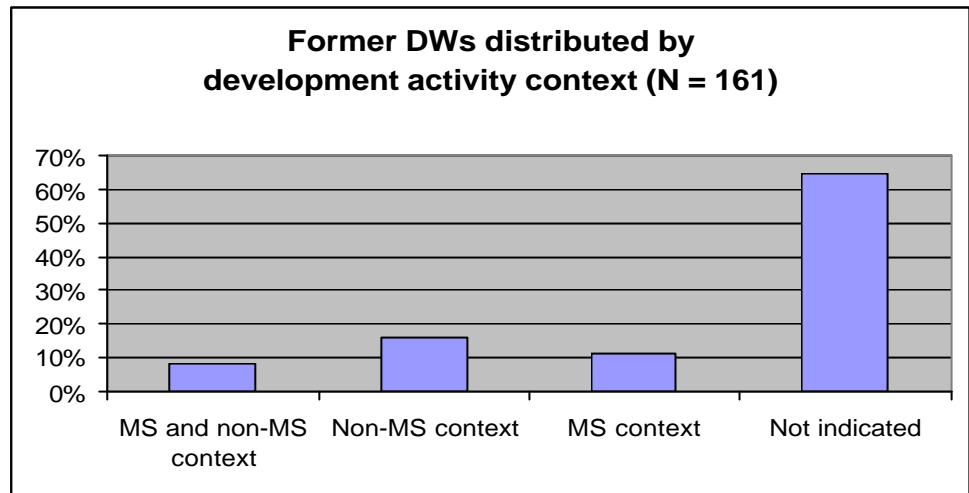
3.3.2   Other development activities

22% (35) of the 161 respondents indicate that they carry out other forms of development activities than information and political work. Looking at the respondents' description of their activities, this work mainly relates to development aid, organisational activities - hereunder MS related activities, work in developing countries or other development activities carried out in a private context.

As with the former DWs seeking to influence political processes almost half of the former DWs carrying out other development activities belong to the group of most active former DWs in terms of carrying out information work.

3.3.3 Activity context

52^{10} of the former DWs have indicated in which contexts they have tried to influence political processes or carried out other forms of development activities besides information and political work.

Former DWs distributed by development activity context (N = 161)

Unlike what was the case with regard to the information work, the former DWs carrying out other development activities mostly do it *either* in a non-MS context (26) *or* in an MS context (18), whereas only 13 indicate that they carry out development activities in both an MS and a non-MS context. Again, of the 13 respondents who carry out development activities in both an MS and a non-MS context 10 - or almost 80% - belong to the group of very active former DWs. Involvement in development activities in developing countries

52 (36%) of the 161 respondents indicate that they have worked in a developing country after the contract period with MS.

Of these 52 respondents, 20 former DWs worked in a developing country through MS, 9 through an NGO, 5 through a private company and 10 with a public organisation.

Asked about the character of their work abroad, the DWs indicate as follows:

- 33 have work with **development aid**

- 23 have worked as **short-term/long-term consultants**[11].

- 3 worked in a **business context**

- None worked on a **voluntary basis** (unpaid): 0

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[10] 48 former DWs indicate that they try to influence political processes or carry out other development activities.

[11] 7 former DWs both indicate development aid and long-term/short-term consultancy assistance.

- 3 have **not indicated** character of their work

In terms of year of return, the distribution of the former DWs who have been abroad **after** their posting is as follows:

- 1995: 28 of a total of 70 respondents (40%)

- 1999: 16 of a total of 35 respondents (46%)

- 2002: 8 of a total of 56 respondents (14%)

Comparing the three return years, relatively more former DWs returning in 1999 have worked in a developing country after their posting as DW than returnees from the other two return years. Again, reservations should be made when comparing the 2002 returnees with the returnees from the other return years as some of the 2002 returnees have been home for less than one year.

Comparing the respondents who have worked in a developing country after their posting with the information activity groups, the distribution looks as follows:

Former DWs having worked in a DC after their posting by information activity group (N = 51)
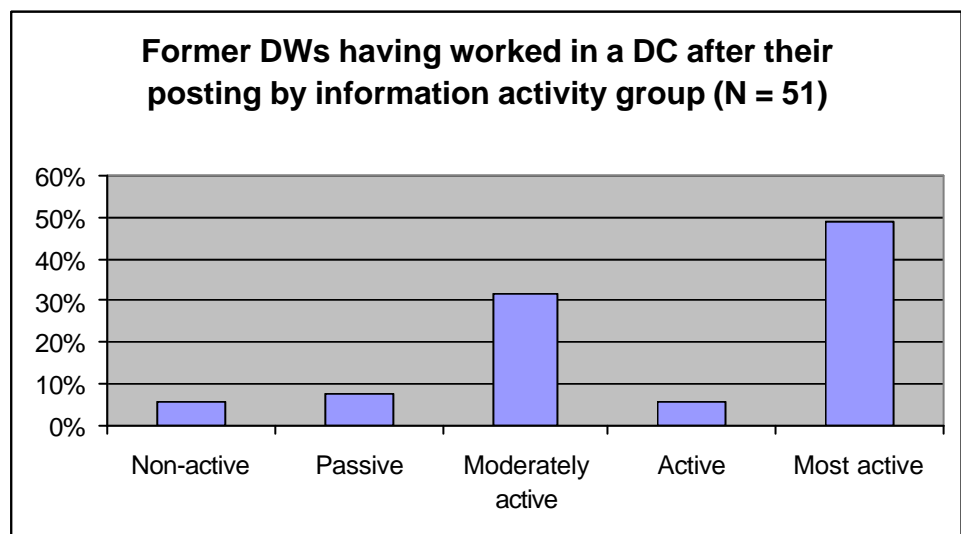
25 of the former DWs belong to the most active former DWs, 3 to the active, 17 to the moderately active, 4 to the passive and 3 to the non-active[12].

