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THE WORLD BANK

Washington, D.C.

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The World Bank

1818 H Street NW

Washington DC 20433

Telephone: 202-473-1000

Internet: www.worldbank.org

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COOPERATION BETWEEN UNESCO AND THE WORLD BANK

REPORT OF THE JOINT TASK FORCE
TO THE
JOINT STEERING COMMITTEE

Discussion Draft
January 1977

WORLD BANK/UNESCO COOPERATIVE PROGRAM STUDY

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I. Introduction and Summary

Study Purpose and Approach

1. The World Bank/Unesco Cooperative Program (CP) study examined the workings of a program in operation for 12 years to determine how it might be rendered more efficient, effective, and beneficial to the organizations and countries concerned. The study was felt to be needed because of several factors, including recent growth in Bank staff and lending for education, organization change in the Bank and Unesco, and shifts in operating approaches and procedures. Both organizations also sensed that problems existed in work planning and scheduling, coordination, and relationships.

2. The study was conducted in both Paris and Washington by a joint Task Force consisting of education, management analysis, and external relations staffs from the Bank and Unesco reporting to a joint Steering Committee; the participants are listed in Table 1.

3. The Task Force examined CP operations, organization, activities, and procedures; conducted extensive interviews (with some 150 persons seen); performed quantitative and statistical analyses; and surveyed 25 recent Bank projects. Findings and proposals were discussed with policy and operating staffs in the two organizations. In general, an attempt was made to see how each organization could tap the considerable resources, knowledge, and experience of the other. The study, as agreed, did not attempt to define Unesco or Bank educational philosophy or evaluate the educational or socio-economic impact of CP work or Bank financing. There was a strong presumption in the study's terms of reference that the CP would continue.

CP Background

4. For a brief background on the CP, we discuss below the CP's objectives and current structure and outline its traditional activities.

Objectives of the CP

5. The CP is an instrument of the Bank and Unesco designed to facilitate the financing of education projects in developing countries that are members of both institutions. The Program was started in 1964 to assist member countries in identifying and preparing education projects for Bank financing, appraising those projects, providing end-use supervision for their execution and operation, and arranging for technical assistance required to implement them. Unesco was to assist primarily in identifying and preparing projects, with the Bank responsible for project appraisal, financing, disbursement of funds, and end-use supervision. Where agreed with the Bank, Unesco could also help ascertain if educational objectives were being attained and, when executing agency, would provide or arrange for technical assistance on Bank-financed projects. These aspects are set forth in the Memorandum of Understanding, included for reference as Annex I.

Organization Structure

6. Unesco's designated unit for carrying out the CP is the Education Financing Division (EFD), consisting of 25 project officers, 2 administrators, and 18 support staff and located in the Secretariat's education sector under the Assistant Director General for Education (ADG/ED). EFD also now has a functional relationship with the Assistant Director General for Cooperation for Development and External Relations (ADG/CPX). EFD is, as the original Agreement spelled out, "an identifiable group ... of specialized personnel ... devoted exclusively and continuously to this work." Unesco's organization chart is included as Annex II.

7. Within the Bank, the Education Department, in the Central Projects Staff (CPS), is responsible for CP liaison with Unesco and determines policies for, and monitors the results of, Bank education work, including that of the CP. Since 1972, this Department has exercised a "staff" or functional authority role over Bank education operations. Before that time it directed project operations centrally. Bank education operations are carried out by 5 educational divisions, located in 5 of the Regional Office Projects Departments. (The sixth Bank region, South Asia, is serviced by the East Asia and Pacific Region's education division). The Bank's organization chart is included for reference as Annex III.

Traditional CP Activities

8. For the first 8 years or so of the Program, Unesco (EFD) performed identification and preparation as agreed, with the Bank undertaking subsequent steps in the "project cycle." The division of responsibilities was clearcut and understood by all concerned, including member countries.

9. This sequence of activities typically first involved Unesco performing a Project Identification Mission (PIM). This was initiated, with Bank agreement, when a country expressed interest in Bank financing for education. The PIM consisted of both sector survey work and project identification. ^{1/} Each PIM proposed project items and gave indicative costing data. As the Bank developed its own staffing capability and wanted first-hand country knowledge, it began mounting its version of a PIM, the reconnaissance-in-depth (RID) mission, ^{2/} essentially the same in scope and coverage as a PIM. The Bank might follow a Unesco PIM mission with a brief reconnaissance mission, often with Unesco/EFD participation, serving to affirm the project identification in the Bank's terms and to pave the way for project preparation. This next step would then be performed by Unesco in a project preparation mission (PPM),

^{1/} For planning purposes, the proportions are considered to be about 3/4 sector and 1/4 identification work.

^{2/} Not, however, in the same countries in which Unesco had done a recent PIM.

resulting in drafting the government's loan request to the Bank. This was largely a "feasibility" effort comprised of project item descriptions and justifications. The Bank then appraised the project, using the Unesco feasibility data, supplemented with other justifications needed for Bank Board approval. After Board approval, detailed architectural designs would be prepared and more detailed curricula developed as part of project implementation. 1/ In subsequent steps, schools would be constructed, equipment purchased, services retained, and the project completed by the borrower. Throughout this process, Bank supervision missions would be conducted. Unesco/CP was little involved in these latter steps. This traditional sequence is depicted in Table 2; changes to this pattern are discussed below.

Summary of Findings and Recommendations

10. As a result of the changed operating conditions of the last several years, coupled with managerial and administrative "gaps," the Bank/Unesco CP relationship is now showing increasing signs of strain. At present, EFD's end products - its PIM and PPM reports - may not be used in whole or in part by the Bank. The CP/EFD unit is increasingly being used as a "labor pool" by Bank educational units. Activity duplications and overlaps occur, particularly in the field, and the borrowing countries themselves are becoming somewhat concerned by what appears to be Bank/Unesco disharmony and inefficiency in certain instances.

11. Therefore, the Task Force concludes there is a need for change in two aspects of the CP if it is to continue effectively and as a "true partnership" arrangement. The first is to adjust and clarify EFD's work program to capitalize on EFD's experience and help ensure it is not working at cross purposes with the Bank. The second is to institute a program of managerial and administrative improvements in both agencies that will help buttress and support the substantive work to be done and reconstitute a meaningful partnership between the Bank and Unesco in the CP. None of these changes is extreme, but taken together can mean the difference between a program that could fall into disuse or one that provides useful, effective support to member countries through the combined efforts of two preeminent international agencies in educational development and financing.

Findings and Conclusions

12. The Task Force finds much that has been constructive and worthwhile in the Program since its inception in 1964. As involvement in education was then still a new venture for the Bank, 2/ it had little experience

1/ Commitment was made "earlier" in the project cycle in education than in some other Bank sectors.

2/ It began education financing in 1962.

in this field; Unesco had already gained much education experience since its beginning in 1945. The CP arrangement enabled Unesco to contribute almost from the start to the Bank's build up in education financing.

13. Since that time, the Bank has added an important dimension to the development of education through its large volume of external capital assistance. To June 1975, the Bank lent \$1.28 billion to its member countries through 120 education projects. Unesco/EFD has contributed importantly to this assistance by participating in 443 missions in 82 countries, a considerable record for a group numbering at most only 25-28 professionals. 1/ The CP has identified and/or prepared about 2/3 of the projects financed by the Bank over the 12-year life of the Program. During the first 3 fiscal years of the Program, the Bank lent \$81 million in 8 countries and 10 operations; EFD was involved in 4. In the last 3 fiscal years, the Bank lent \$670 million for education, an 8-fold increase. This lending was made to 47 countries in 49 operations covering primary, secondary (including vocational and technical training), and university education. , The number of student places provided in the last 3 years, about 1 million, is approximately the same as for the previous 9 years. Of the last 77 projects (fiscal 1971-75), EFD was involved in identifying and/or preparing 49. 2/

14. In qualitative terms, Unesco has been a contributing factor to the broadening of Bank lending. For example, the Faure report, Learning to Be, has widely influenced Bank thinking in education. EFD has also influenced the Bank in its work. A recent study 3/ of over 600 project items proposed by EFD indicated that 1/3 were "new" items, i.e., for educational assistance not previously existing in the countries concerned; many of these items were accepted for Bank financing. EFD frequently proposed lending in categories which the Bank was not prepared to finance at the time, but which it eventually did finance, such as curricula development and primary education. Bank lending today is even broader and includes financing of technical assistance and minimum basic education. The cooperation between the two institutions is acknowledged by many Bank staff as having a favorable impact on this evolution in Bank education financing. Overall, the Program has demonstrated that two large and quite different agencies can work together effectively toward a single, common objective: that of strengthening educational development in member countries.

15. However, at this stage in its "life cycle," the Program is undergoing stress. The Bank is staffed (with over 80 professionals) to do much of what EFD did in the early days of the Program. Countries themselves are gaining more experience with Bank policies and procedures as they become

1/ Full time staff; supplemented by part-time Unesco staff and consultants.

2/ Annex IV provides basic data on CP activities.

3/ By EFD staff, January 1976.

recipients of second or subsequent loans, increase their ability to do their own project preparation work, and are encouraged to do so by the Bank. This calls into question Unesco CP's traditional role of performing on-site project preparation for countries.

16. The Bank's reorganization in 1972 caused major changes that affect CP operations. The Bank's 5 regionalized education divisions, under a decentralized form of operations, began moving toward maintaining a more "continuous dialogue" with their assigned countries, based on deeper country knowledge, more frequent visits, and closer collaboration with country officials on all aspects of project lending, including those formerly performed primarily by Unesco/EFD. Bank regions have diversified their approaches to project lending in their respective regions and now employ a greater variety of "tailor-made" mission sequences, combinations, and responsibility assignments than were in place earlier, partly to speed up the project cycle. Bank procedures are also evolving, with new emphasis on sector work, issue-oriented project briefs, and revised approaches to preparation and appraisal. These changed procedures have not been brought regularly to EFD's attention or factored into its work, causing frustrations and inefficiencies in both organizations. And, increasingly, education projects are viewed by the Bank within a long-term lending strategy for education that takes into account intersectoral relationships and overall country development needs.

17. The above factors have made it increasingly difficult for Unesco/EFD to maintain a "close fit" with Bank activities or share easily in the Bank/country dialogue. More importantly, in the face of these considerable changes, no specific efforts have been made to adjust CP work processes so that the Bank and Unesco could continue to work together effectively. EFD's activities, as agreed earlier by the two parties, have continued to be largely identification and on-site preparation missions since 1964; its staffing has also remained stable over the past 5 years (25-27 project officers). EFD's traditional activities of relatively fixed content have become less applicable than before, with resulting duplication in information gathering, overlap of effort and ensuing concern by member countries.

18. Running an effective CP across an ocean - particularly under these changed circumstances - would require close coordination, frequent communications, and efficient work planning, scheduling and review. These elements have not been in place satisfactorily. Since the Bank's reorganization, the Bank's Central Projects Staff (CPS) Education Department has played only a limited central coordination role on CP operations or in initiating needed work program changes. Communications between the two agencies have been inadequate either in conveying new Bank procedures, providing timely information to Unesco/EFD on specific operations, or in providing useful feedback on EFD's work to those responsible for it. This interaction is especially required in a program such as this one, in which participants often work on a relatively autonomous, independent basis. CP work planning and scheduling have not been systematized in the Bank, leading to problems in setting Bank-wide priorities and consolidating overall requirements. As a result, planning lead times are often short and subject to last

minute changes, and EFD staff is inefficiently used, with considerable productive time lost. EFD staff scheduling and deployment is rendered difficult and calls for the EFD, Acting Director, to deal directly with each Bank division chief on planning and most other matters.

19. On Unesco's side, we find that EFD has been relatively isolated, for most of its 12 year existence, from the rest of the Secretariat. EFD has been protectively managed and is viewed as "elite" and "the Bank" by the rest of Unesco. (It does have higher grade levels, on average, than other Unesco units and is not involved in Unesco administrative work as are other Units.) One result of this separation has been a difficulty in drawing fully on Unesco's reservoir of education and other experience for the CP. Another result is that EFD's country and education financing experience has not been made available as fully as it might be to the rest of Unesco, which is now more country and operations oriented since its reorganization. Some steps have recently been made to improve this coordination, but more such cooperation is needed.

20. Internally, EFD appears underadministered, with only two administrators, an Acting Director and an Assistant, managing 27 professionals and support staff. We also find that improvements are needed in EFD's work quality control function and in following up regularly on educational developments and Bank project financing in particular countries, as a means of maintaining better continuity and improving the support provided to both the Bank and Unesco.

21. In summary, under the present circumstances, two categories of problems exist for the CP: those in program operations, resulting largely from the evolution in Bank education financing and in Bank relations with countries; and those in program coordination and administration, in part due to not keeping pace with the managerial implications of changed operating conditions. We conclude that change is needed if a workable cooperation is to continue and be fully effective, efficient, and beneficial to the countries concerned. Such change can be accomplished, in our view, without radical program alterations.

Summary of Recommendations

22. The Task Force recommends that restoring the effectiveness of the CP partnership calls for (a) adjusting CP/EFD's work program and clarifying its assigned tasks and responsibilities and (b) improving CP planning and scheduling, communications, and management and administration in both organizations.

23. As to the CP work program, the Task Force recommends 4 categories of contributions that Unesco/EFD should make. The first is sector analysis work, which we believe Unesco could perform well as a relatively autonomous function, in coordination with the Bank. This work would replace the identification work (PIM's) that EFD does currently. This is not as major a change as it first appears, given that the majority of PIM work consists of

sector analysis. It would leave identification per se, perhaps 1/4 of the total, for the Bank to work out directly with the country, as is often the case at present. The sector analyses we recommend call for Unesco's independent assessment of countries' educational policies, plans, issues, and needs, and its external financing requirements. Sector coverage would become broader than the sector aspects of a PIM, and sector work would be planned to include a variety of missions and desk studies over several years for those countries covered, unlike the more episodic PIM's. EFD sector work should provide products useful to countries, Unesco, and the Bank while drawing on EFD's experience and its access to Unesco's resources in education and other areas. Such work should be more susceptible to multiyear planning than current EFD work is and remove one source of operating confusion and uncertainty for all concerned. About 1/3 of all education sector work done would continue to be performed by the Bank; however, the two parties would not duplicate each other's sector work in given countries.

24. Secondly, we believe Unesco should continue to provide assistance to countries in project preparation, but believe that the form of that assistance should change: from direct responsibility for doing the preparation for the government in a single, on-site visit, as is done currently, to that of assisting governments in their preparation, more than likely over a somewhat longer elapsed time period, involving two or more visits. The amount of applied time per preparation by EFD should, in most cases, be less than at present. In some countries, a more active (i.e., on-site preparation) role may still be needed for some time. Preparation work would need to be undertaken with improved communications among all concerned, to avoid misunderstandings or work that is at cross purposes.

25. In the future, some Bank projects will be appraised and approved later in the project cycle, that is, after rather than before detailed architectural design and curricula development work as at present. We believe EFD could continue to play a useful role in assisting countries to prepare feasibility studies under these circumstances, i.e., in helping to lay the groundwork with the country for the detailed design work and for subsequent Bank appraisal (or combined preparation/appraisal) missions.

26. Thirdly, we recommend that Unesco/EFD continue to participate as members of various types of Bank education missions, particularly for subsequent followup and continuity where Unesco performed earlier sector analysis or preparation assistance work. This involvement should help ensure that EFD's knowledge and experience is brought to bear and, in turn, that its sector analyses and other work remain relevant and closely linked to operating and project realities. We do not see major overlap or duplication occurring on these Bank missions if a free and frank exchange of views and information occurs. We also recommend that Bank staff participate more than at present on EFD missions.

27. Fourthly, we believe EFD should set aside a specific portion of its time to support Unesco Secretariat activities related to EFD's regular work, e.g., Unesco country programming or participation in Unesco training of country officials on project preparation. A planned CP/EFD contribution to the Secretariat has not been in place before; the Task Force recognizes this as necessary and desirable and a legitimate "cost of doing business" from a Unesco base. This planned support should help support two-way EFD/rest of Unesco cooperation.

28. After a suitable transition period, we would see Unesco CP deployed about as follows: 50-60% of its available time 1/ on sector analysis, 30-40% on preparation assistance and participation on Bank missions 2/ and 10% on Unesco Secretariat activities. The 10% would be a net figure, resulting from a 20% EFD contribution to the Secretariat, offset by a 10% participation by other Secretariat staff in CP activities. (For fiscal 1971-75, PIM work averaged 53% of EFD time; all other project work, 28%; and other, including unplanned activities and "down time," 19%.)

29. To support the work program adjustment we recommend, we also believe that improvements are needed in Program management and administration, work planning and scheduling, and in communications. A key need is to reassert an effective central staff coordination role in the Bank by CPS Education. This role would include Bank guideline preparation, work plan consolidation, and review of CP work to help ensure that it remains viable and to initiate corrective action if it does not. On Unesco's side, we recommend strengthening administration of EFD by appointing a permanent director so as to have 3 administrators in all, improving the quality control function, making "country coverage" collateral duty assignments, and establishing coordinating mechanisms for linking EFD better with the rest of the Secretariat. The Task Force recommends - and defines in the report - a new planning approach and procedures; some aspects of this approach have already been incorporated in the fiscal 1977 planning effort, following working level discussion in the two agencies. We also delineate communications improvements needed within and between the two agencies.

