

## Ex Post Evaluation Report

# Improving Access to Formal and Non-formal Education for Roma Children, Young Girls and Mothers in “the former Yugoslav Republic of Macedonia”

GRANT F/P 9 (2003) UNICEF



This report was prepared by Horst Wattenbach, Evaluator at the DEP,  
under the supervision of Claudine Voyadzis, Director of DEP.

Based on an evaluation carried out by  
Predrag Rafailovic, for Prolog Consult

Report 3-2008  
November 2008

**Ex Post Evaluation Department  
DEP**

pictures by courtesy of UNICEF

File ref: DEP FP9 Fyrom Grant Unicef FINAL REPORT

## **Acknowledgments**

The DEP would like to thank the representatives of the implementing agency UNICEF for their kind assistance in the preparation of this evaluation and their support to the consultant in the implementation of the field evaluation. Further appreciation is expressed to the colleagues at the DGP and the DCT for their input in the initial phases of the evaluation and comments on the draft report, as well as to the peer reviewer for his constructive comments.



## Executive Summary

**Background.** The UNICEF Country Office supports Roma children in the “former Yugoslav Republic of Macedonia” in order to increase their access to education to improve their social and economic conditions. This office also provides non-formal education to young girls and mothers. In 2003, the CEB approved the grant F/P 9 of USD 450 000, as a 47% contribution to a project to address these issues.

**Project implementation.** The project had six objectives: (i) improve access to formal education; (ii) improve the quality of primary education; (iii) improve the learning environment at selected schools; (iv) decrease dropout/truancy rates & increase retention/transition to secondary school; (v) increase accountability of communities and other stakeholders, and (vi) facilitate non-formal education for Roma young girls and mothers. To reach these objectives, four components were carried out (i) education policy, (ii) improvement of facilities and access to schools, (iii) non-formal education, and (iv) community mobilisation over initially two years (later extended by one more) in eleven municipalities with high Roma population. The project was implemented by the UNICEF in partnership with line ministries and state agencies, while non-formal education was delivered by civil society organisations.

**Evaluation findings.** The overall evaluation rating for the project is **satisfactory (rating: 3)**. The project addressed a highly relevant set of socio-economic constraints for Roma children and mothers. In doing so, it might have benefited from a clearer sequencing of activities and monitoring, given the complex interactions between the components. The grant was effective in carrying out urgent repairs at schools, supporting community centres, developing curricula, and reaching teachers, children and young mothers in training sessions. Some shortcomings in monitoring and reporting were noted, particularly with respect to activities carried out during the extension year, which could have been avoided, had “results-based management” been systematically applied. The project was efficient, based on locally contracted repair of schools, trainers and implementation partners and the cost control mechanisms of the UNICEF. The schedule was adhered to with only slight modifications of training schedules. Working relations were good and institutional coordination shortcomings were improved with the support from the Department for Minority Education. Inputs at the policy level (e.g. National Programme for the Development of Education and to “Roma curricula”) were provided and the project impact is sustained. Indirect impacts result from the contributions to the Roma Decade Action Plans and the participation in the Roma Education Fund. Social impact so far is satisfactory, though a full assessment will only be possible in the longer term when the transition of Roma children to secondary education and reduced drop-out rates can be observed. Sustainability is likely and teacher retention at schools is high even though local community centres might scale down activities depending on funding. The project was successfully implemented through the UNICEF and its strong collaboration with local institutions. With regard to the CEB visibility, there were no specific plans and no communication policy.

### Recommendations:

- It would be useful that when preparing grant projects, the CEB integrated systematically communication and visibility plans and established standardized proposal (including Logical Framework Matrix) and reporting formats; these should then be stipulated in contribution agreements with implementing agencies.
- To capitalize on the experiences made in this project, the CEB and the UNICEF should continue their respective support to the education sector to the best of their possibilities.
- It would be useful if the UNICEF consistently applies its results-based management procedure and use it for monitoring and reporting of project outcome and impact.

## Synthèse

**Contexte.** Le Bureau local de l'UNICEF de "l'ex République yougoslave de Macédoine" apporte son soutien aux enfants roms dans le but d'augmenter leur accès à l'éducation afin d'améliorer leur condition sociale et économique. Ce Bureau s'occupe également de l'éducation informelle des jeunes filles et des mères. En 2003, la CEB a approuvé le don F/P 9 de 450 000 dollars, soit une contribution de 47%, pour un projet visant ces questions.

**Exécution du projet.** Le projet avait six objectifs : (i) améliorer l'accès à l'éducation formelle ; (ii) améliorer la qualité de l'enseignement élémentaire ; (iii) améliorer l'environnement d'apprentissage dans des écoles sélectionnées ; (iv) diminuer le taux d'abandon scolaire/absentéisme et augmenter la fréquentation/passage vers l'école secondaire ; (v) augmenter la responsabilisation des communautés et des autres parties prenantes, et (vi) favoriser l'éducation informelle pour les jeunes filles et les mères. Pour atteindre ces objectifs, quatre composantes ont été réalisées : (1) politique d'éducation, (2) amélioration des équipements et de l'accès à l'école, (3) éducation informelle et (4) mobilisation de la communauté rom sur 3 ans dont une année supplémentaire, dans onze communes à forte densité de population rom. Le projet a été réalisé par l'UNICEF en partenariat avec les ministères concernés et les agences d'état, tandis que des ONG fournissaient l'éducation informelle.

**Conclusions de l'évaluation.** La notation globale de l'évaluation du projet est "**satisfaisante**" (**note 3**). Le projet visait un ensemble extrêmement pertinent de contraintes socioéconomiques touchant les enfants et les mères roms. Ce faisant, il aurait pu bénéficier d'une organisation plus claire des activités et du suivi, compte tenu des interactions complexes entre les différentes composantes. Le don a été efficace grâce à la réalisation de travaux de réparation urgents dans les écoles, le soutien aux centres communautaires roms, le développement des programmes scolaires, et au ciblage des enseignants, des enfants et des jeunes mères par le biais de sessions de formation. Il y a eu quelques faiblesses dans le suivi et l'établissement des rapports, particulièrement en ce qui concerne les activités réalisées pendant l'année supplémentaire ; ceci aurait pu être évité si l'on avait systématiquement appliqué la procédure de gestion axée sur les résultats. L'efficacité du projet a été démontrée car il était basé sur des contrats locaux pour la réparation des écoles, le recrutement des formateurs et des responsables de la mise en œuvre, ainsi que sur les mécanismes de contrôle des coûts de l'UNICEF. Le calendrier a été respecté hormis quelques légères modifications du planning des formations. Les relations de travail étaient bonnes et l'aide du Département pour l'Éducation des Minorités a permis de remédier aux faiblesses de la coordination institutionnelle. Il y a eu une contribution au niveau politique (Programme National pour le Développement de l'Éducation et les "Programmes scolaires pour les Roms") et l'impact du projet est considérable. Des effets indirects ont été notés grâce à la contribution aux "Plans d'Action pour la Décennie Rom" et la participation au "Fond pour l'Éducation des Roms". L'impact social est à ce jour satisfaisant, bien qu'il ne puisse être évalué complètement qu'à long terme, lorsque l'on pourra observer le taux de passage des enfants roms à l'école secondaire et le taux d'abandon scolaire. La durabilité du projet est probable et le nombre d'enseignants maintenus reste élevé même si les centres communautaires locaux sont susceptibles de réduire les activités en fonction du financement. Le projet a été exécuté avec succès par l'UNICEF qui a largement collaboré avec les institutions locales. Il n'y a pas eu de plan spécifique ni de politique de communication concernant la visibilité de la CEB.

### Recommandations

- Il serait souhaitable que, lors de la préparation de projets de dons, la CEB intègre systématiquement un plan de communication et de visibilité, ainsi que des modèles de proposition standard (incluant une Matrice de Cadre Logique) et de format de rapport. Ce plan et ces modèles devraient être stipulés dans les accords de partenariats avec les organismes de mise en œuvre.
- Afin de capitaliser les expériences acquises avec ce projet, la CEB et l'UNICEF devraient continuer leur assistance respective dans le secteur de l'éducation, au mieux de leurs possibilités.
- Il serait utile que l'UNICEF applique systématiquement sa procédure de gestion axée sur les résultats et l'utilise pour le suivi et l'établissement des rapports concernant les résultats et l'impact d'un projet.

## CONTENTS

<b>ACKNOWLEDGMENTS</b> .....	<b>III</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>V</b>
<b>SYNTHESE</b> .....	<b>VI</b>
<b>LIST OF ACRONYMS</b> .....	<b>VIII</b>
<b>LIST OF TABLES</b> .....	<b>VIII</b>
<b>INTRODUCTION</b> .....	<b>1</b>
<b>1 PROJECT BACKGROUND</b> .....	<b>1</b>
1.1 PROJECT ORIGIN.....	1
1.2 PROJECT CONTEXT: THE SITUATION OF ROMA IN THE COUNTRY .....	1
1.3 PROJECT CONTENT AND OBJECTIVES.....	2
<b>2 EVALUATION OBJECTIVES, METHODOLOGY AND SITE SELECTION</b> .....	<b>4</b>
2.1 EVALUATION OBJECTIVE AND METHODOLOGY .....	4
2.2 SITE SELECTION .....	5
<b>3 ANALYSIS OF EVALUATION FINDINGS</b> .....	<b>6</b>
3.1 RELEVANCE .....	6
3.2 EFFECTIVENESS .....	8
3.3 EFFICIENCY .....	14
3.4 IMPACT .....	19
3.5 SUSTAINABILITY .....	21
3.6 ISSUES OF SPECIFIC INTEREST .....	23
<b>4 RATING TABLE</b> .....	<b>25</b>
<b>5 CONCLUSIONS AND RECOMMENDATIONS</b> .....	<b>26</b>
5.1 CONCLUSIONS.....	26
5.2 RECOMMENDATIONS.....	26

### ANNEXES

The following annexes are provided in a separate document:

- Reconstruction of the intervention logic of the project (Logical Framework Matrix)
- List of documents and literature
- Effective mission schedule with list of persons met
- Linkage between Logical Framework Matrix and DAC evaluation criteria
- Rating table with indicators used
- Detailed quality and monitoring rating
- Terms of reference for the evaluation
- Comments from the DCT
- Comments from the UNICEF

## List of acronyms

BDE	Bureau for Development of Education
CA	Contribution Agreement
CEB	Council of Europe Development Bank
CoE	Council of Europe
DCT	Technical Advisory Directorate (CEB)
DEP	Ex Post Evaluation Department (CEB)
DGP	Directorate General for Loans (CEB)
€/ m€	Euro / million Euro
EU	European Union
F/P	"Fonds-Projet" (CEB project number)
FIOOM	FOSIM in Macedonian language ( <i>Fondacija Institut Otvoreno Opšestvoto Makedonija</i> )
FOSIM	Foundation Open Society Institute Macedonia
GDP	Gross Domestic Product
LFM	Logical Framework Matrix
MKD	Macedonian Denar
MoES	Ministry of Education and Science
MoF	Ministry of Finance
MoLSP	Ministry of Labour and Social Policy
NGO	Non Governmental Organisation
RDAP	Roma Decade Action Plans
REF	Roma Education Fund
SAA	Stabilization and Association Agreement (EU)
UNICEF	United Nation's Children's Fund
USAID	United States Agency for International Development
USD	US Dollar

Exchange rate: 59.96 MKD = 1 €(13.10.2008) (Source: [www.Oanda.com](http://www.Oanda.com) )

## List of Tables

Table 1: Linkage between project components and the different project objectives .....	3
Table 2: Comparison of planned and achieved formal education activities.....	10
Table 3: Comparison of planned and achieved activities of the non-formal education component.....	11
Table 4: Project implementation timetable, including reconstruction for project year 3 .....	15
Table 5: Planned and final costs per project component.....	18
Table 6: Table of Grant Ratings.....	25



## Introduction

As part of the CEB's standard operational procedures, and in line with the practice of other International Financial Institutions, the Bank carries out independent ex post evaluations of selected operations. These evaluations are performed by the Ex Post Evaluation Department (DEP) with the purpose of helping to establish the results of Bank operations, to draw lessons and recommendations aimed at improving the quality of operations and the effectiveness of monitoring.