Hence, again the former DWs who belong to the very active former DWs are also those who are more active when it comes to identifying and take advantage of new working opportunities in developing countries.

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[12] This distribution should be seen in terms of the total number of DWs in the individual information activity groups.

3.4   Involvement in MS organisational work

3.4.1   Members of MS

83% (133) of all former DWs indicate that they have been members of MS in addition to their contract period, i.e. either before *or* after their posting or *both* before *and* after their posting. Based on the membership periods indicated by the respondents, the average length of membership among all 161 respondents is 6,7 years[13].

In terms of year of return, the share of former DWs who have been members of MS in addition to their contract period looks as follows:

- 1995: 79% of a total of 70 respondents

- 1999: 89% of a total of 35 respondents

- 2002: 84% of a total of 56 respondents

Comparing with the information activity groups defined in section 3.2 Involvement in information work, the share of former DWs who have been members of MS in addition to their contract period is highest in the group of *very active* DWs (92%). The share is, however, high in all groups (active: 82%; moderately active: 79%; passive: 79% and non-active: 67%).

Asked to indicate the period of their MS membership, 125 of the 161 have responded. 16% of the 125 have been members for one year. Almost 40% have been members for 1 to 3 years. 5 of the respondents have been members since MS became a membership organisation in 1974. 79% of the 125 former DWs who have indicated membership period have indicated a start date but no end date for their membership, which suggests that they may still be members.

3.4.2   MS active

84 (52%) of all 161 former DWs participating in this survey indicate that they are or have been active within MS.

The graph below illustrates the MS activities in which the respondents engage as well as the number of former DWs engaging in the individual activities:

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[13] If following the questionnaire text closely, this figure is exclusive the contract period.

MS activities in which former DWs engage (N = 161)
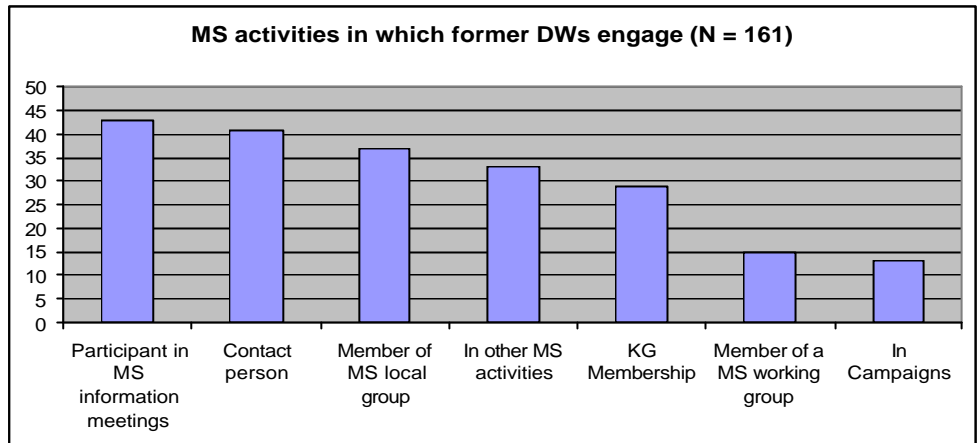
In terms of year of return, the 84 respondents are distributed as follows:

- 43% of the former DWs returned in 1995,

- 25% in 1999[14], and

- 27% in 2002

Looking at the individual return years,

- 51% of the respondents returning in 1995 have been active in MS,

- in 2002 the share was 48%

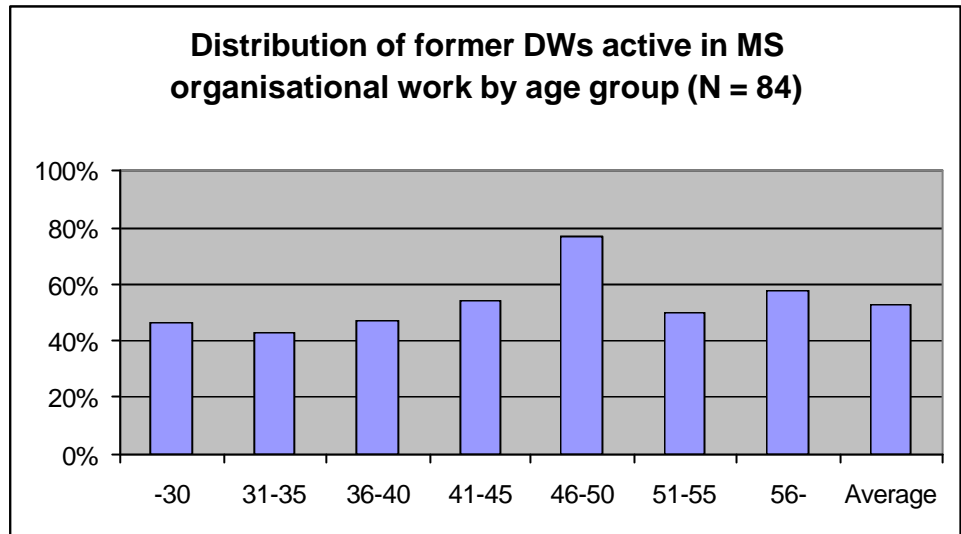- 1999 has the highest percentage (60%) of former DWs who have been active with MS.