30. In summary, the Task Force believes it has outlined an improvement program which, if adopted, should permit the CP to continue productively for several years, at no appreciable cost increase, but with potential benefits in increased efficiency and effectiveness. The recommended improvements are described in sufficient detail to permit implementation, including provision of a draft implementation plan. Much of the burden in the relationship falls on EFD, as the CP's operating arm, to provide

1/ About 1000 man-weeks, based on a 40-week man-year, plus 3-4 man-years of consultant time, as needed .

2/ Bank mission participation has run about 10% of EFD's time in recent years and could so continue or increase.

high quality, timely and relevant work. The Bank, on its side, will need to keep Unesco/EFD fully informed of its expectations, procedures, and concerns as well as to provide timely suggestions for improving CP work.

31. We believe it will be important to assess CP results periodically to ensure they meet the needs of all concerned. The semiannual planning meetings should afford an opportunity not only to plan the next cycle of work, but also to take a hard, retrospective look at past performance. While one year from now is likely too early to perform a definitive assessment of work produced under the changes we propose, such a review should be performed in about 3 years.

32. Operating a Cooperative Program between two large international agencies with differing objectives and constraints on matters requiring close coordination across the Atlantic is not easy. This Program has demonstrated over much of its history that, if it is well managed, benefits can be derived for both organizations and, more importantly, for the developing countries. While operational staffs on both sides are charged with the bulk of this management responsibility, top management in both agencies will need to observe its progress periodically, support its use, and take corrective action if and when needed.

33. The Task Force, within its terms of reference, did not examine at first hand the benefits of the CP as viewed by the member countries or "pretest" with them its recommendations. However, we did identify the possible benefits and implications of our recommendations for those member countries and we recognize that the basic objective of the CP must be to serve their education development needs. For example, we believe that the country will find sector analysis as defined in this report an improved tool for assessing its overall needs, issues, and external financing requirements. Moving away from EFD project preparation for the country should, over time, encourage development of a country's own preparation skills. And, clarification of the CP work program and improved planning should cut down on confusion and overlapping activities at the country level. These and other expected benefits are highlighted for the member countries, the Bank, and Unesco in Annex XIII.

Organization of the Report

Chapter II provides the Task Force's findings and recommendations on CP operational work.

Chapter III covers findings and recommendations on CP management and administration.

Chapter IV covers two other matters reviewed in the study: other areas of possible cooperation and technical assistance.

Chapter V discusses implementation of proposed changes.

Supporting material is contained in Annexes I-XII, which are referenced in the body of the report.

Bank/Unesco CP Study

Joint Steering Committee

- Mr. James M. Kearns (Chairman), Director, Organization Planning Department, Bank
- Mr. Duncan Ballantine, Director, Education Department, Bank
- Mrs. Shirley Boskey, Director, International Relations Department, Bank
- Mr. Werner Moller, Acting Director, Education Financing Division, Unesco
- Mr. Dragoljub Najman, Acting Assistant Director General, Cooperation for Development and External Relations, Unesco
- Mr. Heinz Vergin, Assistant Director, Projects, East Asia and Pacific Region, Bank

Joint Task Force

- Mr. Richard Lynn (Chairman), Organization Planning Department, Bank
- Mr. Alberto de Capitani, Education and Manpower Development Division, Europe, Middle East and North Africa Region, Bank
- Mr. Hans Krill de Capello, Cooperation for Development and External Relations, Unesco
- Ms. Gabrielle Le Blanc, Education Department, Bank
- Mr. Theodore Ramos Saco, Education Financing Division, Unesco

I L L U S T R A T I V E

Basic Education Project Cycle/Mission Relationships*

Education Project Cycle Phases	Traditional Bank/Unesco Missions **	Comments
Country/Sector Analysis	Economic and sector analyses - Bank; Unesco education sector studies	- Unesco has done several sector studies to date; these do not usually identify projects; about 1/3 of all sector work is done by the Bank.
Project Identification	(Project Identification Mission (PIM) - Unesco-led Reconnaissance-in-Depth Mission (RID) - Bank-or (Unesco-led)	- These two categories of mission are essentially synonymous in content; they typically involve about 3/4 sector analysis work and 1/4 project identification <u>per se</u> ; they are triggered by country request for project lending with Bank concurrence. Use of RID may mean shorter project cycle.
Prefeasibility	Reconnaissance Missions (RM) - Bank-led, often with Unesco participation	- Typically a brief mission that serves to verify projects identified in PIM or RID missions and sets stage for preparation work; if country well known, may serve to identify projects, in lieu of PIM or RID.
Feasibility	Project Preparation Mission (PPM) - Unesco-led	- Delineates project objectives and justifications and provides general specifications as basis for government request to the Bank; typically done by Unesco on a one-visit ("parachute") basis in which Unesco prepares request for government in field; some transition to "assistance <u>to</u> " government mode, but not yet typical.
Appraisal***	Project Appraisal Mission (PAM) - Bank-led, with some Unesco participation	- Essentially an appraisal of feasibility work, with further detailing and costing of project items; where Unesco not involved in preparation, may be combined with elements of preparation; provides basis for Bank investment decision.
Detailed Design/Engineering ***	(Various Bank-led implementation (supervision) missions to monitor design, engineering, curricula (development, procurement/disbursements, project completion ((((- (Very limited Unesco involvement; under a "two-stage" (appraisal approach, design/engineering would be done as the second stage of appraisal following current-style preparation or feasibility as the first stage and prior to (loan approval).
Supervision/Completion		

*Because definitions and mission purposes and contents vary, the comparison must be viewed as illustrative only.

**Normal mission sequence to about 1972; mission contents, sequences tended to vary thereafter.

***In future, where project preparation facility approach is used, these phases would be reversed.

II. CP Operations

1. The Task Force presents in this chapter its findings, conclusions, and recommendations on CP operational work. By "operational work" we mean the substantive work carried out by Unesco and the Bank under the CP Memorandum of Understanding and associated with country education development and Bank education financing.

Findings and Conclusions

2. We find that significantly changed operating circumstances have taken place in Bank lending for education over the past several years; these have in turn altered the functioning of the Bank/Unesco CP. These include a 40% increase in Bank education staffing in 5 years; the regionalization of the Bank in 1972 with corresponding changes in Bank relations with countries; and changes in operating approaches and procedures. Each is discussed below.

Bank Expansion

3. Bank project lending has grown rapidly, particularly since 1968. Over 120 Bank projects were approved to the end of fiscal 1975, with a value of \$1.28 billion. As a consequence of this increased work load, the Bank's staff working in education has grown from 47 to over 80 professionals in the last 5 years in a wide variety of disciplines. This staff level compares with a near stable EFD staff of 25-27 project officers over that same period. 1/ EFD's proportion of total Bank plus EFD staff has declined from 35% to 25% in 5 years. Thus, the Bank is now equipped to do more of what Unesco did - and perhaps was uniquely qualified to do - in the early days of the Program. One implication of Bank staffing growth has been the natural tendency of managers to use their own, directly controllable staff where possible rather than to rely on staff in residence an ocean away.

Bank Reorganization

4. The Bank reorganization in late 1972 significantly changed the Bank/Unesco relationship. As a result of the reorganization, essentially a regionalization of operations, Bank education operations were no longer under a single department's jurisdiction but were decentralized to 5 regional education divisions, servicing 5 and, more recently, 6 Bank regions. 2/ The Education Projects Department became a staff department within the Central Projects Staff (CPS) exercising "functional" authority,

1/ Annex IV provides tables profiling Bank and EFD staffing.

2/ East Asia and Pacific services South Asia in education.

but no longer exerting direct "line" operating authority. Regional education division chiefs reported up through the regional hierarchy to their respective Regional Vice Presidents on all operating matters. CPS Education was charged with developing education policy guidelines and monitoring operations for quality assurance and consistency. As to the CP, CPS Education was to handle overall Bank liaison.

5. In practice, the regional education divisions became relatively independent of CPS Education and began adapting to the various management styles of their regions and to what they considered were the particular needs of their assigned countries. As a result, strained relations have existed between CPS education and the 5 regions. CPS played only a limited role in coordinating the Bank's overall use of the CP, e.g., in determining overall work priorities, in resolving planning and scheduling conflicts, or in presenting a consistent set of Bank operating requirements for the CP to Unesco. As a result EFD's acting Director must deal bilaterally with each Bank division chief on planning and most other matters, which puts an excessive amount of the CP coordination burden on Unesco.

6. On the positive side, the regionalization of Bank staff has resulted in a considerable improvement in Bank dealings with countries on education over the past 4 years. The Bank's education staff, formerly geographic generalists, are now much more familiar with their assigned countries and the regions in which they are located, in part through far more frequent visits. For example, on a single project, Brazil Education II, the Latin American and Caribbean region staff visited Brazil in 6 consecutive quarters and in 10 out of 13 quarters overall. ^{1/} Bank staff have closer contacts and greater continuity with education, planning, and finance officials, often now in coordination with other Bank regional project and program staffs. This greater familiarity with country needs and officials has resulted in an almost "continuing dialogue" with many borrowing countries. Among Bank education staffs, this is held to be a major improvement in delivering education financing. It also poses practical problems for EFD as it attempts to fit into this new Bank/country relationship, in some cases in countries it has not visited recently. For example, succeeding EFD missions to Chad and Bolivia were 6 to 7 years apart.

Project Cycle Approaches

7. It is not surprising that under the changes in working relations between the Bank and its borrowers since the reorganization there is an increasing variety of more "tailor-made" Bank approaches to project generation activities. While projects still get identified, prepared, and appraised - in other words the "classic" functions are still performed - the mission

^{1/} See Annex VI, Table; does not count other education visits to Brazil that may have occurred over the same period.

formats, combinations, and sequences and the variety of agents (country, Bank, Unesco, consultants) performing the key activities have increased considerably. This phenomenon has been referred to as "project cycle fluidity" and has been analyzed by the Task Force. 1/ Three trends emerge from this analysis and indicate the variances in approach currently at work:

- (a) The traditional mission sequence of Unesco identification, Bank reconnaissance, Unesco preparation and then Bank appraisal has nearly disappeared, and is recognizable in only 3 among the latest 25 projects. This is a marked, and fairly recent, change.
- (b) The survey indicates a surprising variety of project conception modes - or the identification of the "project idea" - in lieu of the traditional Unesco Project Identification Mission (PIM). These alternative modes include the government's own sector work and Bank economic, planning assistance, sector, and reconnaissance missions. In the survey, the alternatives accounted for 18 out of 25 projects. As a result, Unesco's leading role in project identification has clearly declined over the past 2-3 years.
- (c) New patterns have emerged in project preparation. Only 7 of the 25 projects surveyed involved Unesco on-site preparation (PPM's). Bank-led preparation or combined preparation/appraisal accounted for 14 of the 25. This trend can be partly explained by Bank streamlining of its operations and avoiding, where possible, the need for information transfer between different missions in different agencies on similar activities. Where Unesco prepares as an independent activity, via the PPM, the Bank staff may follow up in appraisal asking the same questions. While only

1/ Annex VI summarizes the Task Force's sample survey of 25 recent Bank projects, 5 of the most recent per division.

4 projects of the 25 were prepared predominantly by the governments, an increased government capability to do this is emerging, and is being encouraged by the Bank as an element itself of the development process. 1/ Further, countries are gaining familiarity with preparation requirements as the Bank/country dialogue continues and they become recipients of a sequence of projects, e.g., 33 countries have received a second project and 12 have received a third one or more.

Implications of New Approaches

8. The variety of mission approaches, sequences, and combinations has been a fact of life for several years in Bank education financing. Partly it is a natural result of adapting to specific country needs as opposed to using standardized approaches. Flexibility in approaches and use of Bank missions can speed up the delivery of education financing, often by 1 to 2 quarters. Bank staff interviewed by the Task Force felt generally that this adaptability enhances Bank lending effectiveness. While the sheer variety of mission approaches may diminish to some extent in the future as regions find more effective patterns than others through experimentation, we do not envision a return to a single, standardized approach to conducting project missions, given the Bank's decentralized operating structure and its individualized relations with borrowing countries. Under these conditions, Bank/EFD coordination on project work, while not impossible, is rendered far more difficult than in the past.

9. The question of the impact of project cycle fluidity on project quality since the Bank's reorganization is a complex one, and the Task Force offers no simple answer; our 25 project survey shows some evidence of accelerated delivery of projects, but provides no evidence of "corner cutting" or functions left out to speed up processing. In fact, some further streamlining in terms of mission activity may be possible. 2/

10. In the Task Force's view, the following implications emerge by major project cycle phase of the above changes in working environment:

1/ Over 1/2 of projects financed in sectors other than education are prepared principally by the borrowers (Source: Bank's Operations Evaluation Department (OED)).

2/ Annex VI discusses this subject further.

- (a) Sector Work - This has been an important segment of EFD's overall work, e.g., about 3/4 of PIM's, which comprised 53% of EFD's time from fiscal 1971-75. Such work has generally been considered useful to countries, the Bank and Unesco and can be performed by EFD. There is less likelihood of activity duplication and overlap 1/ than in project work, and coordination, while needed, need not be as close as is required when dealing with detailed project specifications. The Bank is increasing its emphasis on education sector work, e.g., by preparing "sector memoranda" for most if not all borrowing countries. EFD sector work could provide a good foundation for the Bank's sector lending strategy as well as for its subsequent project generation.
- (b) Project Identification. This activity is, among all EFD work, the most called into question currently. Under current (and likely future) conditions, the Bank tends to identify projects for its financing as a natural outgrowth of its direct, regular dealings with the country and its continuing analysis of country needs and opportunities. And, project selection is increasingly done in the context of the Bank's multiyear education lending strategy, taking into account intersectoral considerations, e.g., links with agriculture, industry, or rural development. It is particularly difficult for EFD, on an infrequent intervention basis in a given country, to contribute effectively to this function or any longer perform it as a primary responsibility per the 1964 Agreement.
- (c) Project Preparation - EFD has continued this as an appreciable segment of its work (19 missions from January 1973 to June 1975 and 23% of its net available time), 2/ essentially

1/ Assuming the Bank and Unesco agree on which countries each will cover and when.

2/ Annex IV provides further details.

on a one visit or "parachute" basis, as it has been called. Outside preparation for a country may speed up processing time, but it has limited value in helping the country develop its own preparation capability or its understanding of and commitment to the project. It may create in the country a sense of alienation, either with Unesco or the Bank. The Task Force believes there are major limitations in attempting to achieve quality by performing a final project preparation in a single, 4-5 week field mission, including both fact finding and report writing. While considerable preparation assistance will still be required in many countries, we believe the form of that assistance should change to that of assisting the government in its preparation. This was, in fact, the original intent of the CP Agreement, but has not been borne out in practice. In the future, the timing of Bank commitment will come later in the project cycle for many projects, as more detailed architectural design and curriculum development or syllabus preparation work is performed 1/ before rather than after loan approval as at present. The sequence could then be initial preparation (as at present, a "feasibility" step) followed by Bank first-stage appraisal, followed by detailed preparation (design work), followed by second-stage appraisal. 2/ Under this format, Unesco could still provide preparation assistance to the government for the initial preparation stage. In those instances in which appraisal continues to be done as at present on the basis of a feasibility study, some aspects of preparation may be combined with appraisal, in a Bank-led mission. This appears appropriate from a managerial point of view in that some of the information content is similar. Under this circumstance, EFD could pave the way for the Bank mission through advance work with the government and participate, as appropriate, in the Bank mission.

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- 1/ In some cases, aided by "project preparation facility" financing; two such projects in education have been funded to date.
- 2/ However, other combinations are also possible.

- (d) Appraisal/Supervision - EFD's participation in the project cycle other than for preappraisal activities has been limited: averaging under 2 man-years for appraisal, fiscal 1971-75; and only 20 man-weeks for supervision and 5 for completion from 1973 to mid-1975. Such participation is viewed positively by EFD as a follow-up on its earlier work and to suggest modifications to future work. Some Bank division chiefs view such participation favorably as part of maintaining continuity in the project cycle. However, EFD staff are normally cut off from these subsequent activities and even when involved tend to be viewed as a source of consultant manpower. This has not contributed to creating a firm basis for a CP partnership. The Task Force concludes that EFD participation - at least as much as at present - in Bank appraisal and post-appraisal activities, particularly where EFD was involved earlier, is appropriate, draws on EFD's experience, and enhances the relevance of its other work.

Conclusions: Operational Work

11. The changed circumstances discussed above, particularly in the Bank and in its dealings with countries, have led to difficulties in adapting EFD's traditional work to that of the Bank and, we understand from sources in both agencies, causes some irritation and confusion on the part of borrowing countries. The organization and other changes noted above have not been accompanied by modifications to CP work processes and, as discussed in the next chapter, communications have been inadequate. We conclude that adjustments to the CP work program and a clarification of responsibilities between the two organizations is needed at this time.