The DEP carries out the ex post evaluation of its support to a selected number of grant projects, in order to allow comparable results and ratings. These evaluations cover different implementation arrangements and implementing partners as well as several of the main sectoral lines of action of the CEB.

## 1 Project background

### 1.1 Project origin

In 2003 the CEB approved a grant of USD 450,000 to "former Yugoslav Republic of Macedonia" as a 47% contribution to the UNICEF project "Improvement of Access to Formal and Non-formal Education for Roma Children, Young Girls and Mothers". The grant was concerned with contributing to improve access of the Roma population to education and indirectly to support socio-economic living conditions and support decentralisation (as stipulated by the Ohrid Framework Agreement) in communities with a high Roma population.

### 1.2 Project context: the situation of Roma in the country

In 2002, "the former Yugoslav Republic of Macedonia" had 2,022,547 inhabitants, with 64.18% Macedonians, 25.17% Albanians and 2.66% Roma.<sup>1</sup> As a small country with a relatively open economy, it is vulnerable to external shocks, which it has suffered several times since independence in 1991. Although still fragile, the situation has stabilized and the economic reform has advanced. It was the first country in the region to sign the Stabilization and Association Agreement (SAA) with the EU in April 2001.

The estimated GDP per capita at purchasing power parity in "the former Yugoslav Republic of Macedonia" in 2005 was 6,000 € which is only 26% of the EU-25 average. The geographic, demographic and economic characteristics of the country produce more complex social and economic problems than in most other countries in the region. The ethnic conflicts in Balkan countries in the 1990s repeatedly spilled over into "the former Yugoslav Republic of Macedonia" (Kosovo crisis in 1998-99, civil unrests in the north-eastern part of the country in 2001), disrupting efforts to develop the country and its economy, and undermining trust among ethnic groups. Although having achieved a steadier pace in the *acquis communautaire*, the country is still in the process of finalising the establishment of key institutions, including the administrative agencies required to implement public policy and provide public services.

The Roma community comprised in 2002 53,879 persons (Census 2002). Although nomadic by tradition, the Roma in the country have steadily settled for over 50 years, mostly in the suburbs of major towns and nearly 50% of them live in Skopje (mainly in the municipalities of Suto Orizari and Cair), with the highest share in other towns being found in Prilep, Kumanovo, Bitola, Tetovo, Gostivar and Stip.<sup>2</sup> Roma face a more difficult socio-economic situation than any other ethnic group. The Roma emerged several years ago as organised groups (political, non-governmental and community-based organisations), with representatives at the community, local self-government and national levels.

---

<sup>1</sup> *Census of Population, Households and Dwellings <...>*, 2002, State Statistical Office

<sup>2</sup> *Ibid.*

However, the quality of the services delivered to the communities where Roma are a majority is still below the national average.

In the constitution of the former Yugoslav federation (created in 1946) and the Socialist Federal Republic of Yugoslavia (1963-1991), Roma were identified as a separate ethnic group (a status below the constitutional status of an ethnic minority). They were given equal status preventing discrimination on the grounds of their ethnicity and granted the preservation and development of their own culture: open discrimination, violent behaviour or attempts to force assimilation (unlike other countries in the region) were thus absent. Yet, during this period (1946-91) their social-economic position and their cultural-educational needs were not well known, resulting in their marginalisation from decision making and administration, as well as from cultural life and economy.

While the overall unemployment rate was in 2005 officially 37.3%<sup>3</sup>, unemployment among Roma is estimated to be much higher. Roma usually work in the “grey” economy (without insurance), they do not own farm land and their nomadic tradition includes crafts that are hardly viable in a post-modern society. They mostly rely on low-scale out-of-shop trade and on collecting secondary raw materials. As they are living in severe poverty, some of them, including children as the most vulnerable part of the population, can easily be caught in the circle of criminal activities. Since unemployment benefits are not available to the vast majority of Roma (as many have never been officially employed), they also cannot have access to children’s allowance, the latter being tied to the former. Over 90% of Roma families are therefore practically only entitled to social/public welfare allowance. Such assistance varies between 5-10 €per family member per month which is insufficient for basic food needs.

Furthermore, the educational level of Roma is significantly below the national average. Roma children have the lowest primary school enrolment rates and the highest drop out rates. Illiteracy is prevalent amongst their parents. Only 60 % of women are literate as opposed to the national literacy rate of 93%.<sup>4</sup>

### 1.3 Project content and objectives

The grant approval was based on three main concerns (project rationale):

1. The chronic inferior status of the Roma population in terms of access to education, social and economic life. Reasons include inheritance from the socialist period, lack of institutional capacities of the new State, and protracted regional instability (political, economic and ethnic). An assessment by UNICEF in 2003 on primary schools identified significantly low Roma children enrolment, high dropout (and truancy) rates, as well as very low transfer rates to the secondary school level.
2. The decentralisation process (legislation on local self-government). The process was stipulated by the Ohrid Framework Agreement<sup>5</sup> of 13 August 2001 and concerns, *inter alia*, primary and secondary education (improvement of efficiency, competencies, inclusion of children, quality of teaching, school environment, finance, motivation of teachers and education administration capacities).
3. At the higher policy level, one can place the EU integration process (SAA agreement), the UN Millennium Goals (right of every child for education), the National Strategy for Roma of 2003, and possible programming for Roma Decade Action Plans (2005 -2015).

The project location included the 11 municipalities of the country with the highest concentration of Roma population: Skopje, Prilep, Kumanovo, Tetovo, Gostivar, Bitola, Stip, Kicevo, Kocani, Veles and Radovis. The targeted 12 primary schools were the local schools (two in the City of Skopje and

---

<sup>3</sup> *Labour Force Survey* (2002, 2003, 2004, 2005), State Statistical Office.

<sup>4</sup> UNICEF, *Situation Analysis of Women and Children* <...>, Skopje, 1999.

<sup>5</sup> *Ohrid Framework Agreement*, [http://www.coe.int/t/e/legal\\_affairs/legal\\_cooperation/police\\_and\\_internal\\_security/OHRID%20Agreement%2013august2001.asp](http://www.coe.int/t/e/legal_affairs/legal_cooperation/police_and_internal_security/OHRID%20Agreement%2013august2001.asp)

one for each municipality) with the highest Roma concentration, based on their share in the local/administrative unit's population.

The direct beneficiaries (target groups) were Roma children, young mothers and girls. Intermediary beneficiaries included school teachers and principals, school staff supporting the teachers (pedagogues and psychologists), fathers and mothers of Roma children not attending school, as well as the educators of the non-formal education project component.

The project partners were the Ministries of Education and Science (MoES), of Labour and Social Policy (MoLSP), the Bureau for Development and Education (BDE), the Institute for Pedagogy, and some local NGOs: *Lifestart* Bitola, *Sumnal* Skopje and *Women's Forum* Tetovo. The project implementation also included sub-contractors for school rehabilitation/minor repairs as well as the media agency *Imika Advertising Production* (community mobilisation campaigns).

The CEB provided a 47% (USD 450,000) contribution to the project, with the balance being provided by UNICEF funds. The overall management of the Project was the responsibility of the Education and Youth cluster in the UNICEF Country Office. UNICEF's Operations Department provided logistical, financial and administrative support to the project staff, especially in the areas of procurement, accounting, financial management and reporting.

According to the Contribution Agreement (CA, signed on 17.11.2003), the UNICEF was responsible for implementation of the project and had to submit annual reports on the progress of the project. The project duration was 24 months, starting with the signature of the CA. The agreement stipulated the disbursement procedures: the first tranche (80%) was paid upon signature, and the balance (20%) upon receipt of a completion report, justifying the complete use of the first tranche and the agreed implementation of the project. Upon submission of the 2<sup>nd</sup> progress report (on 2.12.2005), UNICEF asked for a twelve-month extension of the project, which was agreed by the CEB in April 2006.

The **overall objective** of the project was to improve access to formal and non-formal education for Roma children, young girls and mothers, while the **specific objectives** of the project included the following.

- i. *Improve access to quality formal primary and secondary education.*
- ii. *Improve quality of primary education.*
- iii. *Improve learning environment at schools with a large number of Roma children and facilitate community learning.*
- iv. *Decrease overall dropout and truancy rates. Increase retention rates in primary schools, with focus on the grades with high dropout rates. Increase transition rates to secondary schools.*
- v. *Increase accountability of the communities, parents & other social policy stakeholders.*
- vi. *Facilitate non-formal education opportunities for Roma young girls and mothers.*

**Table 1: Linkage between project components and the different project objectives**

	<i>i</i>	<i>ii</i>	<i>iii</i>	<i>iv</i>	<i>v</i>	<i>vi</i>
	Better access to school	Better education quality	Learning environment & community learning	Lessen dropout, truancy rates	Accountability of communities and parents	Non-formal education for Roma girls
1. Improvement of policy	X	X		X		
2. Quality and access to school	X	X	x	X	X	
3. Non-formal education			X		X	X
4. Community mobilisation	X			x	X	

The project objectives were to be achieved through the activities/results derived from the following **four project components**:

1. Improvement of policy: UNICEF provided technical support to the Ministry of Education and Science to strengthen the policy framework that applies to the Roma population – educationally most disadvantaged and vulnerable group in the country – and support for the development of curricula for educationally lagging children.
2. Quality of and access to formal education: training of teachers and school staff to provide tutoring in homework writing and improve language skills; mothers’ and young girls’ education in the form of formal primary education for adults.
3. Non-formal education: better parenting education for mothers, health education for families, early childhood development, school support and extracurricular activities; home and community-based health education; home-based basic literacy classes (individualized learning).
4. Community mobilisation through public awareness campaigns, TV spots and radio broadcast intended to promote enrolment, regular school attendance and social inclusion of Roma children (particularly girls).