The average number of years as MS active is 2,5 years.

Of the 84 active former DWs 71 have indicated start and end year of their MS active period. Looking at the years in which these former DWs became active in MS, half of the respondents indicate that they became active at the year of their return or after their return; the other half that they were active already before their postings. 66% indicate that they became active the year of their posting or after their posting, whereas only 34% were active before their postings. Hence, it seems that there is a tendency among the respondents to become active at the time of their posting with MS, i.e. the posting motivates them to become active.

More women than men are active with MS. 56% (48) women compared with 48% (36) men. Looking at the individual age groups, the most active former DWs are those who by the year of return were between 46 - 50 years old.

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[14] Here it warrants notice that 1999 is a relatively small year in terms of number of DWs returning from their postings.

Distribution of former DWs active in MS organisational work by age group (N = 84)

Looking at how the former DWs, who have been active with MS are distributed within the information activity groups, again the group of very active former DWs also have the highest percentage of former DWs who have been active with MS (69%). The figure below demonstrates the percentage of former DWs who have been active with MS within each group.

Percentage of former DWs active in MS within each activity category (N = 161)
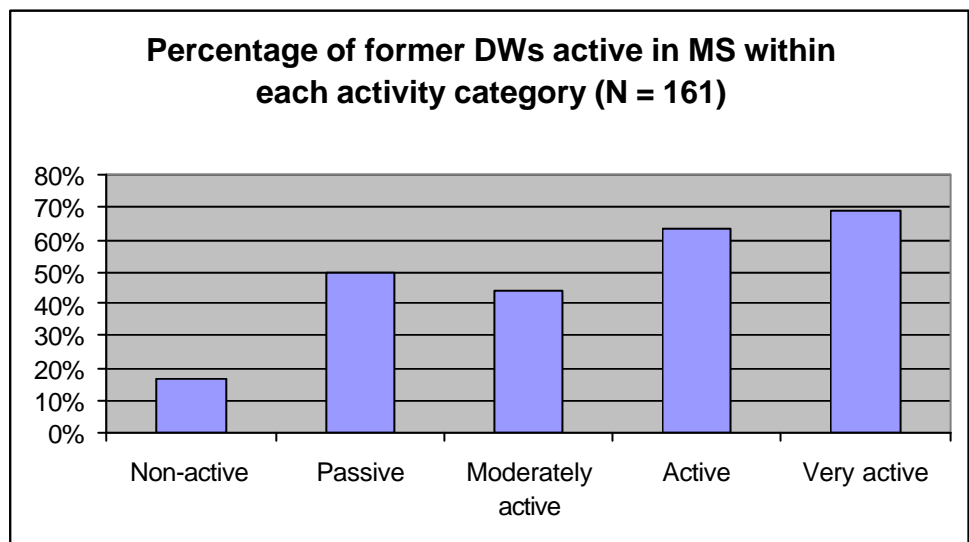
3.5 Profile of former DWs according to involvement in activities promoting intercultural cooperation

From the above account of the former DWs' involvement in activities that promote intercultural cooperation: information work, other development activities, new activities in developing countries, and MS organisational work, we found that the DWs who are the most active in carrying out information work about the developing countries are also the most active with regard to the other types of development activities - not only in terms of number of former DWs belonging to this group but also in terms of channels used - whether to inform about

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developing countries or to influence political processes - and in terms of context in which they carry out development activities - MS and/or non-MS context.

The following provides a profile of the former DWs according to their involvement in activities that promote intercultural cooperation. In order to simplify the profile, the former DWs have been divided into two categories - one category consisting of the *very active* and *active* former DWs representing the "extrovert" former DWs, the other consisting of the *moderately active*, *passive* and *non-active* former DWs representing the "introvert" former DWs.

The profile is provided in summary form in the below table.

	"extrovert" former DWs	"Introvert" former DWs
Number	62	99
	The "extrovert" group of former DWs is 2/3 the size of the group of "introvert" former DWs	
Gender	• 37 (60%) women • 25 (40%) men	• 49 (49%) women • 50 (51%) men.
	In the "extrovert" group of former DWs, women constitute the dominating sex whereas in the "introvert" group the share of men and women is almost even.	
Year of return	• 28 (45%) returned in 1995 • 20 (32%) returned in 1999 • 14 (23%) returned in 2002	• 42 (42%) returned in 1995 • 15 (15%) returned in 1999 • 42 (42%) returned in 2002
	Respondents returning in 1995 obviously constitute the largest share of the active and very active former DWs. It warrants notice, however, 1) that 1995 is a relatively big year compared to the two other return years in terms of number of former DWs returning; and 2) the relatively low share of former DWs returning in 2002 may be a consequence of the fact that they have only just returned from their postings and therefore have not had the time to become involved in all kinds of development activities yet.	More than 80% of the respondents in the group of "introvert" former DWs returned in 1995 and 2002. Whereas the possibility that returnees returning in 1995 and 1999 will suddenly engage in development activities is low, there *is* a possibility that former DWs returning in 2002 may engage in development activities in the near future and relocate to the group of "extrovert" former DWs.
	2002 constitutes a big year of returnees among the "introvert" former DWS - it is possible that some will transfer to the "extrovert" group of former DWs in the near future as they become settled in Denmark.	
Partner country	The "extrovert" former DWs have mainly been posted in Nepal (16%), Tanzania (13%), Kenya (13%), Mozambique (11%) and Zimbabwe (10%),	The "introvert" former DWs have mainly been posted in Tanzania (17%), Mozambique (13%) and Zimbabwe (14%), Uganda (14%) and Zambia (10%)