Recommendations

12. We discuss below our recommended changes in the CP work program. Before considering those changes and their implications, we touch briefly on other alternatives considered.

Alternatives Considered

13. The Task Force's terms of reference assumed the continuation of the CP between the two agencies as a "given" in the study, and we did not examine seriously the alternative of closing down the Program. Moreover, during the course of the study our work has shown us that the CP has worked reasonably well in the past and with continuing management and attention should be able to function satisfactorily in the future.

14. We considered the "status quo" alternative, that of leaving the Program as is, with no work program change. Of course, change has already taken place in the 1964 Agreement, as the Bank and member countries as well as Unesco have become more involved in project identification and preparation. However, with both the Bank and Unesco involved in similar activities, often on the same projects, inefficiencies occur and all participants must attempt to cope with the ensuing confusion. The Task Force believes that continuing as at present would mean that the CP would fall into disuse within a relatively short time.

15. We also considered the implications of using CP/EFD staff exclusively as members of Bank-led missions. This could cut down duplication of effort. However, the Task Force does not believe that using EFD purely as a manpower source for the Bank would represent a partnership arrangement or reflect the spirit underlying a cooperative program between the two agencies - or be acceptable to Unesco. As a practical matter, this approach would be inefficient and difficult to administer across the Atlantic, even more so than the present arrangement. More unproductive EFD time than exists at present could be expected to result from this arrangement.

16. In summary, the Task Force considered a work program adjustment and clarification of Bank and Unesco/EFD responsibilities to be the most workable solution. To be effective, these changes will need to be accompanied by managerial and communications improvements. Given the rapid changes and continuing evolution in education project work, major attention will need to be devoted to Bank/Unesco CP "work process interrelationships" as a prerequisite for a sound Program.

Criteria for CP Work

17. In our view, any changes to CP/EFD's work program should take into account the following criteria:

- (a) Changes should be consistent with the objectives, policies, and broad roles of Unesco and the Bank; this implies the need to operate the CP as an effective partnership based on a rational division of effort in aid of country development and on a certain autonomy within an overall climate of close coordination and collaboration.
- (b) The work program should not result in both agencies performing the same or similar activities at the country level.
- (c) The work program should result in providing high-quality advice and assistance to member countries from the vantage point of each partner's particular competence and experience;

work should be consistent with the present and expected distribution of skills, experience and aptitudes of the staff in the two organizations.

- (d) The work program should recognize that certain tasks are not delegable by the Bank as the lender.
- (e) CP work as redefined should be susceptible to fairly simple, but rational, planning.

Review of Principal Functions

18. The Task Force analyzed broad project cycle functions and considered them in light of the above criteria to arrive at an optimal and feasible distribution of activities between the two institutions. These functions are discussed below:

- (a) Sector analysis - This is a function with which EFD has long familiarity through its PIM missions. Sector work draws on EFD's experience and provides a vehicle for tapping other Unesco resources. End products under this function can be of value to all parties: countries, before or after their national plan preparation; to Unesco, for example, in its country programming; and to the Bank in its sector lending strategy and project work. It can be performed autonomously by Unesco, i.e., in Unesco missions with Unesco reports produced, although in coordination with and supported by the Bank. Managerially, sector work is attractive because it does not require as close an operational "fit" with the Bank as does identification and it is susceptible to longer-term planning. For these reasons, sector analysis is a feasible function for EFD to perform.
- (b) Definition of Bank lending strategies - Unesco/EFD could not be expected to have a lead or autonomous role in defining Bank lending strategies. This is a Bank matter, involving such factors as country creditworthiness, Bank staffing constraints, equity in lending distribution, availability of IDA or Third Window funds, etc., that relate to overall Bank lending and Bank country program planning decisions. If Unesco were to do sector

work, however, we would expect this work to provide an important input to Bank strategy determination.

- (c) Identification - This function is increasingly performed as a natural outgrowth of closer and continuing Bank/country relations and it is now difficult for Unesco to have a primary, independent role here. Of course, sector work can pave the way and "narrow the focus" for the identification analyses and discussions performed by the Bank with country officials.
- (d) Preparation - Some of the need for this activity from outside sources should diminish as countries develop greater capacity to do this work. However, in many cases, outside assistance for preparation will still be required, and we believe EFD is equipped to aid countries in this "feasibility" work, often independently. ^{1/} Even where preparation/appraisal are combined in a Bank mission, EFD could well be involved in early-stage preparation work and/or participate in those Bank missions.
- (e) Appraisal - This is a function for which the Bank is responsible as the lender, and which EFD could not undertake independently. We believe that Unesco/EFD can and should participate in Bank appraisal missions, where this is appropriate, particularly where EFD has been involved in pre-appraisal work.
- (f) Post-appraisal - These functions include supervision, completion, and evaluation. Unesco/EFD has not been significantly involved to date in these post appraisal

^{1/} Unesco, other than EFD, could become involved in providing detailed curricula development support via its technical assistance role, on request of the country.

activities. Supervision of approved projects is not delegable by the Bank, but EFD could participate selectively on Bank supervision missions, again particularly where it had been involved in earlier preparation. Completion is in the same category and is becoming routinized as a Bank function. Some EFD participation would be appropriate. As for evaluation, which might be defined as the process by which a project's impact on socioeconomic development is traced and assessed, the cooperation of Unesco/EFD within the framework of the Bank's Operations Evaluation Department (OED) missions might well be useful in attacking the difficult, and often still unsolved, methodological problems associated with this kind of effort.

Work Program Recommendations

19. Therefore, the Task Force recommends four work program elements that we believe Unesco/EFD should perform. The first is sector analysis, which the Task Force believes EFD, with its experience and detachment from many of the day-to-day concerns associated with current Bank lending operations, would be highly qualified to undertake. We propose some differences between this work and the "sector portion of a PIM report;" these are discussed later in this chapter.

20. Secondly, we believe Unesco should continue to provide assistance to countries in their project preparation work; wherever possible, this should take the form of guiding countries in their own preparation. We believe that where Unesco provides the assistance, it could be in a relatively independent capacity. The circumstances and form of this assistance are described below.

21. Thirdly, we recommend that Unesco/EFD staff continue to serve as participants and advisors in all other stages of project cycle work and in this capacity take part regularly in Bank missions or provide other input as required from their country, subsectoral or other knowledge and experience. The amount of this assistance has been running about 10% of EFD's available time; this could remain steady or increase somewhat.

22. Fourthly, we recommend that a certain amount of EFD time be set aside on a regular basis to support appropriate Unesco Secretariat activities. These activities would include, but not be limited to, country programming, advice on technical assistance, and education finance training, e.g., giving courses at the International Institute of Educational Planners, a Unesco affiliate. Part but not all of this time (see below) would be offset by time to be provided by non-EFD Unesco staff to EFD or Bank education

activities. This recommendation recognizes that EFD has been relatively isolated from the rest of Unesco in the past, has not contributed its experience fully to the rest of the Secretariat, and has had difficulty in obtaining Secretariat support for CP activities. 1/ An exchange of time should help reestablish a two-way working cooperation between EFD and the rest of the Secretariat, which is both necessary and desirable, and part of the "cost of doing business" from a Unesco base.

23. It would not be realistic for the Task Force to recommend rigid proportions of EFD's time for each of the main activity areas above. Some flexibility will be needed to permit the Unesco/EFD resources to be applied where they are most needed and this will vary somewhat from time to time, country to country, and among activity categories. We would envision the approximate time proportions as follows, after a suitable transition period of one year or so. EFD, as a division, would devote 80% of its available time 2/ to the first three categories listed above and 20% of its time to related Unesco activities. Unesco, other than EFD, would contribute an equivalent of 10% of EFD's available time, or about 100 man-weeks, on a time sharing basis to CP activities, i.e., those in the first three categories. Therefore, in the aggregate, the equivalent of 90% of EFD's time would be allocated to sector work, preparation assistance, or participation on Bank missions. Overall, we would envision sector work eventually comprising a majority of the total time available (EFD plus Unesco and consultants), perhaps 50-60%, with preparation assistance and other project work running 30-40%, of which 10% or so would be for participation on Bank missions. Non-EFD Unesco staff would be applied either to EFD or Bank led activities, according to need. A comparison of current and proposed time is provided in Table 1.

Sector Analysis Work

24. As to sector analysis work, the Task Force recommends that an "Education Sector Reporting System" (ESRS) be established to carry out this portion of the CP work program. This newly defined sector analysis work would differ from the "sector portion of a PIM" in two respects. First, it should be a broader analysis than was typically made in a PIM. 3/ Second, it would provide a more comprehensive, longer term program comprised of a flexible array of missions and studies. PIM's, by contrast, often tended to be rigid in format and episodic in coverage, e.g., sometimes with several year intervals between EFD missions. This sector analysis work should provide the country concerned, Unesco, and the Bank with:

1/ This problem is discussed more fully in Chapter III.

2/ Approximately 1000 man-weeks, based on a 40-week man-year.

3/ Annex IX provides a fuller discussion of this subject.

- (a) objective assessments of the country's education and training system and its capacity to promote economic, social and cultural development efficiently and equitably;
- (b) an analysis of the needs, gaps, imbalance or other impediments in the present education policies, strategies or processes which affect the system's contribution to overall development;
- (c) an outline of alternative strategies of educational development and an examination of their implications in terms of resource requirements and availability, including priority areas for external financial assistance.

25. In the context of these analyses, education would be viewed as a comprehensive system of learning embracing formal, non-formal and informal education. Consideration should be given to those informal channels that may affect the learning process, such as mass media, on the job training, cultural activities and community and family relationships. The role of the educational system as an instrument for applying scientific research to the solution of development problems would also be considered.

26. This approach implies that a multiyear work program would need to be prepared for each country to be covered by the CP and that this program would rely on a variable combination of sector mission formats ("basic," updating, subsector, and special missions) over time, all designed to fit the specific conditions and key education issues of each country selected for this work.

27. The selection of countries and specific sector activities would be based on a regularly updated work program, agreed on in a collaborative effort by Unesco and the Bank. Not all countries could be covered by EFD, and priorities would need to be set. In setting priorities, weight should be given to needs expressed by the respective governments and to their commitment to derive tangible benefits from this work. For all CP/EFD sector missions, the Bank would be consulted on draft terms of reference and would also comment on the draft reports. While Bank comments and areas of concern would be taken into account, the end product, as are PIM's today, would remain a Unesco responsibility and communication to the government concerned. Briefing sessions would be organized by the Bank to provide CP sector mission teams with the Bank's development perspective and concerns.

28. Sector analysis would become the principal CP/EFD activity in time, but would not become an exclusive Unesco responsibility. The Bank would continue to perform perhaps a third of all sector work done, as it does at present, and would also undertake certain sector activities, such as preparing Bank sector memoranda and sector briefs for Bank country program planning documents as its direct responsibility. Unesco's sector work would be designed to complement - and not replace or discourage - sector work to be conducted by the countries themselves.

Project Preparation Assistance

29. The Task Force believes that where EFD provides project preparation support to governments, it should move progressively toward a "guidance" or "assistance" rather than a "direct responsibility" mode. 1/ This approach would seek to develop the country's own preparation capability, in itself a form of educational development. This would mean that instead of writing a government's preparation report in a single field visit (as PPM's do), a series of shorter visits, over a longer period of time, but with fewer staff per visit, would be made. For example, a first visit could help set up the preparation effort, a second could check the progress at mid-point and a third could review findings and conclusions. This assistance would vary in number, type and format of missions, in keeping with the more tailor-made approaches to project work being undertaken generally. Assistance of this type would likely take more elapsed time, assuming that governments are less familiar with the mechanics of project preparation than EFD. However, it should in many cases require less applied time and costs 2/ by EFD.

30. Where the "bus-stopping" mode is used, EFD's work will need to be planned further in advance than at present. What was set up as a one-month or so task may now take three months or longer. Some time phasing in implementing "bus-stopping" may be necessary. In some least-developed countries, or with new borrowers of the Bank, a more active preparation role by EFD, i.e., on-site preparation, may still be needed for some time, even though viewed as a less desirable approach.

31. While EFD's assistance, where requested, could be relatively autonomous, it would need to take place in a climate of much improved communications, to avoid potential conflicts. We found in the study that when EFD must fit closely with the Bank on project operation details, duplication and overlap can occur. In this instance, there should be a clear understanding by all three parties - the country, Unesco/EFD, and the Bank - as to what project items were to be prepared. 3/ This was not always true in the past, with the government or the Bank having on occasion different understandings than did EFD as to the items covered or likely financing available. As in other areas of the CP, this will require before, during, and after-the-fact coordination.

1/ This approach was referred to as "bus-stopping" in the recent World Bank/FAO CP study.

2/ Cost implications are discussed further in Annex X.

3/ Without committing the Bank prior to appraisal and Board approval.

Feasibility of Work Program Change

32. Questions have been raised in the study concerning (a) the possible manpower loss for the Bank's regional divisions stemming from this work program and (b) the existence of sufficient demand for an EFD major emphasis on sector work.

33. As to the first point, more time would be devoted by EFD to sector analysis (after a transition period) and no time would, in the future, be devoted to project identification, per se. However, the increased time in EFD sector work should help, in those countries covered, to narrow the range of options and to focus and perhaps correspondingly reduce the time spent by the Bank in its subsequent identification. The "loss" of identification time to be spent by EFD should be viewed in the context of this work's current usefulness to the Bank and the activity repetition and backtracking the Bank's education staffs typically do. The overall amount of preparation assistance time needed would likely diminish as the per preparation applied time would not be as great by using a "bus-stopping" approach. And, as indicated above, in some projects, EFD preparation assistance would not be needed or needed to the same degree. In any event, this change in form of assistance would be phased in and would not leave the regional divisions caught short in the near term. Time freed from preparation could be applied to other project activities.

34. As for the second point - the level of demand for sector work - Unesco has been providing in recent years some 450-500 man-weeks of sector work per year (fiscal 1974-75 average: 512 man-weeks). Bank data show that the Bank allocates about 200 man-weeks per year to sector work out of its own manpower. This means the total demand level is about 700 man-weeks. On the basis of growth in the Bank's education program as measured by number of countries covered (74 in fiscal 1975-79 vs. 58 in the previous 5 years) plus informal regional indications, the total sector workload in education could increase to 900 or more man-weeks by 1980.

35. Under the Task Force proposal, Unesco/EFD's share would be from about 500-650 man-weeks or lower than the present aggregate demand level. This means that Unesco/EFD could satisfy about 2/3 of the total projected sector work demand, following a phase-in period, with the Bank doing the remaining 1/3, thereby maintaining the present proportional involvement in such work by both organizations.

TASK FORCE PROPOSALS ADJUST, BUT DO NOT RADICALLY ALTER, CP/EFD TIME DISTRIBUTION . . .

<u>CP Work Categories</u>	<u>Average Annual Distribution of CP/EFD time FY1971-75(%)</u>	<u>Proposed Distribution of CP/EFD Time-Task Force Recommendations (%)</u>	
Sector Work	41 - 3/4 of PIM's plus several sector studies	50-60	} some interchange possible among categories (includes 80% of EFD time proper, 10% from rest of Unesco)
Project Identification	12 - 1/4 of PIM's	-	
Project Preparation	18	20-30	
Participation in Bank missions	10	10	
Other activities/time spent	19 - includes ad hoc, unplanned activities; "down time"; planning slippage	-	Some "down time" may still occur in other categories
Participation in Unesco Secretariat activities	- no time previously set aside	10 -	<u>Net figure: 20% EFD time minus 10% equivalent from rest of Unesco to CP.</u>
	100%	100%	(EFD plus Unesco "House," consultants)

1/ EFD net available time calculated at 1000 man-weeks (40 man-weeks X 25 project officers) plus 3-4 man-years of consultants, as needed.

III. CP Management and Administration

1. Managing an effective CP between two major international agencies, particularly under the changed operating circumstances described above, requires close coordination, frequent communications and efficient work planning procedures. Problems have arisen in these managerial and administrative aspects of the CP, especially since the Bank's reorganization of 1972. In part, the problems stem from the participants not keeping pace with the managerial implications of the altered operating conditions of the Program. While not insoluble, we believe these problems must be addressed for the Program to continue on an effective footing. Our recommendations on management and administration are designed to complement and support the adjustments to the CP work program we recommended in Chapter II. This chapter provides the Task Force's findings and recommendations on program coordination, planning and scheduling, communications, time and cost sharing, and EFD internal management. Finally, cost implications of Task Force recommendations are considered.