The Table 1 shows how the four project components (rows 1-4) were meant to contribute to the achievement of the six project objectives (columns i - vi).

## 2 Evaluation objectives, methodology and site selection

### 2.1 Evaluation objective and methodology

The overall objective of the ex post evaluation is to assess the use of the grant and its impact. More specifically, the evaluation should assess the quality, appropriateness and additionality of F/P 9 (2003), and the performance of the implementation process. This should also address the grant’s rationale and its conformity to the CEB general mandate. According to the CEB Report of the Governor 2006,<sup>6</sup> it “...strives to foster social convergence in Europe...”, while its focus includes “...actions aimed at responding to all the challenges involved in strengthening social cohesion in Europe and to creating the necessary conditions for the establishment of sustainable communities in urban and rural areas...” and, moreover, “...sustainable urban development as a means of dynamising regional competitiveness and of further strengthening the economic potential of the (CEB) member states.”

The methodology and procedures used by the main stakeholders in project implementation and monitoring were reviewed, including the beneficiary involvement, ownership and satisfaction. The ex post evaluation aimed to identify the factors that affected the outcomes of the project, and generate examples and lessons for future grants. Attention must also be given to the grant’s sustainability from a financial, institutional and socio-economic viewpoint. The evaluation process is based on the standard evaluation criteria of the DEP.

The method applied for the ex post evaluation is based on five OECD/DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability) each of which has been divided into a number of specific sub-criteria – see the Table of ratings in Chapter 4. The ToR provide generic key evaluation questions, which were adjusted to the specific conditions of this project. The key evaluation questions measured against indicators adapted to the available information resulted in a rating for criteria and sub-criteria. The draft Study Instruments were outlined during the inception period, and the indicators validated for the objectives of the grant and the location, sector, position of the interviewees and the documentary evidence.

These sources of information are documents provided by the CEB, UNICEF and by the government and institutions of the recipient country, as well as primary data and observations collected from field visits to the project area. Additional documents, collected during the field mission (submitted by UNICEF and the project partners) are included in the documentary evidence base of the evaluation. A

---

<sup>6</sup> Council of Europe Development Bank – Report of the Governor for the Financial Year 2006 (quotations taken from pages 8 and 16 of the document)

number of relevant internet documents is also taken into consideration (documents and literature are listed in Annexe B).

During the field mission (5 - 9 May 2008), the research techniques included semi-structured one-on-one interview, semi-structured interview combined with mini focus group, mini focus group (3-5 members) and traditional focus group (8-10 qualified respondents). Overall, 50 teachers, 20 parents and Roma community leaders were interviewed in 6 sites, to complement information obtained from staff and representatives directly involved in project implementation.

The Logical Framework Analysis (LFA) is widely accepted as a useful project cycle management instrument, especially its summary in form of a matrix (LFM). The latter summarises objectives, expected results and activities against indicators, phases and means as well as assumptions and risks. This methodology was not stipulated in the CA and no LFM could be found neither representing initial planning nor later planning stages (e.g. in the final report). Considering e.g. the issue of tying the four components with the six objectives of the project, or the differences to be made between the expected outcomes and the possible impacts (i.e. the modifications to the previous situation), the consultant has reconstructed the LFM for the purpose of the ex post evaluation (Annexe A – Reconstructed LFM).<sup>7</sup>

It should be noted that impacts on the Roma livelihood are most likely to appear only in the long term, beyond the duration of this particular project and cannot therefore be measured directly as part of the evaluation. In line with professional standards, proxy-indicators for the likelihood of sustainability from the financial, institutional and socio-economic perspective have been assessed. Such a factor may perhaps have been integrated in the longer-term sustainability and development perspectives of the stated objectives. Again, the "expected results" and "activities" sections of a pre-existing LFM would have been appropriate, in which the "means" would also have included a timeframe, both within and beyond the project duration. One objective of reconstructing the LFM in this context was also to demonstrate its potential utility as a tool for future grants.

## 2.2 Site selection

Considering the length of the field mission (five days - three days for field visits), and the relatively small number of sites to be visited, no sophisticated methodology for the selection of sites and beneficiaries was required. A sampling among municipalities targeted by the grant was decided, in coordination with UNICEF, on the basis of:

- (i) the variety of micro-conditions, such as language spoken in Roma communities, ethnic composition of the municipalities, etc;
- (ii) the timeframe available, access from Skopje as well as the coverage of different project components/activities per location.

During the field mission, six project sites were visited (Tetovo, Kicevo, Stip, Radovis, Veles, and Bitola<sup>8</sup>). Four of these allowed an assessment of both formal and non-formal education components, while two sites (Kicevo and Veles) included visits to the targeted primary schools only. Both the number of sites visited (50%) and sufficient coverage of different project components provided a solid methodological basis for evaluation.

---

<sup>7</sup> The project documents include the Contribution Agreement (particularly the Attachment A.2: Expected Social Effects), Project Proposal, Progress report 2004, Progress Report 2005 and Final Report.

<sup>8</sup> for details please refer to Annexe C- Effective Mission Schedule with List of Persons Met

## 3 Analysis of evaluation findings

### 3.1 Relevance

*Relevance means the extent to which the project objectives are consistent with beneficiaries' and country's needs, development priorities and constraints, and the extent to which the project contributions are additional to and not simply in replacement of existing resources.*

#### 3.1.1 Relevance of objectives

The project's overall objective was to improve the general livelihood of Roma in the country, with its specific focus on improving access to education of Roma children, young girls and women with six specific sub-objectives (see 1.3).

According to the documentary evidence, the project objectives corresponded to the priority needs identified in the field. The objectives were adequate to tackle the initial situation (which was not changed during the life time of the project), marked with significantly under-average educational, economic and social inclusion status of the Roma population.

The project was consistent with the relevant governmental strategies and action plans – through the project component of improvement of national policy of primary and secondary education, focused on access and quality of education of Roma children (in partnership with line ministries and governmental institutions, such as MoES, MoLSP and BDE).

The CEB's mandate and strategic goals<sup>9</sup> focus on improvement of social convergence in Europe, and particularly in its least advantaged regions (see Chapter 2.1). Specifically, the first sectoral line of CEB activities includes strengthening of social integration, which makes the project's overall objective duly corresponding to mandate and goals.

Under the "Relevance of objectives", one indicator refers to the adequacy of grants/donations to complement loans. The identification of this project took place in 2002-2003, in a period immediately following serious political instability in the country (civil unrests of 2001 in the north-east, ended with the Ohrid Framework Agreement<sup>10</sup> of August 2001). The events substantially affected the already fragile economy of the country in the following years. The overall context confirms the adequacy of a grant/donation as a complementary funding instrument, since it was not conducive to providing loans in normal conditions.

Considering the above factors, the "relevance of objectives" is rated as **very satisfactory (rating: 4)**.

#### 3.1.2 Design quality and preparation

There are four key evaluation questions to assess the relevance of the design quality and preparation:

Assessment(s) of needs: As stated in the Project Proposal to the CEB of February 2002, the UNICEF Country Office performed assessments (*Situation Analysis of Roma* <...>, Skopje, 1999; *Situation Analysis of Women and Children* <...>, Skopje, 1999) which clearly indicated the needs for the intervention envisaged by this project. Prior to it, UNICEF had furthermore performed in 2003 an assessment in the primary schools in the country. The results pointed out significantly low Roma children enrolment, high dropout (and truancy) rates as well as a very low transfer to the secondary schools. In supplement to the mentioned assessments, the identification was also based upon official statistical data available at the time (Census 1994), related to the education, housing and economic status of the Roma population.

---

<sup>9</sup> Council of Europe Development Bank – Report of the Governor for the Financial Year 2006

<sup>10</sup> [Ohrid Framework Agreement](#), signed on 13 August 2001.

Expected results: The project documents did not include a clearly structured monitoring system, especially with indicators for outcomes or even impact, as would have been the case if a structured intervention logic (e.g. a LFM) would have been defined. This was also not stipulated in the CA. The overall format of UNICEF's project proposal submitted to the CEB was also rather weakly structured; CEB seemingly did not oblige its potential implementing partner at the time to submit its proposal in a standardized format. This could be explained by the fact that it was one of the first grants donated by the CEB.

Implementation set up: The project partners reflected the mix of objectives and components between formal and non-formal approaches, thus combining official requirements with complementary measures that respond to specific Roma conditions. Partners included the Ministry of Education and Science (MoES), the Ministry of Labour and Social Policy (MoLSP), the Bureau for Development of Education (BDE), the Institute for Pedagogy, and three local NGOs (*Lifestart* Bitola, *Sumnal* Skopje and *Women's Forum*, Tetovo). The selected project partners (MoES and MoLSP) were the line ministries for education (and science) and (labour and) social protection. The BDE and the Institute for Pedagogy of the Faculty of Philosophy at the University of Skopje were selected as referential/specialized government/public institutions for the sector of education. Local NGOs were selected according to their references (projects successfully implemented) as well as according to their previous successful collaboration with the UNICEF Country Office, i.e. as already tested network partners.<sup>11</sup>

Visibility of the contribution: The desk study of available documents, particularly the CA between the CEB and UNICEF showed that no visibility plan was stipulated in the CA or in the Project Proposal. Moreover, CEB's visibility was also not mentioned in other documents, such as the 2004 or 2005 progress or the final report. According to the minutes of the inception meeting (Paris, 17.4.2008), "the CEB's visibility policy was not present at the time of preparing this grant, but is now becoming more important, i.e. to avoid confusion with other EU institutions". Therefore, the indicator "visibility" will rather be discussed in Chapter 5.

Considering above, the design quality and preparation is rated as **satisfactory (rating: 3)**.

### 3.1.3 Institutional arrangements

The project initial set-up included institutional arrangements at the national and local (self-government) level. Given the multi-sector character of the project (education, minorities and social inclusion), the various objectives and activities, the institutional arrangements followed the logic of partnership relations with the key stakeholders. Accordingly, the implementing agency (UNICEF) proposed to sign letters of agreement with the Ministry of Education and Science (MoES), the Ministry of Labour and Social Policy (MoLSP), the municipalities as well as partnership agreements with the Bureau for Development of Education (BDE) and with local non-governmental organisations.

The MoES, being the focal line ministry in charge for education, was to provide an overall approval and support for the project implementation, particularly at the level of national policy and for the project's formal education component to be implemented through the BDE (state agency specialized for education reform process). A steering committee, at the level of the MoES, was meant to coordinate and organise regular meetings in order to discuss "issues and impact and to report to national and local governments".<sup>12</sup> The school-based activities were to follow letters of agreement with school principals, based on previous approval and confirmation by the MoES.

MoLSP was to be the line ministry project partner in regard to social policy issues, which are essential for the marginalised Roma population. More specifically, the network of social work centres, being present in all of the targeted municipalities, was to contribute to the formal education component with

---

<sup>11</sup> The aspect of coordination between partners is reviewed in the following criterion.