	The partner countries vary to some extent - Kenya and Nepal are big countries among the "extrovert" former DWs whereas Zambia and Uganda are big countries among the "introvert" former DWs.	
Placement in partner country	• 24 or 39% were placed in smaller towns (btw. 20.000 and 100.000 inhabitants). • 19 were placed in provincial towns (less than 20.000 inhabitants), and • 17 in big cities/capitals (more than 100.000 inhabitants). • 2 respondents were placed in more than one type of city during their postings.	• 44 were placed in smaller towns (btw. 20.000 and 100.000 inhabitants). • 25 were placed in big cities/capitals (more than 100.000 inhabitants), and • 23 were placed in provincial towns (less than 20.000 inhabitants). • 7 of the "introvert" former DWs were placed in more than one type of city.
	In terms of placement there is no big differences between the "introvert" and the "extrovert" former DWs.	
Age	At the time of their posting • 40% of the respondents were between 36 and 45 years old, • 27% were between 46 and 55 years old, • 19% were between 31 and 35 years old.	At the time of their posting • 34% of the respondents were between 36 and 45 years old, • 31% were between 46 and 55 years old, and • 23% were between 31 and 35 years old.
	The average age of the "extrovert" and "introvert" former DWs is almost the same - around 41/42 years.	
The educational and professional profiles	• Academics: 42% • Teachers: 21% • Farmers, skilled, health and office workers: each 6% • Social workers and bachelors: each 5% • Not indicated: 1%	• Academics: 33% • Teachers: 20% • Skilled workers: 13% • Health workers: 8% • Farmers and social workers, each 7% • Office workers: 5% • Bachelors: 4% • Not indicated: 2%
	The share of academics and teachers is high among both groups however, higher among the "extrovert". Among the "introvert" there is a higher degree of skilled workers than among the "extrovert" former DWs.	

Civil status	• Almost half of the "extrovert" former DWs are in a relationship and have children. • ¼ are single and have no children, • almost 1/5 are in a childless relationship • the remaining 10% are single with children.	• Almost 60% of the "introvert" former DWs are in a relationship and have children. • 16% are in a childless relationship, • 13% are single and have no children, • 12% are single with children.
	There are more relationship with children and more singles with children among the "introvert". In total, 71% of the former DWs among the "introvert" have children, whereas the percentage among the "extrovert" is 58%	
Development activities before the posting	• Almost 60% of the "extrovert" former DWs were active in terms of carrying out development activities before their posting as DW. • 65% were active in organisational work. • During their postings almost half of the "extrovert" former DWs carried out development activities besides what was required of them in their contracts.	• 48% of the "introvert" former DWs were active in terms of carrying out development activities before their posting as DW • 57% were active in organisational work • During their postings 30% of the "introvert" former DWs carried out development activities besides what was required of them in their contracts.
	Both the "extrovert" and the "introvert" former DWs are active before and during their postings. However, the "extrovert" more so, than the "introvert".	
Job satisfaction and personal well-being	In assessing job satisfaction and personal well-being during their postings on a scale from 1 to 10 where 10 is very satisfactory, the "extrovert" former DWs end on an average rate on • 7,9 with regard to job satisfaction and • 8,5 with regard to personal well-being.	In assessing job satisfaction and personal well-being during their postings on a scale from 1 to 10 where 10 is very satisfactory, the "introvert" former DWs end on an average rate on • 7,1 with regard to job satisfaction and • 8,3 with regard to personal well-being.
	The "extrovert" former DWs rate job satisfaction almost one point higher than the "introvert" former DWs. Personal well-being is rated higher by the "extrovert" former DWs but only marginally.	
DW use to the partner organisation	More than 80% of the "extrovert" former DWs believe that they were "very useful" or "useful" to their partner organisation during their posting (other possibilities were "of poor use" and "of no use").	62% of the "introvert" former DWs believe that they were "very useful" or "useful" to their partner organisation during their posting (other possibilities were "of poor use" and "of no use").
	The "extrovert" former DWs are more prone to believe that they were of use to the partner organisation than the "introvert" former DWs.	

MS management of intercultural cooperation	Generally the "extrovert" former DWs are moderately satisfied with the way in which MS manages intercultural cooperation. On a scale from 1 to 5, where 5 is very satisfactory, the respondents ends on an average rate on 3,3.	Generally the "introvert" former DWs are moderately satisfied with the way in which MS manages intercultural cooperation. On a scale from 1 to 5, where 5 is very satisfactory, the respondents ends on an average rate a little below median: 2,8
	The "introvert" former DWs rate MS' management of intercultural cooperation below median whereas the "extrovert" rate MS' management above, but the difference is marginal.	
MS' reception of the former DWs	The "extrovert" former DWs find MS' reception of former DWs moderate satisfactory. On a scale from 1 to 5, where 5 is very satisfactory, the former DWs end on an average satisfactory rate on 3.	The "introvert" former DWs find MS' reception of former DWs moderate satisfactory. On a scale from 1 to 5, where 5 is very satisfactory, the former DWs end on an average satisfactory rate on 3,1.
	Still, 47% indicate that MS' reception by their return have motivated them to continue carrying out development activities in an MS context and 52% in a non-MS context	40% indicate that MS' reception by their return have motivated them to continue carrying out development activities in an MS context and 33% in a non-MS context.
	MS reception of the former DWs does not seem to influence the extent to which the former DWs are active in carrying out development work. The average rate of both the "introvert" and "extrovert" former DWs is basically the same - as many of the DWs themselves have expressed in the questionnaire: "the motivation was there beforehand", "it is part of my personality", "it is more the posting that is a motivating factor rather than the reception". Still a high percentage of both the "introvert" and "extrovert" former DWs find that MS' reception has been a motivating factor.	