Program Coordination

2. Several program coordination concerns exist among and between the organization components of the CP; in particular, we comment on Bank CP coordination and Unesco CP coordination. 1/

Bank CP Coordination

3. Since the Bank's reorganization, and the decentralization of education program operations, CPS Education has been assigned a staff, functional authority role over Bank education activities, with the regional offices, specifically, the 5 regional education divisions, responsible for program execution. As we described earlier, this decentralization has led to divergent approaches to carrying out Bank education activities. In this changed circumstance, we find that CPS Education has played only a limited central coordination role on CP operations or in initiating corrective action where needed to maintain overall Program efficiency and effectiveness. Several implications ensue from this coordination problem. One is that EFD's Acting Director relates to the 5 education division chiefs increasingly on a one-to-one, bilateral basis. While direct communication is appropriate on specific projects or missions, the task of managing EFD is rendered difficult in the absence of a single, consistent Bank "voice" on many CP matters, including planning and the interpretation and potential impact for the CP of new Bank policies and procedures. Second, relations between CPS Education and the regional divisions have been strained as regions adopt their own outlooks and management styles. And, the kind of work program adjustments we describe in the preceding chapter have not been made regularly as the program evolved.

1/ Selected views of the participants based on interviews are included in Annex V; these illustrate existing coordination/relationship problems further.

4. We believe CPS Education has an important function to perform in managing and overseeing Bank aspects of the CP. It should continue to have - and to strengthen - its overall responsibility for Bank liaison and coordination with Unesco/EFD. It should maintain an overview of CP operations and the patterns and trends in the use of CP/EFD resources. It should initiate corrective action and follow up on, and help to keep from reoccurring, the inefficiencies and work program problems identified in this report. We believe CPS Education must take this lead role for the Bank in that it is the only unit below the level of the Senior Vice President, Operations Office that can observe the pattern of activities in education in all of the Bank's regions and in the variances that are likely to continue in their approaches to education. Specifically, CPS education should coordinate a Bank position on CP policies and procedures; keep abreast of the nature of, and problems associated with, CP work; and review CP work products for quality and relevance to the Bank. CPS Education should also ensure that EFD is kept fully informed so EFD can do its work effectively. CPS Education's participation in CP missions would also be appropriate (as would that of the Bank's education staff generally).

Unesco CP Coordination

5. EFD has been relatively isolated from the rest of the Secretariat in that it was protectively managed for most of its 12-year existence. EFD has been viewed within Unesco as "elitist" (partly because of its higher average grade levels and its lack of involvement in Unesco administrative matters) and as "the Bank".^{1/} The isolation has inhibited an effective two-way cooperation between the rest of the EFD and the Unesco Secretariat. On the one hand, the Bank and EFD are unable to draw fully on Unesco's reservoir of education and other experience, e.g., mass media or book specialists, one of the anticipated benefits in having a CP. On the other hand, EFD's considerable country and education financing experience has not been made available as fully as it might be to Unesco, particularly when Unesco is becoming more country and operations oriented since its recent reorganization. Some steps have been taken over the past year or so by EFD to improve this coordination, but more such cooperation is needed.

6. In the context of Unesco CP coordination, we considered the question of the optimal organization location of the CP unit within Unesco. We conclude that the Unesco CP unit, EFD, should a) be retained as an integral unit of professionals and b) remain in the education sector at this time. We believe that EFD's strength in the past has stemmed in large part from its being a separately identifiable unit of professionals benefitting from their close collaboration. Second, we believe that at present and over the foreseeable future, CP/EFD's work will be primarily in the field of education and that most, but not all, Unesco working contacts will be in that sector. ^{2/}

^{1/} Annex V characterizes these views.

^{2/} A fuller discussion of other areas of possible cooperation is discussed in Chapter IV.

7. While we propose no change in organization location, we believe improvements are needed in EFD/Unesco working relationships. One such improvement is to establish EFD country coverage assignments ^{1/} for EFD staff to facilitate channeling country knowledge to and from EFD. Another is to set aside time formally for EFD to contribute to appropriate Unesco activities. Later in this chapter we discuss time and cost sharing that should help facilitate a two-way exchange of staff. We also believe a new working climate is needed that encourages better knowledge and experience transfer among EFD and other Secretariat staffs. Ensuring a two-way cooperation and exchange of staff between EFD and the rest of the education sector should be directed, in our view, by the Assistant Director General for Education. Where staff exchanges or other forms of cooperation between EFD and the rest of Unesco go outside the education sector, as they will for EFD's sector analysis work, a coordinating role should be performed by a mechanism already in place: Unesco's Coordinating Committee for Operating Activities (CCO) under the Assistant Director General for Cooperation for Development and External Relations. We recommend that the Director, EFD be made a member of CCO, given EFD's unique role within the Secretariat.

Planning and Scheduling of Work

8. Work planning and scheduling are among the principal operating problems in the CP. ^{2/} Central Bank coordination has been limited, requiring EFD to work out, and seek to balance, resource needs and staff availability individually with each region. Bank education division chiefs' variances in operating approaches also extend to planning. Some divisions plan ahead further than others in practice, with some maintaining ad hoc flexibility, e.g., to permit sending out a mission on several days' notice. Taken together, firm regional plans for CP involvement do not extend beyond 6 months and often are quite tentative more than two months ahead. This uncertainty means that familiarization time before a mission may be lost and that those whose missions are postponed may not be usefully employed while awaiting imminent departure. EFD morale is affected, efficiency is lost, and a sense of CP partnership is eroded. EFD is often viewed by Bank division chiefs as a source of consultant manpower. Requests are made for specific individuals, and others may be considered unacceptable as participants in Bank missions. Among the results of these planning problems are peaks and valleys in workload, particularly at the individual level, e.g., 2 EFD staff members were in the field more than 5 months last year; one had only 5 days at home between 2 lengthy missions. Individual scheduling and assignments are rendered difficult because of the "by name" requests. And, without overall, coordinated CP planning on the Bank side, and in coordination with EFD, there is no assurance that EFD services are provided to those countries worldwide where they are most needed, i.e., a first-come, first-served, as opposed to an overall priority, approach is used.

^{1/} Discussed below under EFD internal management and in greater detail in Annex VIII.

^{2/} Planning and scheduling problems, proposed solutions and procedures are discussed separately and in greater detail in Annex VII.

9. One key focus of EFD's future activities is to be on sector analysis. This work should be highly susceptible to advance planning. Preparation assistance will also need to be planned further ahead than at present, e.g., two years or more. We recommend that these EFD activities be planned on a multiyear basis, with an annual review and semi-annual plan adjustment. The sector planning effort should consist of

- (a) Identifying those countries needing - and receptive to - Unesco sector missions; this identification would be based in part on the state of existing sector knowledge of that country, from whatever source;
- (b) Determining priority countries for EFD attention on a worldwide and regional basis; this assumes EFD to be a limited and relatively "fixed" resource in size.
- (c) Determining the most appropriate type of sector work, i.e., basic, update, subsector, special mission or desk study;
- (d) Identifying the appropriate timing of EFD's intervention, e.g., within the Bank's project lending program, Unesco's country programming exercises, and the country's national planning cycle.

10. The above factors should be considered individually by each Bank region and then collectively through the mechanism of a CP Planning Committee that includes Unesco participation (discussed below). This approach to planning takes into account overall needs and priorities, determines the work to be done, and allocates the available resources accordingly. Once established as an agreed plan, individual staffing assignments would be EFD's responsibility. (Bank staff would be able to propose types of disciplines needed and review the draft terms of reference.)

11. A need to perform near-term planning will continue, e.g., 6 months ahead, for participation in Bank missions. This will entail identifying and aggregating requests and resolving scheduling conflicts that may occur. This near-term planning will also be applicable to EFD participation in Unesco Secretariat activities susceptible to such advance planning, i.e., those requiring one or more man-weeks of time.

12. To make this near-term planning element work effectively, EFD administrators will need to know the following:

- (a) Bank/Unesco mission schedules for 6 months ahead for which EFD or Unesco participation is requested.
- (b) The country, project, and type of mission involved and the characteristics of EFD/Unesco participation needed.
- (c) The types of disciplines and man-weeks involved and the start and end dates, including field and Washington phases if applicable.

- (d) Terms of reference (in advance of the mission) and a description of the end products required.

13. As to the Bank's coordination, the Task Force believes that an essential prerequisite for successful planning is the need to aggregate at regular intervals overall Bank-wide requests for Unesco/EFD services and to express them in a consolidated, consistent manner to Unesco. This planning effort should be done in the Bank by a CP Planning Committee composed of a representative of the Education Department and the five regional education division chiefs. CPS Education should chair the Committee. The EFD Director or his Assistant should be invited to participate in these planning sessions. Where a resource allocation conflict exists between two regions that could not be resolved by the Committee, the respective Assistant Project Directors would be asked to intervene, in consultation with the CPS Education Director. Further appeals would go up through the regional hierarchy, culminating in the Senior Vice President, Operations, if need be; this should be a very infrequent occurrence. The CPS Education Director should monitor the overall pattern of CP use and if it appears inconsistent with the CP Agreement, he should express his concerns to the Senior Vice President, Operations, via the Vice President, Projects; this should also be a rare occurrence. Procedures, illustrative documentation and descriptions, and other aspects of work planning and scheduling are discussed in more detail in Annex VII.

Information and Communications

14. Information gaps and communications problems have added to the strain in Bank/Unesco relationships in recent years. A key information gap has been EFD's lack of useful, timely information of direct relevance to its own operations, before and after the fact. Briefings before EFD missions have often been limited. There is little formal or informal constructive feedback on EFD work products provided by the Bank to EFD, although such criticisms are fairly commonplace in Bank internal memoranda. Accordingly, there is rarely an opportunity for an EFD rebuttal or clarification of misunderstandings or for a subsequent change of approach, if needed. In general, the exchange of comments on each other's work has not resulted in a satisfactory or free and frank exchange of views.

15. In part because of its concentration on the early stages of the project cycle, EFD is often cut off from knowledge about subsequent Bank appraisal or implementation and may not find out how the project progressed until much later. There is no specific follow-up mechanism or assigned responsibility for tracking this subsequent action or its consequences within EFD. As a result, EFD may be uninformed as to why its proposals were not adopted by the Bank, if they were not, and unable to take those reasons into account in subsequent work.

16. Another gap has been EFD's lack of awareness of recent Bank policy and procedural changes that have - or can have - a direct bearing on EFD's work. For example, the initiation of Bank sector memoranda and the establishment of the project preparation facility were brought to EFD's attention

for the first time only during the course of, and because of, the Task Force's review. Communications to EFD from the Bank have become more diffuse and are sometimes confusing since the Bank's regionalization. No consistent Bank "voice" on education policies or approaches is presented to Unesco/EFD as a basis for its work.

17. Changes in the CP's work program, in the approach to operations, and improvements in planning, to become fully effective, will need to be accompanied by corresponding improvements in communications and information exchange among the various participants in the CP. Our communications recommendations are recapped below and described more fully in Annex XI. 1/

- (a) Between EFD and the rest of Unesco: A first step will be to improve the coordination mechanisms for exchanging staff and information, under Unesco's education sector and via the Coordinating Committee for Operating Activities. EFD "country coverage" assignments (a part-time collateral duty) should be made as a vehicle for ensuring that EFD country knowledge is regularly made available to appropriate units of the Secretariat. The advance reservation of EFD time for Unesco activities should facilitate knowledge transfer among these units. Periodic staff rotations between EFD and appropriate Unesco units should be encouraged on a 1-2 year basis.
- (b) Between EFD and the Bank - A key need is for an improved mechanism for exchange of policy, organization change, and procedural information, particularly from the Bank to Unesco. 2/ CPS Education should take the lead here, drawing on other units as appropriate. Improved guidelines for CP work are needed, including changes in definitions of work roles and processes, expectations, and areas of Bank concern, in close cooperation with EFD. Staff rotations on a "tour of duty" basis between EFD and the Bank staffs should be encouraged. Professional seminars by discipline, e.g., economists or architects, should be established periodically. More frequent management and working staff visits to the other agency are encouraged, as is a greater participation by Bank staff on EFD missions, an infrequent occurrence at present. The EFD "country coverage" assignments would also provide a more formal means of tracking Bank actions in given countries.
- (c) Between CPS and the Bank Regions - The key communications improvements are to reassert CPS Education's functional authority role, particularly by taking the lead in monitoring Bank operating procedures with those of EFD as they relate to the CP and initiating corrective action as needed; and to establish the CP Planning Committee and make it work.

1/ A number of these improvements are also discussed in other contexts within this Chapter.

2/ Unesco policy changes relevant to the Bank have generally been available via EFD.

Cost and Time Sharing

18. The Bank's share of direct costs (salaries and operating expenses) of the CP (EFD plus its consultants) is 75%, with Unesco paying 25%. However, Unesco pays, in addition, the Director's salary (or the Acting Director's as at present), space rental and EFD's share of overhead. As assessed by the Task Force, and on a total cost (direct plus indirect) basis, Unesco pays about 47% and the Bank 53%. ^{1/} This is closer to cost parity than is generally realized. The "75/25" direct cost sharing arrangement and the view held within the Bank that it is largely paying for the Program, has tended to inhibit a true partnership between the two parties and to put the EFD on a "consultant pool" footing by Bank education staff.

19. We recommend that the cost arrangements for the Program be left as at present, at "approximate parity" on a total cost basis. This approach appears equitable and in line with the concept of a substantive partnership between the two agencies.

20. During the study, the issue came up as to which institution should pay for travel and subsistence on which missions. This is set forth in the existing Agreement. We believe the present arrangement, in which costs for EFD missions are paid out of CP funds and participation in Bank missions is paid out of Bank funds continues to be appropriate. Moreover, we understand that provision has been made (but not separately itemized) for the latter costs by the Programming and Budgeting Department as part of the Bank's regular budgeting process. In other words, Bank divisions are not penalized in using CP/EFD staff for their missions.

21. As to time sharing, no arrangement exists at present without a corresponding cost reimbursement. The Task Force feels such a "barter" (no cost) arrangement should be possible between EFD and other Unesco units with which it exchanges staff. This could help promote improved EFD/Secretariat relations and the exchange of advice and experience. We recognize that cost reimbursement may need to continue in some instances where EFD obtains assistance from a specialized unit to which it can provide no shared time in return.

22. With costs at approximate parity, we believe the CP time proportions should reflect a similar parity. As proposed, on an indicative basis, about 10% net of EFD's time would be provided to Secretariat activities and about 10% for Bank missions. The remaining about 80% would be for sector work and preparation assistance led by CP/EFD. The sector work would benefit all parties: countries, Unesco, and the Bank. Preparation assistance would principally benefit the country while being of interest to the Bank. It would also be a direct contribution to development made by Unesco and thereby reflect favorably on Unesco as well. In summary, we believe the Task Force's

^{1/} See Annex IV, Table 7 for methodology used.

cost and time sharing recommendations are in keeping with the principles of partnership and "approximate parity". In a broader context, all CP work is ultimately geared to aiding member countries' educational development, and the two organizations have an equal interest in supporting that objective.

EFD Internal Organization and Management

23. The Task Force examined EFD's internal organization and management because EFD is the only unit set up explicitly to carry out work under the CP. 1/ We found EFD to be a collegial and highly professional group with significant experience in education and in developing countries. 2/

24. The internal EFD organization and management problems are not considered insoluble, or even particularly unusual in a group such as this one. Our findings and recommendations follow:

- (a) EFD Administrators: EFD needs three full-time administrators: a permanent Director, a Deputy, and an Assistant to the Director. An Acting Director, aided by an "Assistant to," cannot manage this group of 27 professionals and support staff adequately.
- (b) Country Coverage Assignments: There is no current mechanism for keeping abreast of country education activities on a regular basis, except informally and on a personal interest basis, given EFD's world-wide, generalist orientation. This may mean long gaps in EFD knowledge of certain countries and makes relations with the Bank and with the Unesco Secretariat (now more country-oriented) less effective than they might be. We recommend assigning each EFD staff member with "country coverage" responsibility for 3-4 countries, as a collateral duty. This assignment would entail keeping abreast of external and Bank financing and other key educational developments in those countries. Where possible the individual would go on missions to those countries, but if not possible, would brief EFD missions teams that did. 3/
- (c) Quality Control: EFD needs a surer mechanism than exists currently for ensuring quality, consistency, and timeliness of its work products rather than to rely exclusively on the EFD divisional or Unesco review meetings. The divisional meeting in particular can be an effective review vehicle if the reviewing staff is available and able to devote the time and attention necessary for a sound review. We recommend that this

1/ This subject is discussed in greater detail in Annex VIII.

2/ Annex IV, Tables 2 and 4 provide EFD experience data.

3/ See Annex VIII for a further discussion of and rationale for this proposal.

work review function be strengthened. For example, a small group of senior EFD staff could be given the explicit review assignment, under the Director or Deputy Director's leadership.

- (d) Efficient use of Project Officers: With all Project officers at a senior level (P-5's or "M" equivalent in the Bank), they must often do detailed statistical compilations because no research assistants or more junior staff are available to assist them. Consideration should be given to hiring such staff, as openings occur, to permit delegation of some routine work and to establish a training program for potential new project officers.

25. We also looked at various other aspects of EFD organization and conclude that no additional supervisory layer is needed at this time, but the Division is about at maximum size for the present arrangement. We conclude that regionalization of staff, e.g., rigid assignments by geographic area, are not appropriate for a group as small as EFD. It would make scheduling impossible without requiring such a large number of exceptions that the original assignments would be rendered meaningless. Further, physical decentralization of some staff to the field, e.g., to Unesco (or Bank) regional offices, despite the current relatively heavy travel load, does not appear appropriate at this time, i.e., neither sector work nor preparation assistance, as defined, would require permanent residence. In addition, valuable contact with colleagues in Unesco headquarters would be lost.