<sup>12</sup> Source: Project Proposal

identification of Roma children who are not attending primary school (through the lists for distribution of social welfare allowances) and to follow up their enrolment in schools.<sup>13</sup>

The municipalities were primarily tasked to provide support in the non-formal education activities (health and hygiene education, basic literacy courses and better parenting initiative). Considering the decentralisation process and the devolution of authority and finances from the national to local self-government level, the UNICEF also planned to conclude agreements covering the full scope of the activities with the targeted municipalities. In this framework, local/community based NGOs were expected to use their relations with local self-government structures to optimize available financial and technical capacities for the non-formal education component.

The necessary coherence, complementarity and coordination (3 “Cs”) with other funding instruments were planned to be provided through the MoES focal coordinating role. The CEB’s institutional relations with the UNICEF were stipulated by the CA, while the Bank’s institutional relations at governmental level are established with the Ministry of Finance (MoF).<sup>14</sup> This project is generally both coherent and complementary to the World Bank (Education Modernisation Project 2004-2009). This comprehensive and large-scale project of the World Bank focuses at both the strategic and operational levels on supporting education reform through the MoES (primary and secondary schooling), but without any particular focus on access to school for Roma children or non-formal, supplementary initiatives of education for vulnerable groups.

Thus, all relevant project stakeholders were represented in a satisfactory manner, even though the interactions between them were not clearly documented. Overall, institutional arrangements are rated as **satisfactory (rating: 3)**.

#### **3.1.4 Relevance of modifications**

Towards the end of the second year, the UNICEF Headquarters (in charge of financial transfers to the UNICEF country office requested approval by the CEB to agree to an extension of the project into the next year to allow the transfer of the final payment to the country office in line with agreed deadlines. This was approved by the CEB. The scheduled activities had been mostly completed, while training and non-formal education activities continued until the submission of the final report (and in fact beyond that). The formal extension does therefore not reflect delayed implementation but extended the follow-up period. The modification is rated as **satisfactory (rating: 3)**.

#### **3.1.5 Overall rating of relevance**

Considering the above factors, the relevance of F/P9 is **satisfactory (rating: 3)**.

### **3.2 Effectiveness**

*Effectiveness is defined as the extent to which the project achieved its objectives at the end of the implementation period, taking into account their relative importance.*

#### **3.2.1 Achievements**

Applying the reconstructed Logframe Matrix (see Annexe A), the examination of the project achievements started with the sequential listing (in order of priority as per project documents) of the specific objectives, the expected results and the activities. On that basis, some key questions to be addressed are:

- Have the expected results (each one separately) been achieved, in quality and quantity? If not, why not?

---

<sup>13</sup> In accordance with the countries legislation, primary school is mandatory (At the time of the project evaluation, a new law on education enforces secondary school attendance as mandatory, too.)

<sup>14</sup> CEB Report of the Governor 2006



- Are the outputs reached?

Ideally, the project should be evaluated against the defined indicators for the objectives of the project. As reporting on the project followed primarily the activities under the four components and clear indicators for the objectives were not defined, this section follows the project components. The relationships between components and objectives are established in Table 1. Referring to the four project components, the evaluation indicates the following:

1. Improved national policy of primary (and secondary) education, with specific focus on access and quality of formal education of Roma children.

According to the documentary review of the National Programme for the Development of Education 2005-2010<sup>15</sup>, it is noted that the UNICEF is mentioned positively three times in the context of its programme activities.

- “Teacher education and training are reinforced to a great extent by joining international foundations such as FIOOM<sup>16</sup> and UNICEF in primary education.” (p. 38 text box);
- “The most active providers of these services (in-service training of teachers and school managers) are the Bureau for Development of Education of Macedonia and international organisations such as: FOSIM, USAID, UNICEF and others, with the assistance of foreign and local experts.” (p. 441);
- “<...> non-formal courses for adults are also very present <...>, and they are primarily focused on marginal groups, women, the rural population, etc., addressing the general education and cultural growth of the adult population. In this regard, the efforts for alphabetical and functional literacy training of adult women are worth mentioning (developed by the Institute of Pedagogy, University Sts Cyril and Methodius Skopje, funded by FOSIM and UNICEF), strengthening of the competencies for early childhood development of the women population, awareness raising on education among the marginal groups, health promotion and education, civic education, multicultural education, etc.” (p. 441).

Additional documentary search focusing on the word “Roma” has revealed findings at the policy level which pertain both to the criteria of effectiveness and impact (see below). Almost all of the issues related to the education of Roma, as mentioned in UNICEF’s Project Proposal (2002), have been integrated in the National Programme for the Development of Education 2005-2010 (published in 2006), such as the above-average dropout rate of Roma students, the necessity of ensuring maximal inclusion of children belonging to disadvantaged groups (i.e. Roma children), the low coverage and high dropout rates of Roma pupils, and the unemployment of Roma (over 90%) as a key reason.

This achievement was supplemented by the UNICEF’s contribution to the Roma Decade Action Plans 2005-2010 (RDAP) related to the access and quality of pre-school and primary education for Roma children. Although not envisaged in the programming phase 2002-2003 (it relates therefore also arguably as much to effectiveness as to impact), the adoption of RDAP by the government and parliament is consistent with the National Programme for Development of Education. This positive picture was nevertheless mitigated by reported problems of coordination in the relevant Ministries (see Chapter 3.3.1).

Considering the above, the first objective has been achieved to a satisfactory degree.

2. Upgraded quality of teaching, focusing on Roma pupils;
  - improved learning environment;
  - risen awareness of Roma parents on the importance of schooling.

<sup>15</sup> *National Programme for the Development of Education <...> 2005-2010*, published by the Ministry of Education and Science, Skopje, 2006

<sup>16</sup> *FIOOM* (acronym in Macedonian language for “Fondacija Institut Otvoreno Opštество Makedonija”), in English: *FOSIM* (Foundation Open Society Institute Macedonia)

According to the Final Report on Activities under the Projects of Life Skills and Education for All<sup>17</sup> and confirmed in six focus group discussions held during the field mission, the quality of teaching has been significantly upgraded, as a result of the cycle of teachers' training. The training consisted of three 3-days, intensive workshops (1. Effective Teaching; 2. Target-directed Teaching; 3. Development of Local Curriculum for Roma pupils). Each workshop had 90 teachers, pedagogues, psychologists and school principals from the 12 targeted schools. The teachers were selected, *inter alia*, according to the criteria of high percentage of Roma children in their classes; it is very likely that they will keep the same functions in the same schools in the long term, since the current labour market does not favour moving from one town or region to another, particularly for employees in the public sector. The more intensive than planned training of teachers retained at participating schools is judged appropriate and satisfactory to contribute to the objective.

Formal education of adults (evening schools) for Roma who had not completed regular primary school was successfully organised for 120 adults/parents in two worker's universities in 2005, as well as for 362 Roma youth in four primary schools (licensed according to the newly introduced verification procedure of 2005) in 2006. The target of 100 parents was exceeded, even though procedures for re-certification of schools for adults (August 2005) disrupted higher enrolment of adult Roma in worker's universities, except in the two who successfully passed verification – in Prilep and Stip.

**Table 2: Comparison of planned and achieved formal education activities**

Planned <sup>18</sup>	Achieved <sup>19</sup>
250 teachers to be trained	90 teachers trained in 3 sessions (2005)
32 training sessions to be held (8 groups of teachers times 4 training sessions)	36 training sessions (3 workshops for 12 groups/schools) in 2005
100 parents to receive formal education (evening school for adults)	120 parents, young girls and women, in 2005; 362 youth (too old for regular primary school), in 2006.

According to the project documents, minor repairs (e.g. replacement of *vinflex* floor, provision of new desks and chairs, repair of heating and sanitation units) were completed in 2004 in ten (with approx. 6,000 Roma pupils) out of the twelve targeted schools and the two remaining schools in 2005. These repairs were performed during the 2<sup>nd</sup> half of 2004. The priorities for these school rehabilitation works (project budget of USD 109,022),<sup>20</sup> were listed by the school principals and confirmed by the MoES. The premises of the two Roma community centres were also refurbished and partly equipped. Regarding school rehabilitation/minor repairs, only one problem was observed during the field mission: the primary school "Jordan H.K. Dzinot" in Veles was moved to another location in September 2007, eight months after project completion. However, neither the UNICEF nor the MoES, who had confirmed the priority needs for school rehabilitation, could have foreseen this unintended decision. It was made by the local self-government and the old school premises were used for the University of Bitola, Department of Veles. In addition to being moved into inadequate and undersized education facilities/classrooms, the project also lost the benefit of the rehabilitation already paid (USD 5,615) by the grant at this school. Thus nine out of twelve planned schools were satisfactory.

The weakest link to substantially improved school access for Roma children (particularly girls) lies at the parental level. Lack of understanding of these issues, tradition/culture, low parental education levels or illiteracy as well as a low economic/social status of the family led to various abuses. Children of primary school age are used as free labour. Girls are faced with very early marriage (even as young

<sup>17</sup> Final Report on Activities under the Projects of Life Skills and Education for All (2005), prepared by Prof Snezana Adamceska, Project Coordinator. This report is a comprehensive review of UNICEF's project, with the components: Life Skills and Education for All; **Education of children from Roma population** is one the sub-projects of the latter., while other sub-projects include Education for children from rural areas and Effective and inclusive school)

<sup>18</sup> Source: Contribution Agreement, Attachment A.2: Expected Social Effects

<sup>19</sup> Source: Final Report

<sup>20</sup> Source: UNICEF's document on Rehabilitation (minor repairs) of primary schools in 2004- CEB's grant

as 12 years) according to Roma tradition, which instantly excludes young mothers from further attending school. These most important issues were clearly stated by participants of all focus groups (school principals, teachers), local community centre educators and representatives of MoES, BDE and Institute of Pedagogy. Therefore, the non-formal education component related to the risen awareness of Roma parents on the importance of regular schooling was based on advocacy efforts by community educators as well as the teachers, pedagogues, psychologists and school principals, supported by social workers (lists of parents and children not enrolled in school). The core activity aimed to include Roma parents in school boards as well as their active participation both at school (advisory and decision making) and in Roma communities (campaigning, advocating on importance of education and regular attendance of school). However, this issue is deeply rooted in tradition patterns and the socio-economic status of Roma families could not be expected to change within the short timeframe of a single intervention (except for supporting families with a relatively high preparedness for the project message). For more traditionally minded parents, the awareness campaign could only be one contribution with an effect in conjunction with complementary measures from outside the project. Nevertheless, a sense of ownership and commitment between the teachers indicates an effective achievement, while in regard to Roma parents who are not included in the school boards (the vast majority), its likeliness is rather feeble.