4 Former DWs contribution to the resource base for Development Cooperation

4.1 Definition of resource base in the DW context

Danish development aid is carried out in cooperation with a number of Danish and foreign actors: business organisations, NGOs, trade-unions, private development organisations, public and semi-public authorities, research institutions, etc.

Hence, the Danish resource base can be defined as actors - individual and collective, public and private, profit and non-profit - with experience and competence in working with developing countries and who are available for carrying out development activities.

Former DWs all have experience with working in development countries by virtue of their postings abroad. Whether the personnel programme contributes to the creation of a resource base for development cooperation depends on whether the former DWs wish to continue working with development issues or not.

In order to assess former DWs contribution to a professional resource base for development cooperation, the survey looks at the extent to which the former DWs have changed their *educational* and especially their *professional profiles* after their contract period. Changes in educational and professional qualifications give an indication of whether the former DWs maintain an interest in the development field, but it also tells whether the former DWs maintains an interest in development issues and hence are "available" within the development sector or whether they are tied up in non-development related jobs.

Engaging in information work about developing countries, in other development activities in Denmark, or working in developing countries or with MS organisational work after the contract period are also indications of whether the personnel programme contributes to the creation of a resource base for development cooperation.

It is evident that the connotation of "resource base for development cooperation" has changed over the years. Since MS started its volunteer programme in the 1960s, and returned DWs contributed a very significant share of the re-

source base in Denmark, the recruitment base to development work has undergone vast changes: International development studies in universities/colleges have turned out hundreds of candidates, the rate of people travelling for private or business purposes has increased enormously, language skills have improved, etc. For this study it is a question whether and how MS' personnel programme for DWs contributes to the resource base.

This section addresses the question of resource base in a more narrow sense, i.e. it looks at the educational and professional profiles of the returned DWs. The topic of the previous section on DWs' contribution to information work is however, an integral part of the resource base discussion, since DWs' participation in informational and organisational activities relating to developing countries constitutes an important foundation for a "resource base for development work".

4.2   Changes in education and profession

In the questionnaire, the former DWs have been asked to indicate whether educational field and working area have been changed after their contract period with MS.

A large number of the former DWs (107 out of 161) have taken qualifying education or changed job or working area after their postings as DWs. Only 34% indicate that their educational and working situation remain unchanged since the completion of their contract period. 70 (43%) former DWs have either taken additional qualifying education within their *original* profession field (e.g. from carpenter to building technician) or within *another* professional field (e.g. from mechanical worker to engineer or from forester to a Masters in Agricultural Development Management), and 81 (50%) have changed workplace (e.g. from primary school teacher to teacher in adult or immigrant education) or changed to a completely new working area (e.g. from being a potter to working in a shelter for refugees).

8 of the 161 former DWs already had an education relating to development issues before their postings as DWs. Among these are immigrant teaching, international development studies, ethnology, African studies, anthropology, ethnography, aesthetics and culture.

Looking at to what extent the respondents have changed their educational and professional background towards *development oriented issues*, thus contributing to the creation of a resource base for development cooperation, 8 out of the 70 former DWs who have changed their educational profile after their postings as DWs, have taken qualifying education within development issues. This corresponds to 5% out of all the 161 respondents participating in the survey. The areas in which the 8 respondents have taken additional education are African studies, journalism on globalisation, immigrant teaching/teaching Danish as second language, international pedagogics, and international development studies.

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Likewise, 31 of the 81 respondents who indicate they have changed working area now work with development oriented issues. This number corresponds to 19% of all the 161 respondents. 10 of them work with refugee or immigrant issues, five have worked with Danida after their contract period, three still do, four work with development NGOs, five with MS, three with globalisation/integration issues. The remaining respondents have not indicated more specifically with which issues/organisations they work, only that they work with development issues.

Two of the respondents indicate that they would like to work with development issues.

9% of the former DWs indicate that they have had difficulties finding a job after their posting; the most common remark being that it is hard to re-establish oneself within one's original profession as the posting abroad is not considered qualifying within that field. Three respondents returning in 2002 have faced unemployment in a period after their postings - one respondent is still unemployed. One former DW, also returning in 2002, has gone on maternity leave and has quit her job and one, returning in 1995, has accepted early retirement.

In sum, there is some indication that the personnel programme contributes to the creation of a Danish professional resource base for development cooperation. A relatively small number of the respondents have supplemented their educational background specifically with development studies or studies directed towards cross cultural cooperation. A larger number, 30, have changed working area towards more development oriented issues or issues that fall under intercultural cooperation.

4.2.1 Comparison between the resource base and the information activity categories

39 of all 161 respondents have an educational or professional profile within development issues[15]. Looking at how these former DWs are distributed in terms of information activity level, almost 60% (23) belongs to the group of "extrovert" former DWs (22 to the very active former DWs and 1 to the active former DWs). 12 belong to the moderately active former DWs, 3 to the passive, and 1 to the non-active.