Cost Implications of Recommendations

26. In the Task Force's judgment, the work program as redefined will not cost significantly more than present. No staff increase is proposed, except for the third administrator in EFD, and provision for this position is already budgeted in the CP. Other suggested changes in operating procedure are not expected to have an important effect on the 15% or so of total CP cost that is other than salary cost. Of course, this is only one aspect of the overall cost "equation". A further question beyond the cost of the CP is the total cost of Bank and CP activities given an adjustment to CP's work program.

27. In looking at this broader question, one should consider that the Task Force proposal is essentially to redistribute project cycle activities among the various participants (Unesco, Bank, and government), rather than to add fundamentally new activities. 1/ In part due to reducing duplicative activities and in part through improved planning and scheduling, we believe that existing resources can be used more efficiently than at present.

1/ Sector analyses would be broader in coverage for those countries included.

28. It should be pointed out that the proposed CP work program change would take place in a climate in which the Bank is increasing its overall emphasis on sector work in education. The change in Unesco/EFD's work in this area could be followed by increases in overall sector work resources. While this may well be important - as a means of improving project quality and country knowledge - it would not be a consequence of the proposed changes in this report. This subject is discussed further in Annex X.

IV. Other Areas Considered

1. In this Chapter we discuss two further matters reviewed during the study: other areas of possible Bank/Unesco cooperation and technical assistance.

Other Areas of Possible Bank/Unesco Cooperation

2. As part of the study's terms of reference, we considered the possibility of enlarging the cooperation between the Bank and Unesco into other sectors of activity than those covered in the Agreement. Specifically, we assessed cooperation in science, cultural tourism and communications, and how possible mutual interest in these areas might best be accommodated if a closer cooperation appeared warranted. Each of these areas is outlined below.

Science

3. We found a considerable difference in approach toward science in the two agencies. Apart from implementing UNDP country projects, Unesco is primarily concerned with the promotion of international cooperation through major intergovernmental programs, such as "Man and Biosphere" or those in oceanography or hydrology. It is interested in advancing and communicating the state of current knowledge.

4. The Bank, by contrast, finances projects that meet clearly defined needs in member countries and that contribute to the promotion of economic development. As such, the Bank's science interests tend to be more a "means to the end" of financing a variety of specific projects, typically using available and tested technology. Its types of projects in science or the environment, therefore, vary considerably from country to country and project to project. Most of the Bank's science-related projects support development of local industry or correspond to defined local or regional needs (e.g., nutrition, agriculture, transport, water supply). International research arrangements, such as the Consultative Group on International Agriculture Research (CGIAR) have been set up or supported by the Bank ^{1/} in cases in which certain well-defined and concrete needs have an international dimension, and can therefore be met through international or regional cooperation.

5. The basic difference in approach to science in Unesco and the Bank is reflected in the way in which the two institutions are organized and deployed to carry out their respective science activities. Unesco has an overall science program implemented by a major sector for science and headed by an Assistant Director General. The Bank, on the other hand, has no science sector, and is served by a small science staff: a science adviser and an environmental adviser reporting to the Vice President, Projects. Science in the Bank is therefore carried out largely within the context of specific project lending operations.

^{1/} In this instance, only after many years of proven experience under private foundation management.

6. The Task Force was unable, in its brief survey, to identify existing or possible new areas of science that are highly complementary and which would lend themselves to near-term "joint venture" type cooperation between the two agencies. By this we mean cooperation of the type that takes place in the CP, in which considerable manpower and financial resources are expended and tangible end products are prepared as a result.

7. We understand that recent discussions have taken place among Bank and Unesco science staff to explore possible areas of mutual interests. As a result of these discussions, there may be areas, such as hydrology, ecology, and earthquake research, in which a fuller exchange of information and views is appropriate. We, of course, support this kind of exchange and cooperation or "working dialogue". In the future, joint working groups might be considered, if both sides agree, to explore further any scientific opportunities that may arise from the informal dialogue approach.

8. Science education appears to be one area in which close -- and perhaps closer than at present -- cooperation is appropriate. This is an area already covered within the framework of the basic CP Agreement and has been a tangible subject for Bank/Unesco collaboration for some time. For example, when dealing with Bank lending for higher education, a Unesco input may be needed for questions related to engineering or in building scientific research capabilities generally. Obtaining this assistance as needed from Unesco's science sector staffs may require some procedural and/or communications improvements between the CP and the rest of the Secretariat.

Cultural Tourism

9. In this area, we do see tangible cooperation emerging. Unesco's culture staff, particularly those involved in historic monument restoration, have begun to participate in EFD and/or Bank missions and to help identify projects for possible Bank financing. The Bank's Tourism Department is working on its first project that focuses on the restoration aspects (Jordan, Petra Project); this was Unesco assisted.

10. In this sector, we find the "complementarity" necessary for cooperation. In effect, there is a direct and tangible relationship between Unesco's specialized expertise and Bank project financing action. The site or monument may be the project itself or the "attractive center" of a broader tourist infrastructure of hotels, roads, etc. The two organizations are also planning to collaborate on a joint seminar on the cultural aspects of tourism.

11. At this stage, however, the relatively limited degree of involvement in number and volume of projects leads both parties (the Unesco's Cultural Tourism staff and the Bank's Tourism Department) to proceed cautiously and, for the foreseeable future, on an informal as opposed to a "cooperative agreement" basis. We conclude that there need be no change in present practices to accommodate this mutual interest in cultural tourism.

Communications

12. We note that Unesco experts participate from time to time in EFD missions relating to communications in education, e.g., mass media or book production specialists. Preparation of textbooks and learning materials has been a traditional part of Bank education project financing. This collaboration is covered within the context of the existing Agreement. As to book publishing more generally, this area may be appropriate to explore further on an informal basis, given its potential on both social and economic grounds.

Conclusions: Other Areas of Cooperation

13. The Task Force considers that any emerging areas of new potential cooperative interest between the two agencies should proceed informally for some period of time (a) to see if the initial interest is sustained, (b) to determine that cooperation of a tangible "joint venture" nature emerges and; (c) to permit identification of those modes of cooperation susceptible to and appropriate for more formal cooperation, i.e., through an interagency agreement. Therefore, we do not recommend establishing any new Bank/Unesco agreements or expanding the existing one at this time.

14. The broadened sector analysis work we propose for CP/EFD may serve as a useful vehicle by which possible new dimensions of cooperation develop between the Bank and Unesco. For example, on a selective basis, participants from science, culture, or communications sectors might join CP/EFD sector analysis missions, leading to follow-up activities with the Bank in sectors other than education. In any event, the exchange of information on program policies, activities and results from both agencies should be intensified and put on a more regular basis via EFD, CPS Education and the respective external relations functions in the two agencies.

Technical Assistance

15. As part of its terms of reference, the Task Force briefly reviewed two aspects of technical assistance (TA), defined as the provision of expert advisory services or fellowships to a country through bilateral or multilateral aid sources. These are TA financed through a Bank education project and TA not related to Bank project lending.

Background: TA in Bank-financed Projects

16. The CP Agreement states that Unesco and the Bank will cooperate in arranging for TA required to implement Bank-financed projects. Until 1968, TA was not included in Bank/IDA financing for education; since that time it has been included for appropriate projects. From 1968 to the end of 1975, 19 agreements had been signed between Unesco and the governments concerned. Some \$12.5 million in Bank-financed TA is now being administered by Unesco, covering provision of field experts, consultants, fellowships and the organization of training activities. This figure represents about 30% of all Bank-financed TA in education.

17. Unesco feels it should have a privileged relationship with the Bank for providing TA. The Bank's position continues to be that the choice of executing agency should be left to the government to decide. The Task Force concurs in this basic principle. It also feels that the Bank staff, in discussing TA with the country, could suggest Unesco as one of the possible sources for providing TA. One area in which such TA may be appropriate is in developing detailed curricula and course syllabi for Bank projects.

Implementation Problems: TA in Bank-Financed Projects

18. Certain problems have arisen between the Bank and Unesco in implementing TA on Bank-financed projects. These include the following:

- (a) There is a time lag between credit/loan agreement signing and effectiveness of the TA agreement between Unesco and the government concerned. This can take six months or more, and efficiency may be hampered by the lack of a standard instrument that could be used (or adopted) covering such fundamental questions as facilities, privileges, and immunities. We recommend that Unesco look into establishing a basic document, such as exists for UNDP, to shorten Unesco/government negotiation time. We also suggest that the gray cover appraisal report now sent to EFD be circulated to the operating division in Unesco's education sector.
- (b) Recruitment of TA staff has been slow, but recently shortened through better Unesco and Bank procedures. The Bank requirement to review each expert's qualifications has resulted, according to Unesco interviews, in improved standards for expert selection, and a corresponding improvement in expert quality. We would not, therefore, recommend changing this requirement.
- (c) The amounts allocated in the loan/credit agreements to finance the programs of TA can be insufficient, due to unrealistic estimates of the costs of experts' services. Inflationary trends and the failure to consider local adjustment factors are among the most common sources of underestimates. The provisions for TA in the "unallocated" category may also be insufficient. Both base-line and contingency cost estimates for TA programs by the Bank should take these factors into account more fully.
- (d) Conflicting supervision instructions given TA staff in the field have been a source of strain. Unesco, as executing agency, the government, and Bank supervision teams all have a say in technical supervision. It may be appropriate from time to time for Bank staff members to coordinate directly with the assigned Unesco TA project officer 1/ in addition to the government and the TA field staff.

1/ Who would be in the education sector, but outside EFD.

Other Technical Assistance

19. The Bank has received recent requests to provide, or to arrange for, TA in education not related to Bank project financing, 1/ and in some cases the Bank has requested assistance from Unesco. The CP Agreement does not discuss TA other than in the context of Bank-financed projects.

20. The Task Force has defined in this report the kinds of activities it believes CP/EFD can best perform at this time, including sector analysis, preparation assistance and other related activities. We believe it would be appropriate for CP/EFD to provide this same kind of assistance, on request, to a country not financed by the Bank, e.g., an OPEC country. If such assistance were to be provided, it should be planned and scheduled as would any other appropriate EFD work, e.g., giving consideration to overall work priorities, individual travel loads, etc. We believe that assistance requests falling outside the scope of the work program we propose for EFD should then be handled by Unesco as it would other forms of TA.

1/ From members of the Organization of the Petroleum Exporting Countries (OPEC).

V. Implementation

1. Implementation of the Task Force's recommendations has two aspects: accomplishing the work program and operating changes and effecting the management and administrative improvements. We first discuss implementation factors and then provide an action program for making the needed changes.

Implementation Factors

2. Implementation will entail adapting the two organizations to the shift in work emphases and task definitions and moving toward a distribution of CP/EFD available time according to the approximate time proportions indicated in the report. Bank staff will also need to accommodate to these CP/EFD activity adjustments. A number of specific efforts will need to be undertaken during the transition period, including the following:

- (a) An early identification and selection will need to be made of the nucleus of countries to be covered by CP/EFD sector analysis work, along with agreement on a multiyear work program for EFD-led work, and the introduction of "country coverage assignments" within EFD. (This latter step should not be difficult; tentative assignments are already under consideration.)
- (b) Given the assignment of a majority of sector analysis to EFD and project identification per se to the Bank, attention must be given to adapting mission formats and approaches to help ensure EFD's work is used effectively and to reinforce the linkages of that work to Bank project identification specifics. The first objective could be met, for example, through preparing or updating the country Sector Memorandum in the Bank following Unesco's sector work. The second objective would require, for example, the redefinition of Bank RID and reconnaissance terms of reference to focus on identification and avoid repetition of sector work, when performed by EFD in a particular country.
- (c) Adopting progressively a "bus-stopping" form of preparation assistance by EFD implies a phasing out (or back) of traditional PPM's, except perhaps in some least-equipped countries. Some countries -- or projects at critical stages in the lending program pipeline -- may continue to need the more traditional approach for some time. This transition could take 2 or more years to complete. Where EFD preparation assistance is called for it must be planned well in advance and the sequence of events leading to commitment (i.e., with detailed design before or after appraisal) thought through carefully.
- (d) The managerial and administrative improvements proposed will also need to be given concerted attention over the next 9-12 months. In particular, CPS Education's role needs to be reestablished,

the planning mechanisms installed and the communications improvements specified in this report initiated over this period.

Action Program

5. The Bank education division chiefs are already moving in the direction indicated above, and the overall transition period may be shorter than expected. Based on available information, the division chiefs have requested a considerable amount (nearly 500 man-weeks) of EFD time for sector analysis (as opposed to PIM) work for fiscal 1977. The Task Force believes this aspect of its recommendations can be substantially achieved by early fiscal 1978.

6. Annex XII provides the key elements of a proposed implementation plan for effecting the changes proposed in this report. It includes key recommendations, related action steps, and an indication of responsibility assignments and approximate timing. The indicative dates may need to be modified.

7. As needed, a more detailed timetable, set of task descriptions and assignments will need to be worked out by the principals involved. Periodic Unesco/Bank meetings covering the CP during fiscal 1977 should address progress - and problems - in implementing the agreed changes.

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

MEMORANDUM OF UNDERSTANDING WITH RESPECT TO WORKING ARRANGEMENTS
BETWEEN THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION
AND THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
AND THE INTERNATIONAL DEVELOPMENT ASSOCIATION

Unesco and the Bank* have for several years been cooperating on an *ad hoc* basis on matters of common concern. Now that the Bank is entering into the field of financing educational projects, most of which are expected to be of types falling within Unesco's field of responsibility, this cooperation will have to be intensified and it appears desirable to both Unesco and the Bank that working arrangements be agreed upon setting forth the principles to govern such cooperation.

These working arrangements, as agreed upon by the Director-General of Unesco and the President of the Bank subject to the approvals specified in paragraph 7 hereof, are as follows:

1. *The Cooperative Program*

Unesco and the Bank will cooperate together in the following fields:

- (a) Assisting countries of common membership in the identification and preparation of educational projects of types which fall within Unesco's field of responsibility and which, in the framework of its economic development objectives and general policies, the Bank is willing to consider for financing.
- (b) Appraising projects of the foregoing types.
- (c) Providing end-use supervision of the execution and operation of Bank-financed projects of the foregoing types.
- (d) Arranging for technical assistance required for the implementation of Bank-financed projects.

Assistance to member governments in educational planning is recognized as an important foundation for investment programs in the long term and this activity, being a part of Unesco's own program, will continue to be the sole responsibility of Unesco.

2. *Allocation of Functions within the Cooperative Program*

(a) *Assistance to Governments in the Identification and Preparation of Projects*

It is agreed that, as between the two organizations, Unesco has primary responsibility for this function. Unesco's program of work in this connection, insofar as it forms part of the cooperative program, will be agreed with the Bank. Upon the request of Unesco, and assuming personnel resources permit, the Bank will be prepared to attach a staff member to serve as an adviser to a Unesco mission engaged in this work.

From time to time, the Bank sends general survey and other types of missions to its member countries whose functions may include identification of promising projects in various sectors. Upon request of the Bank, Unesco will provide, as part of the cooperative program, staff members or consultants to serve as advisers to such Bank missions.

* All references in this memorandum to the Bank shall be taken to include both the Bank and the International Development Association.

School design and construction fall within Unesco's field of responsibility. The Bank also has competence to assist member countries in planning and other work connected with the physical facilities involved in educational projects. To the extent that Unesco provides assistance in this field in agreement with the Bank, the work of the Unesco staff members or consultants involved shall be considered as part of the cooperative program.

(b) *Appraisal of Projects*

The Bank will be responsible for the appraisal of projects, upon the basis of which its financing decisions are made. However, at the request of the Bank, Unesco will provide staff members or consultants to serve as educational experts on Bank appraisal missions. The work of such experts will be part of the cooperative program.

(c) *End-Use Supervision*

The Bank will be responsible for the disbursement of funds and for the end-use supervision of the construction of physical facilities, the purchase of equipment and the maintenance of both facilities and equipment in connection with Bank-financed projects, and to this end will be responsible for such review as may be appropriate of the specifications, bids and awards of contracts, for examination of all documents relating to disbursements, and for whatever inspections of the project are necessary in this connection. Unesco will, in cases agreed with the Bank, assume responsibility as part of the cooperative program, to ascertain, both through field inspections and through review of periodic reports, and to advise the Bank whether the educational objectives of the project are being achieved and whether the obligations undertaken by the borrower in this connection are being fulfilled. The results of Unesco's end-use work on the educational aspects of projects financed by the Bank will be made available to the Bank and, in the event that representations to the borrower should be necessary on educational matters, Unesco and the Bank will consult together on how they might best be made.

(d) *Technical Assistance in Project Implementation*

In cases agreed with the Bank, Unesco will provide or arrange for and will exercise appropriate supervision over technical assistance required for the direct implementation of a Bank-financed project.