3. Increased knowledge on health and hygiene issues;  
basic literacy provided to illiterate mothers;  
increased knowledge, skills, self-empowerment of mothers (as family and community members)

Activities were as follows:

- home and community-based health education was provided to Roma families (young children, teenagers and parents) to raise standards on health/hygiene, and to increase the knowledge on breastfeeding, safe motherhood, reproductive health, basic hygiene, healthy lifestyles (i.e. drugs, alcohol and tobacco) and prevention of HIV/AIDS. Regular activities included home visits to participating families as well as sessions and meetings in the local school or in the premises of the local community centre;
- literacy education included four months of individual one-on-one sessions (3 times a week). Enrolment into the evening classes as a follow-up was also promoted;
- Better Parenting Initiative focused on raising babies/children up to the age of 5, included individual home visits and community group meetings (2 times a month) as well as printed educative material for appropriate age group(s).

The degree of achievement of available quantitative output indicators for outputs in the non-formal components of the project (as listed in the LFM, Annexe A), is shown in Table 3, stating also to the extent possible the continuation of activities during the extension year.

**Table 3: Comparison of planned and achieved activities of the non-formal education component<sup>21</sup>**

Planned	Achieved
Health education reaches 6,000 families	5,000 families in 2004; 5,000 <sup>22</sup> families in 2005; no precise data for 2006; Total: 5,000 to over 10,000 (?)
Literacy offered to 900 girls and women	Total: 1,502 (550 in 2004; 590 in 2005; 362 in 2006)
Better parenting training is offered to 3,000 families	Total: at least 2,469 (1,100 families in 2004); 1,369 families in 2005; no precise data for 2006)

<sup>21</sup> Source: “Planned” as per the Contribution Agreement (Attachment A.2); “Achieved” as per the Final Report

<sup>22</sup> No data whether the 5,000 families reached in 2004 are the same or different 5,000 families reached in 2005

According to this Table, the achievement of quantifiably objectives is regarded as satisfactory, despite limited information for the third (extended) project year, in which activities continued, though with weak reporting. Most of the qualitative indicators (design process of training courses, selection and training of educators, progress reports) were not applied because of the unavailability of sources. An exception was found for the literacy training, which was carefully designed, implemented and monitored; it also included a final test for the trainees, which showed on average over 50% of improvement in basic literacy skills.<sup>23</sup> Other qualitative indicators for non-formal education achievements might include changes in behaviour towards healthy lifestyle, hygiene practice (health education) and improved practice of raising babies/children, but that was rather difficult to be measured in a systematic way (given the many factors beyond the project activities, e.g. the lack of sanitation facilities and the non-availability of reliable information sources).

4. Increased public awareness on importance of children enrolment and regular attending primary and secondary school

The indicators for the results of the Community Mobilisation through Public Awareness Campaign includes an examination against quantitative data, such as duration and regularity of TV spots, number of TV (and radio) channels that broadcasted the messages, and media coverage and estimated number of viewers. The CA (Attachment A.2) only stated that 12 stations would be enlisted, without specifying their type. According to the final report and the Panel Survey on Evaluation of the Public Education Campaign<sup>24</sup>, the state-owned TV and radio network and eight privately owned national TV stations broadcasted:

- I. two 30-second TV spots (“Painter” and “Millionaire”), as announcement of 5 documentaries on Roma children (available to the consultant);
- II. “See You at School- *Ajfela, Semra, Fetie, Dzenisa* and *Dzenifa*”, five 5-minute documentaries on the life of Roma girls with focus on education/regular and successful attendance of school of primary level (available to the consultant);
- III. one 30-minute documentary, covering the five documentaries, with interviews of relevant ministries, counterparts and UNICEF (not available to the consultant).

The TV documentaries have reached approximately 200,000 viewers (approx. 10% of the total population). Expectations on the frequency of broadcasts were not stated in the project documents. Further, the audio material of the two TV spots was also broadcasted through several locally/regionally established private radio stations (i.e. as radio jingles).

Qualitative indicators include analyses of the material broadcasted as well as the campaign’s (internal) evaluation report, i.e. the above mentioned Panel Survey. The two TV spots (duration 30 seconds each) as well as the five documentaries on the life of Roma girls who regularly attend primary school – are well conceived. Based on a real life approach, the TV spots and documentaries contain a clear message – going to school is important and useful, but also joyful and socially desirable. The TV spots and documentaries were designed in accordance with the OSCE recommendations to mass media<sup>25</sup>, i.e.: “with a view to countering prejudices and negative stereotypes of Roma and Sinti people” and “Encourage the media to show positive aspects and present a balanced portrayal of Roma life, refrain from stereotyping Roma and Sinti people and avoid inciting tension between various ethnic groups”. Therefore, the results of this activity have been achieved fully.

---

<sup>23</sup> Source: *Годишен извештај од работата на проектот „Описменување“, 2004.* (Annual report on the Literacy Project for 2004), Lifestart Bitola

<sup>24</sup> Findings from the Panel Survey on Evaluation of the Public Education Campaign for Promotion of Educational Values Among Roma Communities, UNICEF - Imika Advertising Production, Skopje, September 2004

<sup>25</sup> DECISION No. 566 - Action plan on improving the situation of Roma and Sinti within the OSCE area (Articles 36 and 38), OSCE Permanent Council, 27 November 2003

Promoting CEB's visibility was not an initial objective of the project. It was neither mentioned in the project proposal nor in any other project document (progress reports, final report). The project budget did not contain any budget line intended to the donor's visibility, and no works or services were ever intended. In brief, the visibility of the donor was not planned and it was not achieved. Therefore, the indicator for degree of overall CEB's visibility was not applicable.

Even though the quantitative monitoring during the third year was incomplete (and remained without clearly defined/quantified targets for the intensity of community work), the overall achievements are **satisfactory (rating: 3)**.

### 3.2.2 *Quality and monitoring*

The CA did not stipulate a particular format for reporting and monitoring (except annual progress reports), but relied on the UNICEF's reporting procedures, while monitoring procedures only mentioned that "The CEB representatives will undertake periodic missions to observe the progress and development of the project". On the other hand, in the UNICEF's project proposal (February 2002), it was stated (Section VI) that monitoring would consist of "several contemporaneous layers", such as the "permanent direct and indirect monitoring and temporary indirect monitoring". Although comprehensive, UNICEF's monitoring plan is unclear, the "layers" are not linked, it lacks a systematic dimension (reporting intervals and hierarchy) and a format of individual reports per project activity/work/service or sector/community/municipality). The relevant project documents include, *inter alia*, an annual report 2005 on the Area Based Social Development Project (non-formal components of F/P9 were implemented as its sub-project). This annual report to UNICEF's Education and Youth Cluster contains 53 pages of narrative without clear structure and format (see excerpt in Annexe F).

While monitoring of the non-formal component is overall regarded as poor, the formal education component's monitoring, according to the two relevant project documents<sup>26 27</sup>, on the contrary, is regarded as satisfactory.

A qualitative assessment of the works and services stipulated in the CA and their monitoring adequacy is presented in Annexe F. Particular attention in monitoring was found in teacher training and home based literary courses, while weaknesses are noted in monitoring of policy advocacy, but also the education of parents and community educators, in health education and the better parenting component.

Considering the above issues, the quality and monitoring is rated as **marginal (rating: 2)**.

### 3.2.3 *Stakeholder satisfaction and utilisation of the grant*

Although one of the key sources of information on the degree of satisfaction are usually the direct beneficiaries, on-site interviews with Roma children under 16 years of age (the ultimate direct beneficiaries) were not performed because of the unavailability of parental or legal guardians' consent.<sup>28</sup> The assessment of stakeholder satisfaction is therefore based on observations during the field mission, and on interviews and focus group discussions with the representatives of the main stakeholders of the project (MoES, MoLSP, BDE, primary schools, three local NGOs and local community centres) as well as with parents: The overall appreciation is regarded as satisfactory.

With regard to the component of "Improvement of Policy", the representative of the MoES, despite weak institutional memory, was well informed about the project and expressed full contentment with

---

<sup>26</sup> *Final Report on Activities under the Projects Life Skills and Education for All (2005)*, Summary in English, Prof. Snezana Adamceska, PhD, Project Coordinator, Skopje, Dec 2005 (UNICEF Skopje)

<sup>27</sup> *Извештај од супервизорските посети на проекните училишта* (Supervision and internal evaluation report of the Project of Education for Roma Children/ Teacher's Training Seminars), in Macedonian language only, Prof. Snezana Adamceska, PhD, Project Coordinator, Skopje, Dec 2006 (UNICEF Skopje)

<sup>28</sup> According to the Code of Conduct of the Journalists' Association of the country and the Code of Conduct of Prolog Consult.

the project outcomes. Similarly, the representative of the MoLSP, although not being the project's focal line ministry, was quite familiar with this project and similarly expressed appreciation of the delivered works and services. The BDE, as government institution/agency, was the key stakeholder for the project's formal education component, and the project sustainability's advocate and supporter. The representative of the BDE also expressed satisfaction with the works and services delivered by the project, as well as the need for extension and continuation of the project. The teachers, pedagogues, psychologists and school principals, through the focus groups, expressed a high level of satisfaction with the project deliverables, particularly with the teacher's training cycle in which they participated as well as with the skills, knowledge and motivation they had gained. Representatives of the local NGOs are dedicated to maintaining and further developing Roma community centres (non-formal education component); they are also very pleased with the project deliverables. The representatives of the Roma community centres and the parents interviewed during the field mission showed, to a certain extent, some ambiguity between the extent of appreciation of the delivered works/services and their needs and wishes. Similarly, the degree of satisfaction with school rehabilitation works/minor repairs, as expressed by school principals and teachers was, to a certain extent, hindered by the remaining large-scale rehabilitation/investment needs of their schools. However, the small-scale rehabilitation works and upgrades, as performed by the project, followed the priority needs as stated by the schools, and were certainly conducive to better learning environment.

Considering the above, the stakeholders' satisfaction is **satisfactory (rating: 3)**.

#### **3.2.4 Overall rating of effectiveness**

Considering the above three elements, the effectiveness is **satisfactory (rating: 3)**.

### **3.3 Efficiency**

*Efficiency is defined as the extent to which the project outputs have been generated at least cost, without using more resources/inputs than needed or compared to alternatives. This includes issues of project management.*

#### **3.3.1 Schedule**

This sub-criterion assesses the timeliness of delivery of works, facilities and services (the outputs).