In sum a large share of the former DWs, who constitute part of the resource base on development cooperation – apart from their posting as DW - in capacity of their educational and professional background within development issues, are also among the most active former DWs in terms of carrying out development activities promoting intercultural cooperation.

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[15] This number includes the former DWs who at the time of their posting already had an education within development issues and the former DWs who after their postings have changed the educational and professional profiles towards development issues.

5 MS' support to former DWs

This part of the survey focuses on the DWs' experience with the way MS received them on their return from their postings. Debriefings in the partner country and in Denmark as well as the extent to which the former DWs have requested and received support from MS in carrying out development activities will be considered.

5.1 General information about the debriefings

When the contract period of the DWs is about to expire, the DWs are invited to debriefing meetings with the partner organisation, MS' country office in the partner country and on return to Denmark, with MS' Headquarters in Copenhagen.

5.1.1 Debriefing with the partner organisation and the MS Country Office

Content: There is no formal agenda for the debriefing meetings with the partner organisation and the MS Country Office. Typically, the debriefings will consist of

Partner organisation:

- a discussion of the final report prepared by the DW

MS Country Office:

- a discussion of the final report prepared by the DW

- job satisfaction and personal well-being during the posting

- an assessment on fulfilment of requirements as defined in the job description

- reflections on the progress of the project on which the DW has been adviser

- comments to the cooperation with the Country Office

- comments to the cooperation with the partner

- experience and lessons learned from the posting

Participants:

Partner organisation: Head of the partner organisation and/or counterpart

MS Country Office: The Coordinator and the Programme Officer

Duration: 1-2 hours (flexible)

Timing: At completion of the contract period

5.1.2 Debriefing with MS' Headquarters in Denmark

Content: While still in the partner country, the DW receives a "Welcome Home" letter from the MS Head Quarter in Denmark (enclosed in Annex IV) thanking the DW for his/her efforts and contributions to a "…democratic and sustainable development in the South" and encouraging the DW to continue with carrying out North-South activities in Denmark. In addition, the DW is invited to a debriefing meeting with MS' International and Administrative Departments in Denmark. The formal agenda for the debriefing looks as follows:

- The DW's experience with working in a partnership and proposals for how to improve the placement of DWs

- Comments to the cooperation with the Country Office

- Comments to the MSiS programme

- Comments to the selection and preparation of the DWs before posting

- What has been difficult and what has been rewarding during the posting

In addition, the newly returned DW has the opportunity to settle any outstanding accounts with MS' Administrative Department.

Annex IV contains the agenda for the debriefing meeting in MS' Head Quarter in Denmark.

Participants: International Department: Placement Officer and Country Coordinator

Duration: Approximately 1 hour

Timing: Within 3 months after completion of the posting. (In the Welcome Home letter the DW is requested to inform MS about his/her contact details to enable MS to send the actual invitation to the debriefing meeting).

5.1.3 Welcome Home Meetings/Weekends

The "Welcome Home Weekend/Meeting" is a concept that MS has operated with in several rounds over time and which has had different content and form. The concept was not systematically practiced between 1995 and 2002[16]. In 2002, Welcome Home Weekends were taken up again in a systematic way. Until today, two such weekends have been arranged. In March 2003 - while this survey was taking place - the second Welcome Home Weekend was held.

The Welcome Home Weekend/Meeting is an offer to the DWs who have recently returned from their postings. Participation is voluntary. The concept has changed somewhat over time. The Welcome Home Weekends held in the 80ies and early 90ies were held in groups by country and were both for newly returned young people posted through MS' International Youth Exchange Programme and for the DWs. These weekends lasted for two days - started on Saturdays and ended on Sundays. This concept did not work in the long run, as the young people from the Youth Exchange programme and the DWs each had their needs for debriefing. The DWs needed a more individual and professional debriefing with persons who were familiar with the different country programmes. In addition, MS recognised a need for a more precise feedback from the individual DW placements both in order to get a better knowledge about the placements and in order to be able to improve the placements. The Weekends were hence replaced by individual debriefings. However, due to a feeling in MS that there was a great need amongst the DWs to share their experience (and an opportunity for MS to improve continuity), the concept was taken up again in 2002, however, as a supplement to the individual debriefings. In contrast to the previous Welcome Home Meetings/Weekends, the Weekends today concentrate on the future (i.e. the current political development issues/debate, the reversed culture chock and the former DWs' opportunities to continue carrying out development activities in an MS context) in that the backward perspective has already been dealt with at the individual debriefings. The present Welcome Home Weekends are exclusively for DWs. In addition, they have been extended with one more day, i.e. from Friday to Saturdays.

The aim of the Welcome Home Weekend is for MS to create a contact with the former DWs, inform them about possibilities for continuing their involvement in activities promoting inter cultural cooperation in an MS context, and give the DWs an opportunity to network and share experience with other recently returned DWs, to raise issues of concern, etc.

Annex IV contains the agenda for the Welcome Home Weekend, Autumn, 2002.

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[16] As can be seen below, respondents from all three return years have indicated participating in Welcome Home Meetings/Weekends. This is probably due to the fact that returnees in 1995 have still got the offer to participate in the Meetings/Weekends and some of the returnees in 1999 have had the chance to participate in the Welcome Home Weekend held in 2002.

Participants: the Course Coordinator of the preparatory course for new DWs, who is also responsible for the Welcome Home Weekend and MS staff from the International Department.