3. *Personnel**

It is agreed that the cooperative program requires a unit of specialized personnel of high calibre within the Unesco Secretariat which can devote itself exclusively and continuously to this work. The Director-General of Unesco will, therefore, establish such a unit (hereafter referred to for purposes of this Memorandum as "Educational Financing Division") as an identifiable group within the Unesco Secretariat. Unesco and the Bank will agree from time to time on the appropriate size of the Educational Financing Division and on the types and classifications of positions to be included within the Division, and the Director-General of Unesco will consult with the Bank on the appointment of staff to the Division. The Division, although it will be devoted exclusively to work in connection with the cooperative program, will be an integral part of the Unesco Secretariat and will operate under the exclusive authority of the Director-General of Unesco.

Both Unesco and the Bank agree that it is desirable to use Unesco regular staff members, to the greatest practicable extent, for work under the cooperative program. However, it is recognized that, from time to time, and particularly in the early stages of the program, it will be necessary to employ outside consultants. It will also be necessary and desirable, from time to time, to use Unesco staff members outside the Educational Financing Division for purposes of the cooperative program. In cases where Unesco intends to appoint an outside consultant to serve as educational adviser to a Bank mission, it will consult the Bank as to the person proposed to be appointed.

* As amended effective January 1, 1967.

4. *Financial Arrangements**

(a) Subject to the qualifications set forth below, the costs of Unesco in connection with agreed work under the program, including salary, allowances and other benefits and travel costs of the Educational Financing Division, of outside consultants, and of other Unesco staff members assigned to such work will, until December 31, 1966, be shared equally by Unesco and the Bank up to a ceiling figure to be fixed from time to time by agreement between the two organizations.

(b) The travel and subsistence expenses of Unesco staff members and consultants while serving as members of Bank appraisal, general survey or other missions, will be borne or provided for by the Bank.

(c) Unesco will pay for invisible overhead costs (including space) and for identifiable indirect costs (except as provided in sub-paragraphs (d) and (e)) involved in its participation in the cooperative program.

(d) The Bank will bear the cost of documentation, reproduction and translation undertaken by Unesco in agreement with the Bank.

(e) The cost of technical assistance directly required for the implementation of Bank-financed projects, including an amount for Unesco's estimated administrative costs in arranging for such technical assistance in cases agreed with the Bank, will be paid for out of the proceeds of the financing or will be otherwise met by the Bank. The amount for estimated administrative costs will be 12 percent of the direct cost of such technical assistance except where technical assistance is provided under contract between Unesco and some outside entity, in which event the amount will be fixed by agreement between Unesco and the Bank.

(f) For the calendar years 1965 and 1966, the agreed ceiling figure for purposes of sub-paragraph (a) above, to be shared equally by the two organizations, will be \$600,000 for 1965 and \$700,000 for 1966. If Unesco's costs should exceed this amount, the Bank will reimburse Unesco for the excess, provided that Unesco will not incur or commit itself to incur costs in excess of \$750,000 in 1965 or \$900,000 in 1966 without the prior approval of the Bank.

(g) For the calendar year 1964, Unesco's contribution under its existing budget cannot exceed \$75,000. Accordingly, the agreed ceiling for 1964 for purposes of sub-paragraph (a) above will be \$150,000. Unesco's costs in excess of this amount will be reimbursed by the Bank, provided that Unesco will not incur or commit itself to incur costs in excess of \$300,000 during 1964 without the prior approval of the Bank.

(h) The Bank and Unesco will agree on the procedures for payment of funds from the Bank to Unesco, and for accounting to the Bank by Unesco, in connection with the cooperative program.

(i) Beginning with the calendar year 1967, the costs of Unesco for agreed work under the program as defined in sub-paragraph (a) will be shared in the proportion of 25% by Unesco and 75% by the Bank, subject to the qualifications set forth in sub-paragraphs (b), (c), (d) and (e). The cost-sharing ceiling figure for each Unesco biennium will be fixed from time to time by agreement between the two organizations.

5. *Relations with other Agencies*

It is expected that most of the projects in the educational sector which are likely to be considered for Bank financing will fall within Unesco's field of responsibility. There may be cases, however, where, because of the type of project involved or because of special circumstances, it would be appropriate and desirable for the Bank to look to some other international agency, such as ILO or FAO, or to some national

* As amended effective January 1, 1967.

agency, public or private, to perform some or all of the functions which Unesco would ordinarily perform under these Working Arrangements. It is agreed that in all such cases the Bank will consult Unesco on the action it proposes to take. It is also agreed that the Bank will not subject Unesco's advice on educational matters within its competence and covered by the cooperative program to review by any outside agency.

6. *Modification and Termination*

These Working Arrangements may be modified or supplemented at any time by mutual agreement between the two organizations. Each organization may, after reasonable notice, terminate the arrangements, provided that, if they are terminated by the Bank, the Bank will reimburse Unesco for the financial consequences of cancelling personnel commitments entered into for purposes of the cooperative program. Continuation of Unesco's responsibility under these arrangements beyond 31 December 1964 is subject to the decisions of the General Conference.

7. *Effectuation of the Arrangements*

The Working Arrangements set out in this Memorandum of Understanding will become effective when approved by the Executive Board of Unesco and the Boards of Governors of the Bank and IDA and signed by the Director-General of Unesco and the President of the Bank and of IDA. It is contemplated that the necessary approvals will authorize payment by the Bank to Unesco retroactively to March 1, 1964, of expenses incurred for purposes of the cooperative program which would have been eligible for payment if these Working Arrangements had been effective on that date.

(Arrangements initiated on an interim basis by exchange of letters between the President of the Bank/IDA (March 30, 1964) and the Director-General of Unesco (April 3, 1964), pending approval by the agencies' governing bodies. Approved by the Bank/IDA Boards of Governors April 30, 1964, and by the Executive Board of Unesco June 5, 1964. Signed by the Director-General of Unesco June 5, 1964, and by the President of the Bank/IDA June 15, 1964).

SUPPLEMENT TO MEMORANDUM OF UNDERSTANDING

WHEREAS a Memorandum of Understanding with Respect to Working Arrangements between the United Nations Educational, Scientific and Cultural Organization and the International Bank for Reconstruction and Development and the International Development Association, was signed by Unesco on June 5, 1964 and by the Bank and the Association on June 15, 1964, and was amended by an exchange of letters dated June 27, 1967 and July 7, 1967, respectively; and

WHEREAS both Unesco and the Bank desire to include in the Cooperative Programme provided for in said Memorandum, as amended, the services of Unesco experts outside the Educational Financing Division (EFD) and to expand the scope of the Programme;

NOW THEREFORE the Memorandum, as amended, is hereby supplemented as follows:

1. *Extension of Co-operative Programme*

In addition to the activities provided for in said Memorandum of Understanding, as amended, the Co-operative Programme shall include, as may be agreed between Unesco and the Bank from time to time: (a) the preparation of sector studies and of recommendations for country programmes for the education sector; and (b) other services and studies relevant to particular aspects of educational development.

2. *Additional Personnel*

Unesco will provide, through its Educational Planning and Administration Division (EPAD) and its Department of School and Higher Education (EDS), for agreed activities in the Co-operative Programme, such man-years of professional services per year as shall be agreed from time to time by Unesco and the Bank. Accordingly, there shall be established in EPAD and EDS a corresponding number of Co-operative Programme posts at such levels and for such periods as shall be agreed from time to time by Unesco and the Bank. For an initial period of two years, commencing July 1, 1970 there shall be six such posts at P/5 level, three in EPAD and three in EDS.

3. *Agreement on Activities*

(a) All services to be performed under the Co-operative Programme by staff members of EDS and EPAD will be agreed in advance by Unesco and the Bank. They may be proposed by either Unesco or the Bank. Such agreement will normally be reached and subsequently reviewed during periodic review meetings of the programme. In reaching agreement the activity will be defined with respect to the country involved, the type of activity, the numbers and types of personnel required, their terms of reference and the timing and schedule of the activity. An estimate of the total man-months (or weeks) required will be made and travel and other supporting services (when necessary) will be indicated.

(b) Activities will normally be such as to require a substantial allocation of time (not less than one man-month). To ensure prompt completion and a high standard of performance, it is expected that staff members will be assigned to the activity on a full time and continuous basis to the fullest extent possible. Unesco will notify the Bank of any significant change in this expectation or in the forecast schedule for the activity.

4. *Selection and Assignment of Personnel*

(a) Appointment of Staff to fill the Co-operative Programme posts established in EDS and EPAD will be made by the Director-General of Unesco.

(b) To provide the agreed man-years of service to the Co-operative Programme by EDS and EPAD each of those units, following consultation with the Bank, will designate a panel of an agreed upon number of staff members of the unit for Co-operative Programme activities. Assignment of these staff members to agreed programme activities will thereafter be made by the Director of the unit. Occupants of the Co-operative Programme posts may or may not be designated as members of the panel. When necessary to accomplish an agreed activity within the Co-operative Programme, Unesco may propose other personnel in EDS or EPAD not on the panels and with the agreement of the Bank assign them to the activity.

(c) Nothing in this agreement is intended to preclude services by Unesco personnel outside EFD, EPAD, and EDS, as contemplated in the Memorandum.

5. *Accounting for Services*

Any services, including identifiable supervisory services, provided by the staff of EPAD or EDS for the Co-operative Programme will be chargeable against the man-years of service agreed from time to time under paragraph 2 above.

6. *Communications*

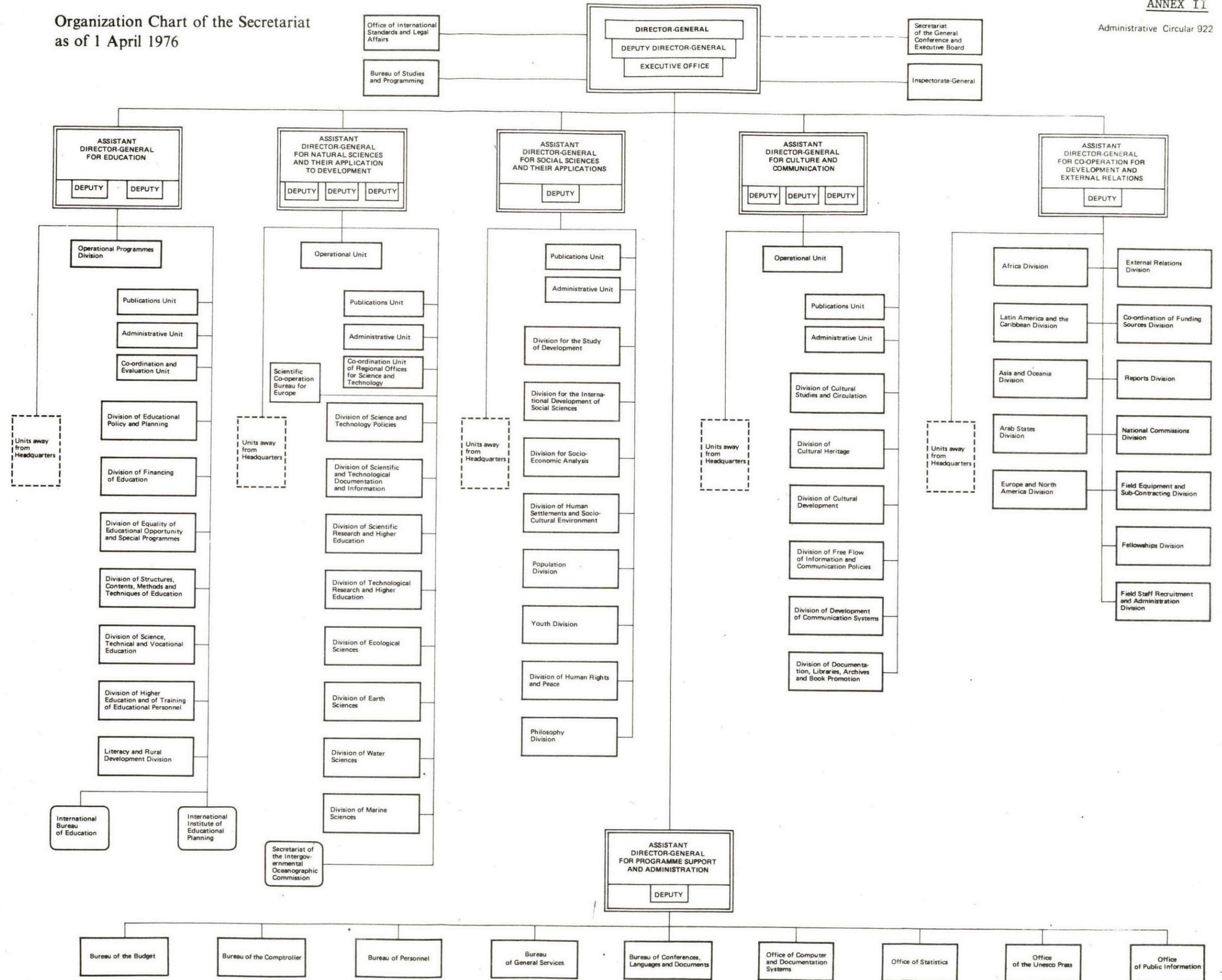
Communications concerned with normal operations of the Co-operative Programme will be through the Director of the Educational Financing Division.

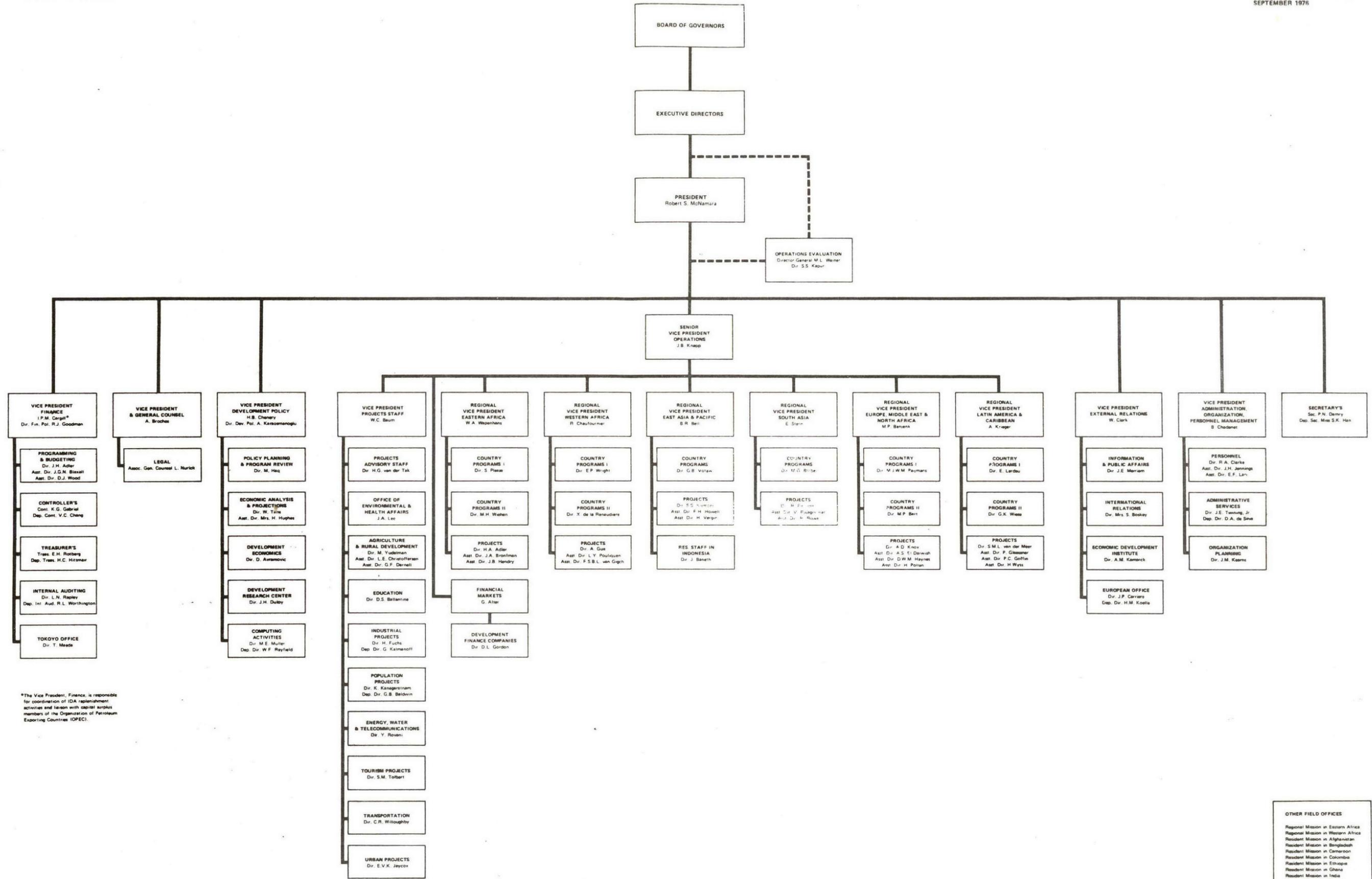
Except as otherwise provided herein, this Supplement and the activities provided for herein shall be governed by the said Memorandum of Understanding, as amended, and related administrative arrangements.