**Table 4: Project implementation timetable, including reconstruction for project year 3** <sup>29</sup>

Project components		Year 1				Year 2				Year 3 (reconstructed)				
		1	2	3	4	1	2	3	4	1	2	3	4	
<b>Improvement of Policy</b>														
Policy Discussions	Holding meeting, roundtables, negotiation with policy-makers													Contribute to RDAP, support REF
Preparation of Situation Analysis	Research, Assessment and Analysis by consultancy expert team													
Development of Data-base	Software creation and maintenance and regular updating of database													
<b>Quality and access to formal education</b>														
Teacher Training	Development of training programme and organisation of workshops													Monitoring, evaluation school practices
Parent Education and Training	Design of curriculum and delivery of adult evening courses;													New curricula for primary education for adults (BDE)
	organisation & delivery of workshops for school boards, parents' councils & local NGOs													Continuity in school-based activities
Facility Improvement	Rehabilitation of school premises/establishment of community learning rooms													
<b>Non-formal Education</b>														
Health education	Development of materials and training of community educators													
	Delivery of health education classes													Continued in community centres
Literacy	Development of materials and training of community educators													
	Delivery of home-based literacy courses													Continued in community centres
Better parenting	Development of materials and training of community educators													
	Delivery of home & community-based Lifestart/Better Parenting Education													Continued in community centres
<b>Community mobilisation</b>														
	Media promotion activities (radio, TV, printed media)													

The Implementation Timetable as shown in Table 4 and the LFM indicate the achievements in light of the sequence of the activities, results and the specific objectives. The Implementation Timetable for Year 1 and Year 2 reflects the planning according to the project proposal, as it was not presented in the progress and final report, e.g. it was not updated during actual implementation.

The effective implementation schedule for the third year was reconstructed based on the project reports and local sources. Overall, the timeliness of project activities in comparison with planning was respected, except for Community mobilization (public awareness campaigns were conducted in December, instead of the 2<sup>nd</sup> and 3<sup>rd</sup> trimester of 2005<sup>30</sup>). Another case where the planned schedule was not fully respected were training sessions. According to the Final Report on Activities under the

<sup>29</sup> The Project Implementation Timetable for the first (2004) and the second year (2005), as presented in the Project Proposal by UNICEF; the third year (project extension) was reconstructed (by the consultant) on the basis of the relevant project documents available.

<sup>30</sup> Progress Report 2005

Projects Life Skills and Education for All (2005)<sup>31</sup>, the cycle of three seminars/teacher's training was held: (i) 14-16 Sept 2005, (ii) 27-29 Oct 2005, and (iii) 15-17 Dec 2005, instead of, as planned, in the 2<sup>nd</sup> and 3<sup>rd</sup> trimester of 2005. This delay is explained by the unavailability of school teachers during their summer vacation in July and August. It also remains unclear why the design of the seminar curricula was scheduled so that it would have ended six months before its implementation. The implementation schedule for the third year (see Table 5) is a continuation of previous activities, primarily for the non-formal education components, which were now placed in the community centres. Thus, initially scheduled delivery of works, facilities and services remained within the scope of the intervention logic – although extended for one more year. Nonetheless, the project extension documents did not mention any outputs scheduled for the third year, which is rather a weakness of the documents than of project efficiency.

Considering the above, the maintenance of the schedule is rated as **satisfactory (rating: 3)**.

### 3.3.2 Project management

The project management of F/P9 depended primarily on the operational capacities of the implementing agency UNICEF, especially the Education and Youth cluster of the UNICEF Country Office. During project implementation, UNICEF's operational units have been reorganized and the responsibility for the direct project management was undertaken by the Early Child Development and Education Unit. The project proposal stipulated the following: "Whilst the overall responsibility for the implementation will lie with the Programme Co-ordinator, the day-to-day activities will be the responsibility of the Project Office (*Project Officer*, author's note). She/he will be assisted by a Project assistant directly devoted solely to the implementation of the activities of the Project. The UNICEF Operations Department will provide logistical, financial and administrative support to the Project staff, especially in the areas of procurement, research of the local market, distribution, accounting and financial management and reporting". In 2005<sup>32</sup>, the project team (Project Officer and Project Assistant) benefited from the recruitment of a Monitoring & Evaluation Officer in the country office. The resulting stronger focus on M&E could not fully compensate the lacking initial LFM defining M&E indicators (see also 3.2.2), though.

The indicator of management quality, reactivity, implementation and communication was examined in relation with the formal education component, which was implemented by the team of pedagogy/education experts from the Institute of Pedagogy of the Faculty of Philosophy at the University of Skopje, as well as in relation to the three local NGOs (*Lifestart* Bitola, *Sumnal* Skopje and *Women's Forum* Tetovo). The management quality is satisfactory at all mentioned levels, while reactivity is low (marginal to satisfactory) due to the stated weaknesses of monitoring. The quality of the overall implementation is satisfactory, while communication, being closely associated to monitoring, is rated between marginal and satisfactory. Overall, the project management measured against the indicator of quality of management, reactivity, implementation and communication is rated as satisfactory, despite the above mentioned shortcomings.

Another indicator for the project management efficiency includes adequacy of response time and flexibility by the CEB. As examined through the project documents (UNICEF's Project Proposal of February 2002, CEB Memorandum by the Governor of May 2003 and the CA of November 2003), the response time from the initial proposal to the project start-up was more than twenty months. However, considering the project intervention as a response to a chronic situation rather than emergency/rapid relief needs, the mentioned response time could be seen as part of administrative procedures<sup>33</sup>, remaining within a timeframe which did not require additional modification/ alteration of the project

---

<sup>31</sup> *Final Report on Activities under the Projects Life Skills and Education for All (2005)*, Summary in English, Prof. Snezana Adamceska, PhD, Project Coordinator, Skopje, Dec 2005 (UNICEF Skopje)

<sup>32</sup> Annual Progress Report 2005

<sup>33</sup> The available project documentation is unclear about the types of issues requiring clarification in this period, with exception of exchanges of communication on the content of the non-formal education component.



(e.g. change of relevance of objectives, needs for re-assessment, etc.). On the other hand, CEB flexibility was not really tested with this project, except with the approved request for extend the project completion date by 12 months (12/2005 –12/2006) (see also Chapters 1.2.2 & 3.2.1).

Smooth coordination between the local institutions is an additional indicator of management efficiency. The project's final report of March 2007 stated: "Lack of coordination in relevant ministries: coordination among different sectors in the MoES posed a challenge in policy improvement during 2005. Lack of coordination within the Ministry failed to proceed with work of the newly established Steering Committee for this project.<sup>34</sup> And the work was eventually taken over by the Minority Education Department, in charge of promoting, coordinating and facilitating activities to the education for minorities. The Department has been very supportive of the project implementation".

Relations between UNICEF and BDE are reported and confirmed as very good – a fact which also includes an impact dimension.

During the first year of project implementation (2004), through the decentralisation process, local self-governments (municipalities) gained competence of schools. The UNICEF, through its NGO partners (*Lifestart*, *Sumnal* and *Women's Forum*) and Roma community councils, built good relations with the concerned local self-governments; in some locations the municipal authorities were particularly cooperative (e.g. Strumica, Tetovo, Bitola, Skopje).

It was also reported during field visits (e.g. at the Primary School, Veles), that a lack of coordination between agencies caused problems between teachers of the two schools sharing the same building. One of the components of the "Foundation Open Society Institute Macedonia" (FOSIM) Roma Education Projects included support in homework writing and subject-based tutoring, which was also part of the activities of teachers according to the formal education component of UNICEF's project. A problem arose when UNICEF's teachers learned that FOSIM's teachers, unlike themselves, got additional payment for their work focused on Roma pupils. According to UNICEF project staff, there is a recurrent lack of coordination in the education sector. Interagency coordination meetings are rather sporadic, without clear and consistent programming at the ministerial level. This is primarily explained by the frequent turnover of key staff, caused by election cycles/political instability.

The overall project management is rated as **satisfactory (rating: 3)**.

### 3.3.3 Cost efficiency

Since only the costs of the project activities can be expressed in monetary terms, while the benefits can not, this sub-criterion is based on an assessment of costs per project component relative to the number of beneficiary reached, mechanisms for cost control used (planned vs. incurred), as well as the adequacy of procurement procedures. As stated in the project documents (the Contribution Agreement of November 2003 and in UNICEF's Final Financial Report of March 2007), the planned compared to final project costs are shown in the Table 5.

The final CEB contribution (including the project extension) to the project was 36% (instead of 47%, as stipulated by the CA). The share of the CEB declined through an increase of UNICEF's own contribution to project costs, which was not mentioned in the request for project extension. According to the UNICEF's Final Financial Report of March 2007, the remainder of 20% of the total initially planned CEB's budget was spent in the extension year 2006 (USD 86,917, which makes a 18.44% of share from the CEB versus USD 384,220 i.e. 81.56% of UNICEF's allocation), broken down as follows:

- Policy improvement: USD 6,516 (CEB) + USD 10,000 (UNICEF);
- Quality & access to formal education: USD 30,000 (CEB) + USD 124,794 (UNICEF);

---

<sup>34</sup> Since this problem was not mentioned in the progress reports, the CEB did not have any opportunity to react on this issue, e.g. through the Ministry of Finance.

- Non-formal education: USD 42,401 (CEB) + USD 181,415 (UNICEF);
- Community mobilization: USD 0 (CEB) + USD 23,488 (UNICEF);
- Monitoring and supervision: USD 8,000 (CEB) + USD 44,523 (UNICEF).

However, it is not clear from the available project documentation which activities were implemented per component/budget breakdown in the third year (2006) (see comments in Chapter 3.2.2). An annual progress report for 2006 was not available and was also not specifically agreed to as a compulsory document in the extension approval.

Considering the above, the cost efficiency examined against the indicator of costs per project component could be regarded as satisfactory, while control of project components' costs (planned vs. incurred) is also rated as satisfactory, with above mentioned deficiency in reporting but not in cost control by UNICEF.

The project procurement, according to the Project Proposal (Chapter 3) and the CA (Articles 2/2.4 and 4/4.3), and to the interviews with UNICEF's project staff, was conducted according to established UNICEF procedures which are in full compliance with national regulations. Therefore, the cost efficiency examined through the indicator of adequacy of procurement is rated as satisfactory.

**Table 5: Planned and final costs per project component**

PROJECT COMPONENT		COSTS PLANNED				FINAL COSTS			
		CEB	UNICEF	TOTAL	CEB%	CEB	UNICEF	TOTAL	CEB%
1.	Improvement of policy	0	85,000	85,000	0%	6,516	32,251	38,767	17%
2.	Quality & access to formal education	182,571	60,000	242,571	75%	172,105	184,794	356,900	48%
3.	Non-formal education	166,000	220,000	386,000	43%	171,097	356,601	527,697	32%
4.	Community mobilization	35,000	20,000	55,000	64%	33,781	41,811	75,594	45%
5.	Monitoring & supervision	45,000	120,000	165,000	27%	45,063	164,521	209,586	22%
	Indirect support costs	21,429	0	21,429	100%	17,136 <sup>35</sup>	0,00	17,136	100%
	<b>TOTAL</b>	<b>450,000</b>	<b>505,000</b>	<b>955,000</b>	<b>47%</b>	<b>445,698</b>	<b>779,981</b>	<b>1,225,679</b>	<b>36%</b>

Considering all of the above, the cost efficiency is rated as **satisfactory (rating: 3)**.