Location: Den Internationale Højskole, Helsingør

Duration: one weekend

Timing: the Welcome Home Weekends take place twice a year with participation from DWs returned within the last year. Since the Weekends take place twice a year, the returned DWs have the opportunities to participate in one of two weekends.

5.2 The DWs' participation in and assessment of the debriefing meetings

5.2.1 Participation

The majority of the DWs have participated in the debriefings in the partner country and in Denmark:

- Almost 90% of the former DWs participated in the debriefing at the MS country office in the partner country.

- 52% participated at the debriefing in the partner organisation.

- 57% participated in the debriefing in Denmark[17].

5.2.2 Assessment

The DWs who participated in the MS debriefings in the partner country as well as in Denmark generally found the debriefings relevant or very relevant. A few DWs found the debriefings partly relevant or irrelevant.

- Of the 144 DWs who participated in the debriefing at the **MS country office** in the partner country, 77% found the debriefing relevant or very relevant.

- Of the 84 DWs who participated in the debriefing in the **partner organisation**, 81% found the debriefing relevant or very relevant.

- Of the 92 DWs who participated in the debriefing at the **MS Head Office in Denmark** 62% found the debriefing relevant of very relevant.

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[17] Some of the reason why no more DWs have participated in the debriefing in Denmark is probably to be found in the fact that some DWs do not return to Denmark directly after their posting or only stay in Denmark for a short period of time.

In terms of gender, the women generally find the debriefings more relevant than the men:

	x % of the **men** who find the debriefings relevant or very relevant	x % of the **women** who find the debriefings relevant or very relevant
Debriefing in MS country office (N = 144)	72%	83%
Debriefing in Partner organisation (N = 84)	79%	83%
Debriefing in MS Head Office in Denmark (N = 92)	53%	69%

In terms of year of return, there is no clear tendency with regard to the DWs assessment of the relevance of the debriefings. However, common for all three years of return, the number of respondents who consider the debriefing in Denmark relevant or very relevant is low compared to their assessment of the other debriefings.

Pct. of DWs who found the debriefings relevant or very relevant 1995, 1999 and 2002:

	Pct. of DWs who found the debriefings relevant or very relevant **1995**	Pct. of DWs who found the debriefings relevant or very relevant **1999**	Pct. of DWs who found the debriefings relevant or very relevant **2002**
Debriefing in MS country office (N = 144)	80%	79%	75%
Debriefing in Partner organisation (N = 84)	85%	48%	73%
Debriefing in MS Head Office in Denmark (N = 92)	61%	71%	58%

5.3 The DWs participation in and assessment of the Welcome Home Weekend/Meeting

In spite of the fact that MS has not operated Welcome Home Meetings/Weekends between 1995 (approximately) and 2002, respondents from all three years of return have given an assessment of the relevance of the Meeting. Some DWs returning in 1995 may have participated in meetings in 1995 before they were taken off MS' agenda and according to MS, some of the DWs returning in 1999 may have been invited to the first Welcome Home Meeting held in 2002.

5.3.1 Participation

41% of the respondents indicate they have participated in a Welcome Home Weekend. More women (44 %) than men (37%) have participated in a Welcome Home Weekend/Meeting. In terms of year of return, 49% DWs returning in 1995 have participated in a Welcome Home Meeting, of DWs returning in 1999, 20% participated and of the returnees from 2002, 45% participated. It must be expected that more DWs returning in 2002 will participate in a forthcoming Welcome Home Weekend, as the DWs who returned late 2002 have perhaps not had the chance to participate in a Welcome Home Weekend yet.

5.3.2 Assessment

Generally, the respondents who participated in the Weekend/Meeting found it relevant both with regard to content, duration, number of participants and the timing in relation to their date of return.

- 44 (67%) of the 66 participants who participated in a Welcome Home Weekend/Meeting found the **content** of the Weekend/Meeting relevant or very relevant.

- 52 (79%) found the **duration** of the meeting suitable

- 51 (77%) found the number of **participants** suitable

- 47 (71%) found that the timing of the Weekend/Meeting was suitable

In terms of sex, the men and women generally agree about the relevance and suitability of the Weekend/Meeting with regards to the parameters asked about.

The below table shows that fewer of the respondents from all three return years rate Relevance of the *content* of the Weekend/Meeting lower than the other parameters.

	Pct. of DWs who find the Meetings relevant or very relevant **1995**	Pct. of DWs who find the Meetings relevant or very relevant **1999**	Pct. of DWs who find the Meetings relevant or very relevant **2002**
Content (N = 44)	56%	71%	60%
Duration (N = 52)	71%	86%	88%
Number of participants (N = 51)	68%	71%	91%
Time of placement (N = 47)	62%	86%	80%

5.4 The former DWs' general impression of MS' support

Asked if the former DWs had a need for further contact with MS after return, to settle practical or emotional matters, 50 (31%) of the 161 respondents indicate that they had further need. Asked to specify the needs, the former DWs have highlighted issues such as:

- practical issues (e.g. contract settlement)

- a need to get rid of frustrations related to the posting

- a need to feel that the job done in the partner country was valuable to MS

- a need to feel useful in Denmark

More men (36 %) than women (27 %) have indicated a need for further contact with MS after return. In terms of year of return, 43% of the DWs returning in 1999 had a need for additional contact with MS after return. The percentage among the DWs returning in 1995 and 2002 were somewhat lower: 26% for 1995 and 30% for 2002.