(Approved by the Executive Board of Unesco June 18, 1970, and signed by the Director-General of Unesco June 30, 1970. Arrangements initiated on an interim basis July 1, 1970, pending approval by the Bank/IDA Boards of Governors. Approved by the Bank/IDA Boards of Governors August 31, 1970. Signed by the President of the Bank/IDA September 9, 1970.)

Secretary's Department
March 29, 1974

Organization Chart of the Secretariat
as of 1 April 1976





*The Vice President, Finance, is responsible for coordination of IDA replenishment activities and liaison with capital surplus members of the Organisation of Petroleum Exporting Countries (OPEC).

- OTHER FIELD OFFICES**
- Regional Mission in Eastern Africa
 - Regional Mission in Western Africa
 - Resident Mission in Afghanistan
 - Resident Mission in Bangladesh
 - Resident Mission in Cameroon
 - Resident Mission in Colombia
 - Resident Mission in Ethiopia
 - Resident Mission in Ghana
 - Resident Mission in India
 - Resident Mission in Nepal
 - Resident Mission in Nigeria
 - Resident Mission in Pakistan
 - Resident Mission in Saudi Arabia
 - Resident Mission in Sudan
 - Resident Mission in Tanzania
 - Regional Mission in Thailand
 - Resident Mission in Upper Volta
 - Resident Mission in Venezuela
 - Resident Mission in Zaire
 - Resident Mission in Zimbabwe

Basic Data

1. The Task Force analyzed various statistical and quantitative aspects of the CP. These are summarized below under the following headings and detailed in the attached Tables 1-19. For convenience, a summary table highlighting this data is provided before Table 1.

- Staffing (Tables 1-3)
- Costs (Tables 4-9)
- Activities (Tables 9-19)

StaffingGrowth and Size

2. The Bank's total staff devoted to education has grown dramatically. In the period 1971-76, total authorized higher-level positions increased by 79% (from 47 to 84). Its on-duty strength increased over the same period from 47 to 77. CP/EFD's staff over the same period remained basically stable ranging from 25 on duty in 1971 to 27 in 1976. Thus, CP/EFD staff as a proportion of total on-duty CP and Bank education staff decreased from 35% in FY71 to 26% in FY76. ^{1/} Some regional education divisions grew considerably faster than others. From 1973-76 Eastern Africa (EAF) and Europe, Middle East and North Africa (EMENA) grew 56% in authorized strength, while Asia grew 20%, and Latin America and Caribbean (LAC) and Western Africa (WAF) each grew 33%; CPS Education also grew markedly over the same period in authorized strength: 45%.

Tenure

3. The median tenure of CP/EFD staff is considerably longer than that of the Bank's regional education projects staff: CP/EFD - 6.5 years; Bank regional education - 2.5 years. Comparing educators, 63% of CP/EFD educators have been with CP more than 5 years, while 49% of Bank Educators have been with the Bank less than 2 years. For economists, 72% of CP/EFD economists have been with CP more than 5 years; 54% of Bank regional education economists have been with the Bank less than 3 years. A comparison of Bank regional education divisions shows median tenure in LAC is 1.5 years; in EMENA, 2 years; EAF and WAF, 3.5 years; and Asia, 4.5 years.

Years of professional experience of CP/EFD staff before joining CP (Table 3)

4. Median professional experience of CP/EFD operational staff before joining CP is between 15 and 20 years. In education exclusively, prior

^{1/} It should be noted that the Bank operates on a July 1 to end June fiscal year (FY) and Unesco on a calendar year (CY) basis.

experience was between 12 and 15 years (median). This experience, in almost all cases, was both in teaching and research, as well as in administration and planning.

CP/EFD staff experience relating to developing countries prior to joining CP (Table 3)

5. Almost all current CP/EFD staff (24 out of 25) had prior experience in education in developing countries (median: between 12 and 15 years). Twenty-two out of 25 or 88% of CP/EFD staff lived in developing countries prior to joining CP (median residence: between 9 and 12 years).

Use of Consultants (Bank/EFD)

6. In FY75, Bank education divisions used in total 12 man-year equivalents of consultants' time. Almost half of this time (5.6 man-years) was used for appraisal, and 3.3 man-years were used for preappraisal; the rest was devoted to supervision, technical assistance and sector work. LAC and EMENA were the heaviest users of consultants: 4.6 and 3.1 man-years respectively. East Asia and Pacific (EAP) and EAF used about 1 man-year each, while WAF used 2.4 man-years.

7. CP/EFD's use of consultants has varied. In CY1971 it used 6.4 man-years; in CY1974, 3.4 man-years, and in the first half of CY1975, 2.0. Consultants include non-CP Unesco staff, staff from other UN agencies, and those outside the UN.

Cost

Cost of CP/EFD to the Bank (Table 4)

8. While the number of man-years provided by CP/EFD has remained basically stable in the last 4 years, the actual cost to the Bank went up from \$1,004,000 in FY72 to \$1,614,000 budgeted for FY76, an increase of 61% in 4 years. In real terms, because of high inflation in recent years, the cost has risen far less.

CP/EFD expenditures in CY74 (Tables 5,6)

9. Excluding the costs related to the Supplementary Agreement, CP/EFD's total expenditures in CY74 were \$1,473,029. This amounts to \$53,602 per CP/EFD staff man-year, excluding consultants and borrowed staff. It should be noted that this figure excludes an allocation for overhead provided by Unesco (see below).

Bank and Unesco shares of the cost of the Cooperative Program
(Tables 5, 7)

10. Although the Cooperative Agreement stipulates a 75-25 Bank-Unesco direct cost-sharing arrangement, this does not truly represent each organization's contribution to the CP. Based on assumptions concerning the cost of space and indirect Unesco costs attributable to the CP, we found that for the biennium CY73-74 the cost sharing proportion, in terms of total cost (direct plus indirect Unesco costs), between the Bank and Unesco is respectively 53% and 47%. (This figure does not take into account some time spent by CPS Education staff or regional education divisions in maintaining liaison with the CP or the attendant Bank indirect costs.)

Cost of a CP/EFD man-year compared to a Bank project
man-year (Table 8)

11. Based on FY74 data, the average cost of a Bank project staff 1/ man-year is \$61,100 (including salaries, personal services, office occupancy, cost of secretaries, travel and other selected overhead items). The direct cost to the Bank of a CP man-year (based on CY74 data) is \$40,202, while the cost to Unesco (direct and indirect) of a CP man-year is estimated at \$35,104. (The latter amount is based on the above assumptions regarding allocation of Unesco's space and indirect cost.) 2/

Activity

Bank Regional Education Divisions' Activities FY71-75 (Table 9)

12. Based on the Bank's time reporting system, regional education divisions in toto have applied their operational time in FY71-75 as follows: pre-appraisal - 18%, appraisal - 41%, supervision - 28%, sector work - 8%, negotiations and Board - 4%. Some regional differences 3/ are: EMENA spent, relatively, the most manpower on appraisal - 49%, while SAsia spent the least - 32%. In contrast, SAsia spent 26% on preappraisal, while EMENA spent only 16%. Sector work is highest in EAP - 12% and lowest in SAsia - 1% and WAF - 6%. Supervision is high in SAsia - 38% and low in EMENA - 23%. In absolute number of man-weeks, regional differences are small over F71-75, with the

1/ Figures are for all sectors.

2/ As the assumption for indirect cost is rather high, i.e., \$21,704 per CP man-year, one should exercise caution in making comparisons with the cost of a Bank projects man-year. CP/EFD indirect costs were determined on a different base. In addition, direct costs for EFD run higher because of higher average grade levels and tenure.

3/ The Task Force has not attempted to determine reasons for these differences.

exception of SAsia which had only 641 man-weeks. All other regions had between 2,050 and 2,450 man-weeks in total applied time for FY71-75. While the absolute amount of time on all activities has increased 60%, in the period FY71-75, supervision has increased the most: 82% more time in FY71, as compared to appraisal, with a 48% increase.

Bank regional education activity: Detail for FY1974-75 (Table 10)

13. The Bank's preappraisal activity, 18% of its total time in FY1975 and 21% in FY1974, was classified under identification and preparation categories separately for the first time in 1975. For all regions, the proportion of total preappraisal time was 39% identification and 61% preparation. This varied by region, with LAC and EAP heavier on identification (71% and 52% respectively) than the others. WAF devoted 92% of its preappraisal time to preparation work. As to sources of staffing for preappraisal work, projects staffs comprised 79% of all staff devoted to education work exclusive of Unesco and FAO, with CPS Education providing 2% and other sources 19%. For all regional work, projects staffs comprised 89%, CPS Education 2% and others were 9%.

CP/EFD Man-weeks by activity and by Region, FY1971-75 (Table 11)

14. Based on CP/EFD's time reporting system for the five-year period FY1971-75, EFD spent 41% of its total time on project identification-related work. Assistance on project appraisal comprised only 5.5% of its total time. All other operational work (sector, economic, or project supervision) comprised 6.2%. Stated another way, CP/EFD devoted 83.5% of its net available time (exclusive of leave and general time) over the period to its traditional activities: identification and preparation work. In FY1975, this percentage was 73%, but when its sector work is added (including two sector surveys), the proportion is 91%. As to patterns of Bank usage, LAC and EMENA regions used CP/EFD more for identification than did the other regions (25% and 22% respectively) from 1971-75. EAF and SAsia used EFD the least for this purpose (8% and 10% of the total). As to preparation, EMENA used EFD the most (24%), with LAC, WAF, and EAP close behind (20, 19, 18% respectively). EAF received 12% and SAsia 7% of EFD's total preparation time over the period. As to the proportion of total operational work over the period by region, EMENA and LAC received the most: 23% each, with WAF at 19%, EAP at 16%, EAF at 11% and SAsia at 8%.

CP/EFD missions by region (Table 12)

15. The total number of missions carried out with CP/EFD participation decreased from 47 in CY72 to 33 in CY74. In 1975 the number increased again --19 missions from January to June 1975. In the 3-1/2 year period, January 1972 to June 1975, all regions, except for Asia, had between 27 and 32 missions. Asia had only 17. LAC, a high user in 1972 (16 missions) decreased to 3 missions in 1974. WAF also dropped from 11 missions in 1972 and 1973, and each dropped to 5 in 1974. Other regions have had an increase in CP/EFD missions over time: EAF 6 in 1972, 9 in 1974; Asia: 4 in 1972, 7 in 1974. The

types of missions carried out by CP/EFD were primarily identification missions (PIM, RID, SS), 1/ 21% of the total, and preparation missions (PPM, RM), 1/ 47% of the total.

Unesco staff participation in Bank missions (Table 13)

16. In CY1974, Unesco staff participated in 32 Bank missions, with a total of 35 participants. This was considerably more than in CY1973: 18 missions with 21 participants. Input by CP/EFD staff in man-weeks to Bank missions has been about 10% of its total time available. Unesco-non CP staff had about one-fourth the time input of CP/EFD staff. The types of missions in which Unesco participated were mainly combined preparation/appraisal missions and appraisal missions. In 1971 Unesco staff participated for the first time in a Bank-led reconnaissance-in-depth mission. Its involvement in preparation/appraisal missions decreased in CY1975.

Bank staff participation in CP/EFD missions (Table 14)

17. Bank participation in CP/EFD missions has been very limited, varying from 5 to 14 man-weeks per year for CY1971-1974. This represents 1% or less of total EFD staff time.

CP/EFD Staff field time (Table 15)

18. Total CP/EFD field time has been increasing, despite a decrease in the number of missions (see para. 15 above). In 1973, 288 man-weeks were spent in the field (including report writing in Washington); in 1974, 329 man-weeks. Most of the time (70%) was spent on CP/EFD-led missions; the rest (30%) was devoted to Bank missions.

Bank approved projects with CP assistance (Table 16)

19. Of 77 education projects approved by the Bank's Board in FY71-75, 49 were identified and/or prepared by CP/EFD. Some regions received more CP support than others; e.g., in EAF, CP/EFD was involved in 5 out of 14 projects; in LAC, CP/EFD was involved in 12 out of 14 projects.

CP/EFD report writing time (Table 17)

20. Total time applied for a CP report (PIM, RID, SS) took an average of 32 man-weeks in 1972. For the first half of 1975 this figure is 56 man-weeks, a 75% increase. Elapsed time also increased from 15 weeks in 1972 to 25 in 1975. Principal causes for the increased time is the breadth of report coverage, e.g., inclusion of primary and non-formal education, and in part due to broadened Bank lending criteria.

1/ Project Identification Missions (PIM), Sector Surveys (SS), and Reconnaissance in Depth (RID), Project Preparation Missions (PPM), Reconnaissance Missions (RM).

CP/EFD consultants' time (Tables 18, 19)

21. As stated before under staffing, CP/EFD's use of consultants has decreased in recent years. As a proportion of total CP/EFD time it decreased from 26% in 1971 to 12% in 1974 and in field activities from 53 to 27%. Consultants have been used mainly for CP/EFD's own primary activities, identification and preparation-related work (81%). Two-thirds of the consultants' time was spent in the field.

Basic Data: Inventory of Tables

<u>Table</u>	<u>Title</u>
1	Growth and Size- Higher Level Staff - FY1971-76 Unesco-CP/EFD and World Bank Education Projects
2	Tenure in Years of Unesco-CP/EFD and Bank Regional Education Projects Staff in Total and By Functional Group as of January 31, 1976 in Percent and in Absolute Numbers
3	Years of Professional Experience CP/EFD Operational Staff Before Joining CP and Years of Activities in Relation to and Residence in Developing Countries
4	Cost of Unesco/CP to the Bank (FY 1964-76)
5	Bank and Unesco Shares of Total CP/EFD Cost (CY1973-77)
6	CP/EFD-Expenditures CY 74 in Total and Per Manyear in \$
7	Calculation of Unesco's Indirect Costs, Attributable to the Cooperative Program, Biennium CY 1973-74
8	Cost of a CP Man-year Compared to a Bank Projects Man-year (in \$) Based on CY74 (Unesco) and FY74 (Bank) Data
9	Regional Education Projects Divisions Man-weeks By Activity - FY71-75
10	World Bank - Education Man-weeks By Activity By Region FY75 & FY74 Broken Down Within Region: Regional Projects, CPS- Education and Other (Excludes Unesco and FAO-CP)
11	CP/EFD Man-weeks by Activity and by Region, FY1971-75
12	CP/EFD Educational Missions to Developing Countries With Participation of the CP (Regular) Staff and Consultants to the CP By Geographical Regions
13	CP/EFD Unesco Staff Participation in Bank Missions (Man-Weeks) Calendar Years 1973-1975
14	CP/EFD Participation of Bank Staff in Unesco CP Missions (Man-Weeks) Calendar Years 1971-1975
15	CP/EFD Field Time of CP (Regular) Staff By Type of Mission, Calendar Years 1973-1975

Basic Data: Inventory of Tables (Cont)

<u>Table</u>	<u>Title</u>
16	Cooperative Program Assisted (Identified and/or Prepared By Unesco) Projects as a Proportion of All Education Projects Approved By the Bank in FY71-75
17	CP/EFD Distribution of Time For Report Writing By CP Regular Staff and Consultants on Reports (PIM, RID, SS) Produced During Calendar Years 1972 - 1975
18	CP/EFD Consultants Time to the CP in Man-Weeks: Calendar Years 1971 - 1975
19	CP/EFD Consultants Time to the CP in Man-Weeks By Type of Mission: Calendar Years 1973 - 1975

SUMMARY OF SELECTED BASIC DATA

STAFFING

1. Growth and Size: (Higher Level Positions)

	Bank Education		CP/EFD	
	Authorized	On Duty	Authorized	On Duty
- 1971	47	47	33	25
- 1976	84	77	32	27

2. Median Tenure

	Bank Regional Educators		CP/EFD
- Total	2.5 years		6.5 years
- Educators	49% <2 years		63% >5 yrs.
- Economists	54% <3 years		72% >5 yrs.

3. CP/EFD Prior Experience

- Median Total: 15-20 years
- In Education: 12-15 years
- Work in developing countries: 12-15 years
- Residence in developing countries: 9-12 yrs.