### 3.3.4 Cost control & reporting

According to the interviews with UNICEF's project staff and the statements of the Project Proposal (Chapter 1, Section 1), the project accounts were kept in full compliance with UNICEF's regulations as well as the international accounting principles. External audits have been performed for the annual reports of the UNICEF Country Office. According to UNICEF's financial and accounting procedures, all the payments were made in due time (in compliance with national legislation). There are no indications that the procedures for the award of contracts were not followed, and unit-costs were kept

<sup>35</sup> The gap in expenditure of USD 4,293 in the Final Financial Report (March 2007) is due to the fact that the final report did not state an amount for Indirect Program Support Costs for the expenditures of the third year (project extension).

at the agreed levels. No indications of difficulties for the CEB in information access were reported. Considering the above, cost control is rated as **satisfactory (rating: 3)**.

### 3.3.5 Overall rating of efficiency

The efficiency of F/P9 is rated as **satisfactory (rating: 3)**.

## 3.4 Impact

*Impact refers to indirect and longer term, social and economic effects on beneficiaries and other affected parties. Impacts can be intended or unintended and positive or negative.*

Outcomes of the project have generally been reached (see “effectiveness”), but most impacts (i.e. actual and attributable changes to the previous situation) are bound to occur and be traceable only in the longer term, as they relate to socio-economic factors based on improved skills of Roma beneficiaries. An effective monitoring system to follow the children beyond the project end was not available. However, some proxy indicators, such as higher motivation for education, project ownership by school staff and better opportunities for further education of Roma pupils, were applied.

### 3.4.1 Social impact

Key questions for this sub-criterion include direct or indirect impact (positive or negative changes, as compared to the previous situation) on the social life of beneficiaries, which can be attributed to the project. Based on proxy-indicators for the immediate aspects of the social inclusion impact, the higher motivation for education and statements on better social inclusion was observed and reported in most the focus group discussions with teachers and school principals, as well as by the educators of the non-formal project component.

The indicators for higher enrolment rates (e.g. lower dropout and truancy rates and higher transfer rates from primary to secondary school) would however require long-term records or longitudinal studies in order to provide valid conclusions based on established trends. The Contribution Agreement stated the expectation that with reference to the target communities, the drop-out rates of children would fall by 50%, the secondary education enrolment would increase by 50% and global school enrolment rates would increase by 10%, but lacked stating the base year, reference values and the expected target year for achieving these results. Systematic assessments of overall increase in enrolment rates are not available. For the year 1999, the final report quotes an example from a UNICEF study for the Roma settlement “Suto Orizari”, according to which only 36% of boys and 30% of girls regularly attended school. The project carried out home visits by teachers which identified children not enrolled in school. Due to the project, out of 435 identified children, 182 Roma children had in 2005 enrolled in regular school classes, while the remainder were provided with abridged curricula to be gradually integrated into regular classes.

Within the participating schools, statistics on the pupils and their transition between classes are being kept. According to the available statistics, the share of (predominantly) Roma pupils not passing to the next year was 1.63% for the school year 2004/2005, having a slight decrease to 1.44% for 2005/2006<sup>36</sup>. At the community centres, records for individual children and their performance are kept, but at an aggregate level, such hard facts have not been compiled as part of the monitoring activities. On the other hand, for such a type of capacity building project, it could not reasonably be expected that measurable changes in secondary school attendance could be found within the timeframe of a single intervention or reach a large enough impact if no replication mechanisms are foreseen. It is rather a question to be dealt with through continuous, systematic and systemic programming on the long term. An anecdotal impact may be added here. During the year 2 of the project (2005), the primary school in Radovis was replaced with another one, because of the lack of cooperation of the school principal. However, as observed during the site visit, this change resulted in substantial benefits for local Roma

---

<sup>36</sup> UNICEF Final Report, page 10.

community, because the school also provided premises (free of charge) for the non-formal education of Roma children, mothers and young girls.

Considering the above, the social impact is rated as **sustained (rating: 3)**.

#### 3.4.2 *Economic impact*

Since the intervention did not include any component that could directly affect improvement in self-reliance, employment or commercial activities of the beneficiaries, the economic impact of the project cannot be established with reasonable effort. It is therefore not rated. However, in the long term, improved access to higher formal education could have a positive economic impact for the beneficiaries through better employment opportunities (**rating: N/A**).

#### 3.4.3 *Institutional impact*

One of the key institutional stakeholders of the project was the Bureau for Development of Education (BDE), which highly supported the training of teachers, support staff (pedagogues and psychologists) and school principals. The BDE has drafted principles for school curricula and annual programmes focusing, *inter alia*, on the more appropriate, better quality education of Roma pupils as well as to decrease the dropout and truancy rates among Roma pupils. One of the sub-components of the policy improvement included establishing a data base in the BDE for the purpose of monitoring dropout rates in the targeted schools. The data base was found to be functional, and to have been extended to the national level (covering all schools in the country) – although this is still more at the level of measuring outcome and not impact.

The documented impact of teachers' training<sup>37 38</sup> was confirmed in focus group discussions and is rated as quite high at school level. Although there are no particular regulations at the national policy level on the retention of the trained teachers in schools with a high share of Roma pupils, the mentioned impact is very likely to be long-lasting, because labour migration (particularly in the sector of education) within the country is rather marginal (for social-economic factors). Since the training followed a strong participatory approach (workshop), bi-directional communication has also resulted in transfer of skills and knowledge to the trainers-representatives of the BDE and Institute of Pedagogy, providing them with the full scope of information needed for Roma curricula design.

As mentioned under effectiveness, most key issues related to the education of Roma and mentioned in UNICEF's project proposal, have now been integrated in the National Programme for the Development of Education 2005-2010. More indirectly (as this was not specifically envisaged by the project proposal), UNICEF's project team also contributed to the preparation of the RDAP (Roma Decade Action Plans) and supported technically the preparation of the government's application to the REF. Considering the above, the institutional impact is rated as **sustained (rating: 3)**.

#### 3.4.4 *Environmental impact*

The project did not include any activities (such as construction works) that could have resulted in positive or negative changes on the environment.

The non-formal education component of the project, such as health and hygiene education and better parenting initiative contributed to the beneficiaries' better understanding of importance of health and hygiene issues, i.e. breastfeeding, safe motherhood, reproductive health, basic hygiene and healthy lifestyles (i.e. without drugs, alcohol and tobacco). This advocacy has reached a significant number of

---

<sup>37</sup> *Final Report on Activities under the Projects Life Skills and Education for All (2005)*, Summary in English, Prof. Snezana Adamceska, PhD, Project Coordinator, Skopje, Dec 2005 (UNICEF Skopje)

<sup>38</sup> *Извештај од супервизорските посети на проекните училишта* (Supervision and internal evaluation report of the Project of Education for Roma Children/ Teacher's Training Seminars), in national language only, Prof. Snezana Adamceska, PhD, Project Coordinator, Skopje, Dec 2005 (UNICEF Skopje)

beneficiaries. Given the observed content taught in this component and given the limited scope of the project, a reasonable contribution towards reaching that impact appears to be **sustained (rating: 3)**.

### 3.4.5 Overall rating of impact

Based on the above four factors the overall impact of the project is **sustained (rating: 3)**.

## 3.5 Sustainability

*Sustainability means the probability of continued long-term benefits after external assistance (here: the project) has come to an end.*

### 3.5.1 Institutional sustainability

Institutional sustainability is likely, as the MoES adopted the National Programme for Development of Education 2005-2010 and the Roma Decade Action Plans, and a strategic framework is provided through the National Strategy for Roma (2003). Representatives from the MoES (Department for Improvement of Education on the Languages of Minorities) and the BDE appear to be firmly committed to sustain the project's outputs in an optimum way. The necessary supporting measures include positive discrimination at enrolment (bylaw documents) for Roma students at secondary schools and university students (tertiary level), scholarships for Roma students (secondary school only, for the time being), as well as ongoing national-level Roma pre-school education project (2003-2008), funded by the REF and the MoLSP, and implemented by Roma NGOs.

Another level of institutional sustainability is related to the primary schools. In all of the schools visited during the field mission, according to the interviews with school principals, annual programmes and syllabi particularly adapted to educationally lagging pupils (the vast majority of them are Roma), are in place. It is important that most of the teachers, pedagogues and psychologists did endorse in discussions the ownership of the project and integrate most of the outputs of the training.

The community centres depend directly on foreign donors as well as on local self-governments (including school management for those housed in school premises) in financial and technical terms. However, they are relatively well established in the socio-economic context and the local and external commitment appears sufficiently firm to ensure sustainability of most of the centres. The community leaders, educators and active members endorsed the project ownership and are likely to sustain project outputs. Further, as observed in four of six schools visited during the field mission, parent councils and school boards, whose members include Roma parents (according to the proportional criteria, as recommended by the decentralisation bylaw documents), have shown initiative in organising extracurricular in-school events (school performances and contests), with active participation of pupils of all national/minority background, particularly encouraging Roma pupils.

Considering the above, the institutional sustainability is rated as **likely (rating: 3)**.

### 3.5.2 Financial and economic sustainability

The financial and economic sustainability of the project must be reviewed separately for the formal and the non-formal components. Formal education depends directly on the budget allocations of the MoES, which was insufficient in the year following project completion (2007). For the current year (2008), according to the data provided by the MoES, the budget allocation for education was raised to 5% from 3.8% of the annual (national) budget, although the disbursement plan could not be accurately defined due to the political crisis (the parliament was dissolved and early elections were organized in June 2008). For example, the MoES plan to distribute free school books<sup>39</sup> for Roma and others who cannot afford them, announced for September 2008, was still uncertain at the time of the field visits.

Local self-governments have rather low budgetary capacities and financial sustainability for project outputs is unlikely to be ensured from that source alone. According to the Law on Local Self-

---

<sup>39</sup> The last free school book distribution was organised in 1998.

government, municipalities are important stakeholders by being responsible, *inter alia*, for education (including maintenance of school buildings). In practice, this implies that specific budget allocations for educational activities exceeding the usual budget allocations in these municipalities are unlikely to be made, while routine school finance (staff salaries and running costs are still covered by the MoES) can be expected to be at similar levels at the project schools in comparison with other schools, based on the observed commitment and actual national policy of equal treatment. Combined with the secured presence of trained teachers at the school, financial sustainability of formal education is likely.

The non-formal education in the community centres (see Table 5) depends financially more on local support and cannot rely on national budget allocations. This potentially affects the community centres and their role for intensive follow-up of pre-school and school children (especially girls) to enrol and regularly attend school. The centres are led by local community councils, but are partly also supported by other donors (e.g. USAID), which reduces the financial risk in some locations. In addition, the UNICEF with other donor support continued its effort towards improving education access for the Roma population by maintaining local community centres with educators from its network of local NGO partners after the end of the project. There is also an example (Strumica<sup>40</sup>), whose work is currently financed by the local government budget and incorporated into the municipal level of public institutions. Although funding from other NGOs does not guarantee broad sustainability, it still enhances self-reliance of local community centres. Despite higher risks than for formal education, accepting some lower resource availability, the non-formal education component is still considered as likely.

Considering the above, the financial/economic sustainability is rated as **likely (rating: 3)**.