On a scale from 1 to 5, where 5 is very satisfactory and 1 is very unsatisfactory, the majority of all the respondents consider the possibility for closer contact with MS satisfactory. Almost 50% rate this possibility with 4 or 5, 30% rate the possibility with 3, and 11% with 1 or 2. 11% have not indicated a rate.

Asked about their general impression of MS' reception of the DWs in relation to the completion of their postings, 44% of the 161 respondents give a positive rating, 4 or 5. 18% of the respondents give the two lowest rates. 29% give the rate 3 and 9% have not indicated a rate.

42% of the 161 respondents indicate that MS' reception to some or a high degree has motivated them to continue carrying out development activities in an MS context. Likewise, 41% indicate that MS' reception to some or a high degree has motivated them to continue carrying out development activities in a non-MS context. In both cases, 45% indicate that MS' reception only to a very limited degree or not at all has motivated them to continue carrying out development activities; if they carry out development activities, they had the motivation beforehand, the motivation is part of their personality or it is more the posting than MS' reception that is the motivating factor.

Asked to rate how satisfied the former DWs are with MS' effort to utilise the experience of former DWs on a rate from 1 to 5, where 5 is very satisfactory and 1 is very unsatisfactory, only 4% give the rate 5. 16 % of the former DWs give the rate 4, 35% give 3, 31% rate 3 and 31 % rate 1 - very unsatisfactory.

5.4.1 Financial and other MS support

Question 80 - 85 33 of the former DWs have applied for financial and/or other support from MS in relation to specific development activities (11 have applied for both financial and other support). Within this group 11 out of 16 respondents have applied for financial support from MS and received it; and 24 out of 28 respondents have applied for other forms of support from MS and received the support.

The former DWs who received the support were generally very satisfied with the support they got. The opposite is the case with those who did not receive support.

In sum, only few former DWs apply for financial or other MS support to carry out development activities. The majority receives the support they apply for and are in general satisfied with the support

5.5 Suggestions on how to improve MS' support to former DWs

The former DWs suggestions can be grouped under the following bullets:

Suggestions on how to improve MS' reception of DWs

- Longer and better organised debriefings in Denmark – (not just empty talk). Some of the practical issues could be standardised, such as information about health insurance, registration at the national registration office, etc. after return

- MS should be better at meeting the frustrations and psychological needs of the newly returned DWs

- The Welcome Home Weekends should have a child care arrangement

- MS should invest in upgrading the communication and information skills of former DWs

Suggestions on how to improve MS' motivation of former DWs to continue involvement in development activities

- MS should be better at utilising the experience of the returned DWs; e.g. MS could use newly returned DWs in interviewing potential DWs and in answering the country/sector specific questions of newly recruited DWs.

- MS should demonstrate more interest in the newly returned DWs and in the experience gained from their postings.

- Newly returned DWs should be given concrete assignments right after their return in order to sustain the linkage to MS.

- The newly returned DWs should receive a list of all ongoing activities in MS in which they could participate.

- MS should be more proactive in recruiting the newly returned DWs, e.g. by contacting them and encouraging them to continue with development activities.

- MS should be more open towards the newly returned DWs and respecting them as equals.

5.6 Summary of MS' support to former DWs

In sum,

- the former DWs are generally satisfied with the debriefings with the partner organisation, with the MS Country Office of their posting and with MS' Headquarters in Denmark - although less so with the debriefing in the Headquarters than with the debriefings in the partner country.

- the former DWs are generally satisfied with the Welcome Home Weekends/Meetings, both with regards to content, duration, number of participants and timing of the Weekends/Meetings - although less satisfied with the content than with the other three parameters.

- The former DWs returning in 1999 have expressed a greater need for further contact with MS after completion of their contract period than the other two return years. This may be related to the fact that only 20% of the DWs returning in 1999 participated in a Welcome Home Meeting/Weekend compared to almost half of the returnees in 1995 and 45% of the returnees in 2002.

Annex I   Questionnaire

Annex II   List of documents reviewed

- vejledning til DW-rapportskrivning.

- kopi af DW-jobannonce

- almindeligt henvenderbrev

- materiale, som udsendes pba ønske om at søge et af de annoncerede jobs (herunder ansøgningsskema, jobbeskrivelser samt almindeligt MS-informationsmateriale)

- kontaktpersonhæfte (hjemvendte DWere)

- Oversigt over informationsmøder (omtalt på annoncen)

- Brev om debriefing ved hjemkomst

- oversigt over emner som berøres ved debriefing

- Undersøgelse vedr. "Hjemvendtes deltagelse i oplysningsarbejdet", Anne Grunnet 1981.

- Oversigt over Kontakt Gruppens (KG) medlemmer, samt oplysning om gruppens funktion (KG består af hjemvendte DWere)

- Materiale vedr. Nord-Syd-samarbejdet.

- Program for det sidst afholdte "Velkommen Hjem" seminar.

- En DW-rapport af DW Finn og Mairead Petersen, udsendt til Kenya.

- Medlemsstrategi

- Beskrivelse af Sælg-din-partner

- Medlemsundersøgelsen 2001"

- Review of the "MS in the South" Programme, 2000

- Desk Study on the Danish Association for International Cooperation (MS). 2002

- MSC in Country Programmes, 2001.

Annex III   List of persons interviewed

- Head of International Department

- Psychologist, Director of the Selection Division, International Department

- Recruitment and Placement Officer, International Department

- Member of the Selection Division and Programme Development Team, International Department

- Course Coordinator, International Department

- Senior Information Officer, Department of Information

- Information Officer, Department of Information

Annex IV Information regarding debriefing meetings