### 3.5.3 *Socio-cultural sustainability*

The project components included relatively strong elements in favour of Roma education (teacher's training, parental councils' training, home and community-based health and hygiene education, better parenting initiative, literacy), as well as public awareness campaigns (TV spots). Although it is rather difficult to measure the degree of significant positive changes behaviour due to the project activities, the review of two self-evaluations<sup>41 42</sup> shows that socio-cultural outputs of the respective components are likely to be sustained.

The degree of project ownership by the teachers is considered moderate to high, as is the degree of ownership of educators and members/beneficiaries of local community centres.

Selected on the basis of experience and past success in implementing similar projects, the civil society organizations involved (*Lifestart*, *Sumnal* and *Women's Forum*) are regarded as satisfactory. It has to be pointed out that they UNICEF's partners for years and are well established in the region.

Considering the above, the socio-cultural sustainability is rated as **likely (rating: 3)**.

### 3.5.4 *Technical sustainability*

The most important technical capacities, relevant to maintain the project's outputs, are the skills of teachers (formal education component) and educators (non-formal education component). The combined evaluation methods indicate that the teachers' skills, as output from the training/seminars, are likely to be sustained as staff mobility of teachers is low, even though refresher courses are not systematically foreseen. The educators' skills could be regarded as sustainable, in practice, as long as their funding (e.g. for salaries) is provided.

---

<sup>40</sup> Strumica is admittedly the most developed municipalities among the twelve targeted by the project.

<sup>41</sup> *Final Report on Activities under the Projects Life Skills and Education for All (2005)*, Summary in English, Prof. Snezana Adamceska, PhD, Project Coordinator, Skopje, Dec 2005 (UNICEF Skopje)

<sup>42</sup> Findings from the Panel Survey on Evaluation of the Public Education Campaign for Promotion of Educational Values Among Roma Communities, UNICEF - Imika Advertising Production, Skopje, September 2004

School and classroom capacities, as observed during the field visits, are mostly inadequate. Almost all of the schools visited are overcrowded, schools are often working in three shifts, and most of the schools need large-scale rehabilitation as well as additional capacities. This is not an exceptional situation in the country, though. There are slight improvements of available educational equipment and stationary; partly also of new furniture and PCs were provided in satisfactory numbers through various funding instruments (e.g. the USAID E-school project). The minor repairs/small-scale school rehabilitation are in place and operational, more than three years after the completion of works and likely to be sustainable in the medium-term, in line with the normal lifetime of the products and materials.

Local community centres are equipped mostly through in-kind donations from parents and/or through local community level (even though the donated goods often include obsolete furniture items, reflecting the economic capacities of the parents and local communities).

The adequacy of national and local budgets affects the technical sustainability of delivered works and services, but the maintenance capacities in the communities overall raise technical sustainability at least to the level of the financial sustainability.

Some possible loss in standards does not put the institution as such at risk. Therefore, technical sustainability is **likely (rating: 3)**.

### **3.5.5 Overall rating of sustainability**

The overall sustainability of F/P9 is **likely (rating: 3)**.

## **3.6 Issues of specific interest**

### **3.6.1 Additionality and CEB value added**

The CEB grant achieved to a large extent its immediate objective of providing services to the target groups. The nature of activities included only a small component to upgrade deficient infrastructure in the project locations, without substituting from grant funds what should have been part of an investment programme in the education sector. Since there were few alternatives and secure funding was at the time of the project proposal not available, the grant has had added value by being complementary to the funds from UNICEF and enabled the project to be implemented.

There was at the same time another funding instrument; the Roma Education Project funded by USAID, but no overlapping was observed. There was coherence and complementarity in the UNICEF's input to national policy improvement as well as with other funding instruments to the national programming in the sector of education and Roma inclusion. However, direct inter-agency coordination was rather weak, as already mentioned (see Chapter 3.1.3).

Considering the long-term nature of the objective of Roma inclusion to education/social life and the relatively short duration of the grant, the full extent of the added value may probably appear at a later stage. The project implies an aspect of a road map project with the commitment of responsible ministries, which will to some degree have an impact beyond the immediate scope of the project and might in addition attract the attention of other donors.

### **3.6.2 CEB handling of the grant and visibility**

Considering the issues discussed in Chapter 3.3.1, the CEB response time was commensurate with the context of the project, even though the signature of the Contribution Agreement CA occurred only after some clarification on the project content was reached in line with CEB's concerns on the non-formal education components. It is difficult to establish at this point, whether such clarifications could have been reached at an earlier stage. The extent of CEB's implementation flexibility was not tested in practice, as the needs or circumstances were not substantially modified.

The CA and the other relevant project documents did not foresee any visibility plan, and none was applied. A certain level of visibility was however achieved at the institutional level (although this was not directly and solely related to the F/P9 grant) through the participation of a CEB representative to the second Health Ministers' Forum, which was held in Skopje on 24-26 November 2005.

Before signature of the CA (i.e. the launching of the project), an enquiry was made in mid-2003 by the Representative of the Holy See (*Saint Siege*) at the CoE in Strasbourg, to clarify the contents of the component of non-formal education, especially its health and family education component. The CEB could confirm, based on a confirmation from UNICEF Headquarters, that none of the sub-components of non-formal education should include any approach of family planning/reproductive health education concerning birth control in the sense of promotion of abortion, use of condoms, or distribution of such by UNICEF. This is confirmed by field observations. Based on the Consultant's experience, it is also stressed that the Roma community in the country is overall very conservative in terms of family planning matters in line with their traditions and religious attitudes.



## 4 Rating table

The following table summarizes (a rating table including the indicators used is presented in Annexe E) the ratings presented in Chapter 3, which jointly result in the **overall rating of the project as satisfactory (3)**.

**Table 6: Table of Grant Ratings**

Criteria	Sub-criteria	Partial rating	Rating	Justification
<b>Relevance</b>			<b>3</b>	
<i>satisfactory</i>	1. Relevance of objectives	4		Grant addressed critical education constraints for Roma children to improve social and economic integration
	2. Design quality and preparation	3		Well-structured preparation covering school repairs, teacher & young mothers training needs & policy.
	3. Institutional arrangements	3		Well connected UN Agency specialized in subject worked with relevant Ministries & local partners
	4. Relevance of modifications	3		Extension year required by UNICEF for administrative reasons, CEB-funded activities extended little into year 3 while UNICEF continued activities.
<b>Effectiveness</b>			<b>3</b>	
<i>satisfactory</i>	1. Achievements	3		Outputs were reached satisfactorily at the agreed level
	2. Quality and monitoring	2		Quality of programme outputs well carried out and documented, with some reporting defects in year 3
	3. Stakeholders satisfaction	3		Stakeholders at all levels expressed their appreciation and satisfaction with the project.
<b>Efficiency</b>			<b>3</b>	
<i>satisfactory</i>	1. Project management	3		UNICEF managed programme satisfactory with all local implementation partners
	2. Cost efficiency	3		Procurement procedures observed, cost-efficient use of local staff and purchase under supervision of UNICEF
	3. Schedule	3		Schedule implemented as agreed; minor adjustments
	4. Cost control	3		Financial reporting and cost control by CEB ok
<b>Impact</b>			<b>3</b>	
<i>sustained</i>	1. Social impact	3		So far very high, but partly dependent on continued behaviour change of parents.
	2. Economic impact	n/a		Weak potential economic impact cannot be assessed yet.
	3. Institutional impact	3		Programme succeeded to influence policy development at the national level, while impact at UNICEF "NA"
	4. Health impact	3		Training specifically addressed health and hygiene education.
<b>Sustainability</b>			<b>3</b>	
<i>likely</i>	1. Institutional sustainability	3		Education institutions in Roma communities guaranteed. Community centres might weaken, but most are accepted and supported by local authority.
	2. Financial/economic sustainability	3		Minor repairs to not cause additional maintenance costs at schools; teachers posted and stay; community centres may downscale some activities but are mostly supported
	3. Socio-cultural sustainability	3		Longer term commitment by parents needed, but others promote socio-cult. values
	4. Technical sustainability	3		Commitment to maintenance of improvements is high and local communities contribute to their capabilities.
<b>Overall rating</b>	<i>satisfactory</i>		<b>3</b>	
<b>CEB value added</b>	<b>satisfactory</b>			

Rating scales are as follows: *relevance*, *effectiveness*, and *efficiency* are rated 4-very satisfactory, 3-satisfactory, 2-marginal and 1-poor. Similarly, *impact* is rated 4-high, 3-sustained, 2-modest and 1-negligible and *sustainability*, 4-very likely, 3-likely, 2-not likely (uncertain) and 1-unlikely. The overall criterion is rated 4-very satisfactory, 3-satisfactory, 2-marginal and 1-poor.

## 5 Conclusions and recommendations

### 5.1 Conclusions

This project addressed a relevant set of key issues to improve education access for Roma children and support the social inclusion of the Roma population, by successfully providing urgent repairs at school facilities, training teachers through specially designed curricula and providing intensive follow up to children at the risk of dropping out of school. Parents and young mothers were provided with education opportunities to upgrade their skills and non-formal issues increased the skills of young families in family health matters. This was possible due the implementation with the UNICEF as a locally well connected implementing agency and the broad outreach of the programme was possibly through the reliance on local networks and skilled trainers at relatively moderate cost.

The weakest link in a chain of steps required to substantially improve access to school for Roma children (particularly girls) remains at the parental level, where a combination of low formal education, misunderstanding and traditions still lead to child abuses such as forced labour, early marriage, and absence from school. However, rather than a failure of the project related to the parents, these issues should be considered within the framework of additional factors, such as their economic situation, employment, housing, social welfare, or political reforms. Such an environment cannot be expected to be overcome within the short timeframe of a single intervention. A solution should ultimately be found in the longer-term (institutional) capacity building, social cohesion and EU integration, through continuous, systematic and systemic programming. In addition to the already achieved consensus at political elite(s) level, core preconditions include maintaining and improving political stability both in the country and the region.

### 5.2 Recommendations

Based on the evaluation of the grant project, it is recommended to the CEB:

- To develop a visibility strategy for grants/donations (an aspect of visibility that would preferably be integrated into a global communication policy) and implement this strategy by defining it in contribution agreements the development of visibility plans by implementing organizations.
- To consider establishing standardized formats for project proposals (including LFM with explicit intervention logic and indicators) as well as reporting formats for grants, which would then be stipulated in contribution agreements with implementing organisations.
- To consider possibilities for further funding in the sector of education in “the former Yugoslav Republic of Macedonia”, such as for example a loan to respond to the needs of large-scale school rehabilitation and improvement of technical and quality capacities.

Furthermore, it is recommended to the UNICEF:

- To consistently apply its results-based management procedures and to stronger use its potential to document (for example as logical framework matrix) and report on project outcome and impact, including during project extension periods.
- To maintain efforts and presence in the sectors of education and social inclusion of Roma and other disadvantaged groups in the country in order to capitalize on the experiences made with this project.