4. Use of Consultants (Manyyears)

Bank	CP/EFD
- FY75: 12.0 m/y	- CY71: 6.4 m/y
	- CY74: 3.4 m/y

COSTS

1. Cost Arrangements

- Direct costs: 75% Bank, 25% Unesco
- Indirect costs (space/overhead), director's salary: Unesco
- Actual total cost share (estimate): 53% Bank, 47% Unesco

2. Cost of CP/EFD

- Total (CY74): \$1.47 million
- Bank share, FY72: \$1.00 million; FY76 \$1.61 million (budgeted)
- Direct cost per CP manyear, excluding consultants and borrowed staff: \$53,602

ACTIVITIES

1. Bank Regional Education Activities (Manweeks)

- Total time spent, FY71: 1,892 m/w; FY75: 3,028 m/w
- Proportion FY71-75: preappraisal, 18%; appraisal, 41%; supervision, 28%; sector work, 8%; negotiations and Board, 4%
- Preappraisal time, all regions, FY75: 39% identification, 61% preparation

2. CP/EFD Manweeks by Activity/Region

- Proportion of total time FY71-75: 41% identification, 18% preparation, 5.5% appraisal assistance, 6.2% other
- Proportion of net available time (same period): 83.5% identification/preparation
- Total proportion of time by region: EMENA, LAC 23% each; WAF 19%; EAP 16%; EAF 11%; S.Asia 8%

3. CP/EFD Missions

- Total for CP since inception: 443 missions
- Total: CY72, 47; CY73, 35; CY74, 33; 1st half CY75, 19
- Jan. '72 to Jun. '75 by region: 27-31 missions each, except S.Asia, 17
- Types of missions (same period): identification (PIM, RID, SS): 36; preparation (PPM): 26; combined preparation/appraisal (PP/PAM): 14; reconnaissance: 29; other: 21
- EFD participation in Bank missions: CY73, 7.3%; CY74, 11.5%; 1st half CY75: 9.9% (of total CP time)
- Bank participation in CP missions (as % of CP time): CY71, 2.7%; CY72, 1.1%; CY73, 2.3%; CY74, 1.3%; 1st half CY75, 3.0%

4. CP Support to Bank Projects

- Total Bank projects to end FY75: 120; value \$1.28 billion (\$768 million Bank, \$513 million IDA)
- Total projects approved FY71-75: 77, of which 49 identified or prepared by the CP (64%)
- CP involvement by region: EAF, 5 of 14 or 36%; WAF, 11 of 15 or 73%; EAP, 8 of 12 or 67%; S.Asia, 0 of 2; EMENA, 12 of 17 or 71%; LAC, 12 of 14 or 86%

BANK STAFF IS INCREASING, WHILE EFD STAFF REMAINS RELATIVELY STABLE . . .

ANNEX IV
TABLE I

GROWTH AND SIZE^{1/} - HIGHER LEVEL STAFFING - FY1971-76
UNESCO-CP/EFD and WORLD BANK EDUCATION PROJECTS

FY	Growth in percentages								Higher Level Staffing - Authorized and On Duty															
	UNESCO-CP/EFD				World Bank Education Projects				UNESCO-CP/EFD ^{2/}		Bank Education Total		EAF		WAF		ASIA ^{3/}		EMENA		LAC		CPS	
	over base year 1971		over previous year		over base year 1971		over previous year		Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty
	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty
71									33	25	47	47												
72	0	0	0	0	15	13	15	13	33	25	54	53												
73	-3	4	-3	4	28	21	11	8	32 ^{4/}	26	60	57	9	10	9	9	10	10	9	8	12	11	11	9
74	-3	12	0	8	45	36	13	12	32	28	68	64	11	11	10	10	11	10	10	10	12	11	14	12
75	-18	8	-16	-4	68	51	16	11	32	27	79	71	12	12	12	11	11	11	13	11	16	13	15	13
76 ^{5/}	-18	8	0	0	79	64	6	8	32	27	84	77	14	14	12	11	12	11	14	12	16	13	16	15

^{1/} Bank numbers based on June 30 authorized position lists; CP/EFD numbers as of June 30 each year.

^{2/} UNESCO/CP/EFD staff numbers exclude "Supplementary Agreement".

^{3/} East Asia Education Projects also serves South Asia.

^{4/} Since 1/1/73 salary of EFD Director has been fully charged to UNESCO, thus a reduction of 1 position.

^{5/} FY76 numbers are as of Jan. 31, 1976

CP/EFD STAFF HAS CONSIDERABLE EXPERIENCE IN EDUCATION AND IN DEVELOPING COUNTRIES . . .

ANNEX IV
TABLE 3

YEARS OF PROFESSIONAL EXPERIENCE CP/EFD OPERATIONAL STAFF BEFORE JOINING CP
AND
YEARS OF ACTIVITIES IN RELATION TO AND RESIDENCE IN DEVELOPING COUNTRIES

Years of Experience Intervals	Total Experience	Professional Experience			Non-Educational	Activities Related to Developing Countries			Residence in Developing Countries
		Teaching & Research	Adm/Plan. & Rel.Act.	Total Education		In Education	Non-Educational	Total Rel.to Dev. C's	
0		2	1	0	9	1	15	0	3
0 ≤ 3	1	2	2	1	3	5	2	2	4
3 ≤ 6		9	7	1	8	1	4	2	1
6 ≤ 9		7	6	3	1	4	2	3	1
9 ≤ 12	3	3	3	2	3	1	2	4	4
12 ≤ 15	4	2	2	7		8		6	7
15 ≤ 20	5		4	7	1	3		2	1
> 20	12			4		2		6	4

COST OF UNESCO/CP TO THE BANK^{1/}
(i.e., 75 percent of total cost)
(in \$1000)

<u>FY</u>	<u>Total Cost</u>	<u>Fees^{2/}</u>	<u>Operational^{3/} Travel</u>	<u>Other Expenses</u>
1976	1,614	1,364	167	83
1975	1,222 ^{5/}	1,034 ^{6/}	128	60 ^{6/}
1974	1,389	1,195	194	54
1973	1,130	928	155	47
1972	1,004	790	157	57
1971	747	565	163	19
1970	645			
1969	530			
1968	416			
1967	331			
1966	179			
1965	207			
1964	35			

^{1/} Source: General Ledger and P&B budget data.

^{2/} Includes regular salaries, consultant fees^{7/}, home leave, resettlement, etc.

^{3/} Includes consultants travel.

^{4/} 1976 - budgeted.

^{5/} FY75 costs appear lower than FY74, because in that year a reimbursement of \$163,000 by UNESCO to the Bank took place on account of the Supplementary Agreement, which was discontinued.

^{6/} Only a total for fees and other expenses was available, i.e., \$1,094,000. Assumption made: other expenses: \$60,000.

^{7/} From past experience it appears that consultant fees are around \$35,000 to \$40,000 a year, i.e., approx. 1 manyear.

ON TOTAL COST (DIRECT PLUS INDIRECT) BASIS, UNESCO AND BANK SHARE COSTS MORE EQUALLY THAN IS GENERALLY RECOGNIZED . . .

BANK AND UNESCO SHARES OF TOTAL CP/EFD COST

CY1973-77^{1/}

	1973			1974		
	Total	Bank	UNESCO	Total	Bank	UNESCO
	US\$	US\$	US\$			
<u>A. Direct Costs</u>						
Funded under the CP (75% Bank and 25% UNESCO)	1,381,879	1,036,409	345,470	1,473,029	1,104,772	368,257
Salary of the EFD Director ^{2/}	28,500	-	28,500	31,500	-	31,500
Sub-Total	1,410,379	1,036,409	373,970	1,504,529	1,104,772	399,757
<u>B. Overhead/Indirect Costs provided by UNESCO</u>						
(i) Indirect costs ^{3/}	423,572	-	423,572	451,575	-	451,575
(ii) Space facilities ^{4/}	132,000	-	132,000	130,000	-	130,000
Sub-Total	555,572	-	655,572	581,575	-	581,575
Grand Total (A+B)	1,965,951	1,036,409	929,542	2,086,104	1,104,772	981,332
Share in %	100	53	47	100	53	47

^{1/} Based on actual expenditures, excluding the Supplementary Agreement.

^{2/} EFD Director salary paid by UNESCO; the amounts represent 70% of salary cost estimated to be attributable to CP.

^{3/} Indirect cost computation, see Table 7.

^{4/} Space facilities cost, see Table 8.

CP/EFD-expenditures CY74^{1/}
in total and per man-year
in \$

	<u>Total CP/EFD expenditures</u>	<u>Cost per man-year^{2/}</u>
A. <u>Staff Costs</u>		
1. <u>Management and Operational</u>		
Salaries, allowances, other staff cost	1,063,645	39,703
2. <u>Administrative and Secretarial</u>		
Salaries, allowances, other staff cost	<u>222,451</u>	<u>8,304</u>
<u>Total Staff Cost</u>	<u>1,286,096</u>	<u>48,007</u>
B. <u>Staff Operational Travel</u>	119,948	4,477
C. <u>Reports</u>		
Printing, postage	29,945	1,118
D. <u>Consultants and Staff Borrowed</u>		
(a) Fees and salaries	10,225	
(b) Operational travel	<u>26,815</u>	
Total Consultants and Staff Borrowed	37,040	
<u>TOTAL</u>	<u>1,473,029</u>	<u>53,602^{3/}</u>

^{1/} Excluding cost of Supplementary Agreement

^{2/} In 1974 total management and operational man-years were 26.79 excluding the Director, who was paid for from Unesco budget.

^{3/} Total, excluding consultants and borrowed staff.

INDIRECT COSTS BORNE BY UNESCO ARE CONSIDERABLE, EVEN WHEN SELECTIVE ESTIMATING PROCEDURE IS USED . . .

ANNEX IV
TABLE 7

Calculation of UNESCO's
Indirect Costs, Attributable to the
Cooperative Program, Biennium CY 1973-74 *

Category of Expense	(1) Expenditures ^{1/} US \$	(2) Applicability of Indirect Costs to CP %	(3) Applicable Indirect Costs US \$	(4) Indirect Cost Attributable to CP ^{3/} US \$	(5) Indir. Cost At- tributable to ^{4/} CP in 1974 US \$
A					
<u>INDIRECT COSTS</u>					
1. General Policy					
General Conference	721,595	0	0	0	
Executive Board	1,064,655	0	0	0	
Director General	448,300	100	448,300	13,547	
External Audit	136,300	100	136,300	4,119	
Joint Inspection	169,800	100	169,800	5,131	
Total General Policy	<u>2,540,650</u>		<u>754,400</u>	<u>22,797</u>	
2. General Administration and Program					
<u>Supporting Services.</u>					
Executive Office of the D.G.	741,500	100	741,500	22,407	
Bureau of Studies for Programming	519,650	0	0	0	
Bureau of Management and Data Processing	1,085,400	100	1,085,400	32,799	
Legal Affairs	350,900	33	116,965	3,534	
Bureau of Relations with Member States and International Organizations and Programs	5,273,575	50	2,636,785	79,678	
Office of the ADG for Administration	282,900	100	282,900	8,549	
Bureau of the Budget	1,394,700	100	1,394,700	42,145	
Bureau of the Controller	2,857,000	100	2,857,000	86,333	
Bureau of Personnel	5,438,800	50	2,719,400	82,175	
Bureau of General Services	3,651,300	66	2,434,200	73,557	
Total Gen. Adm. & Progr. Supp. Serv.	<u>21,595,725</u>		<u>14,268,850</u>	<u>431,177</u>	
3. Common Services					
Total Common Services	<u>12,062,200</u>	100	12,062,200	364,495	
4. Other Support Services					
Computerized Document. Service of UNESCO	847,000	50	423,500	12,797	
UNESCO Library, Documentation & Archives	1,056,400	50	528,200	15,961	
Statistics relating to Education etc.	1,847,900	50	923,950	27,920	
Total Other Support Services	<u>3,751,300</u>		<u>1,875,650</u>	<u>56,678</u>	
Total Indirect Cost	<u>39,949,875</u>		<u>28,961,100</u>	<u>875,147</u>	<u>451,575</u>
B					
<u>Direct Operating Costs</u>					
1. Program, Operations and Services	82,887,110 ^{2/}				
2. Publications, Conferences, Documents etc.	<u>11,589,600</u>				
Total Operating Costs	<u>94,476,710</u>				

^{1/} Based on revalued expenses 1973-1974 as recorded in Draft program budget 1975-76.

^{2/} Total Program, Operation and Services Cost excluding certain costs considered "indirect", which are included under "Other Support Services" (A-4)

^{3/} "Attributable to CP" is arrived at by multiplying the amounts of column (3) by a factor representing the proportionate share of CP in the total UNESCO operating costs. This factor is \$2,854,908 (CP expenditure 1973-74) ÷ \$94,476,710 (UNESCO total operating cost (see table section B)) = 0.030218.

^{4/} "Indirect cost attributable to CP" in 1974 is arrived at by multiplying total 1973-1974 attributable cost by a factor representing the proportionate share of 1974 expenses of total 73-74 expenses. This factor is \$1,473,029 (CP 1974 expenses) ÷ \$2,854,900 (CP total expenses 1973-74) = 0.5160.

* N.B.: indirect costing is an estimating process and underlying assumptions may vary over time and among those performing the estimates. (Source: EFD staff, with Unesco Budget Office assistance).

Cost of a CP Man-year Compared to a Bank Projects Man-year (in \$)

Based on CY74 (UNESCO) and FY74 (Bank) data

	<u>Cost to the Bank</u>	<u>Cost to UNESCO</u>
Bank Regional Projects Staff ^{1/}	\$61,100	-
CP Staff ^{2/}	40,202 (75% share) ^{3/}	\$13,400 (25% share) ^{4/} 16,856 (Indirect cost) ^{5/} 4,848 (Space) ^{6/} <u>35,104</u>
Bank Consultants (fees only) ^{7/}	38,600	-
CP Consultants (fees only) ^{8/}	17,355 (75% share)	5,785 (25% share)

- ^{1/} Includes regular salary at \$22,575; other personal services (retirement, dependency allowance, staff benefits and tax reimbursements) at \$10,560; overhead/office occupancy, representation, staff hospitality and contractual services) at \$7,675; the full cost of secretaries and assistants at \$9,780; and travel at \$10,500-(P&B data for FY74)
- ^{2/} Total amount per CP man-year is \$53,602, including salaries, allowances, staff benefits, operational travel and report production. For details see Table 6.
- ^{3/} See Table 6. $.75 \times \$53,602 = \$40,202$
- ^{4/} See Table 6. $.25 \times \$53,602 = \$13,400$. Not included in CP share is the allocated cost of the Director CP/EFD, who is paid by UNESCO but spends an estimated 70% of his time for CP. At the same time the cost of Bank management time spent on CP work is not included as a Bank cost.
- ^{5/} See Table 7. Total "Indirect cost" (UNESCO overhead) attributable to CP in 1974 is \$451,575. Cost per CP man-year is $\$451,575 \div 26.79 = \$16,856$
- ^{6/} Space: Estimated at \$200 (900 FF) per square meter per year (charges not included). Cost based on information on the cost of office rents published in "le Figaro" (Dec. 12, 1975), and on the original cost of construction of UNESCO's building at Place de Fontenoy (1958) updated on the basis of indices of construction costs and applied at rental percent of 7% to the updated cost. Total space cost attributable to CP in 1973-74, thus derived, is \$262,000. This amount divided by the total man-years in that period (54.04) gives a space cost per man-year of \$4,848.
- ^{7/} Bank consultants; fees based on daily fee of \$148.00 times 260 billing days. This amount excludes operational travel, which for a Bank projects staff was \$10,500 per man-year (see footnote 1), but which for consultants is probably much higher. Also excluded are physical and clerical overheads and procurement and Bank management costs.
- ^{8/} CP consultants; fees based on average fee per manweek for 1974 of \$445 times 52 weeks = \$23,140. This amount excludes operational travel, which for a CP/EFD staff member was \$4,477 per manyear in 1974, but which for consultants is probably much higher. Also excluded are physical and clerical overheads, procurement and CP management costs.

* N.B.: Indirect costing premises differ in the two agencies and too close a comparison should not be made.

REGIONAL EDUCATION PROJECTS DIVISIONS^{1/}
MANWEES BY ACTIVITY - FY71-75

(Source: TRS^{2/})

	Preappraisal	Appraisal	Negotiations & Board	Supervision	Sector Work Total	TOTAL
All Regions	2277.0	5013.7	537.8	3475.3	977.9	12,281.7
71-75	513.8	1335.6	140.0	888.6	150.9	3,028.9
75	523.3	871.4	85.1	853.6	234.4	2,567.8
74	371.4	955.4	132.1	675.7	265.9	2,400.5
73	463.8	949.7	90.1	569.5	219.2	2,292.3
72	304.7	901.6	90.5	487.9	107.5	1,892.2
71						
EAF	466.5	894.1	108.3	662.0	196.7	2,327.6
71-75	89.9	288.3	43.5	154.1	4.9	580.7
75	213.6	254.0	16.9	131.0	10.5	626.0
74	47.4	146.3	15.2	158.1	134.1	501.1
73	94.8	17.5	1.8	117.6	47.2	278.9
72	20.8	188.0	30.9	101.2	-	340.9
71						
WAF	395.8	992.8	117.2	629.0	129.3	2,264.1
71-75	134.6	161.6	39.4	171.3	20.0	526.9
75	64.4	150.1	8.6	144.7	55.3	423.1
74	81.2	257.8	25.0	102.7	23.7	490.4
73	50.5	152.8	29.9	100.6	30.3	364.1
72	65.1	270.5	14.3	109.7	-	459.6
71						
EMENA	384.9	1205.2	107.5	570.3	189.1	2,457.0
71-75	110.4	287.1	22.0	148.4	94.6	662.5
75	39.8	178.1	13.3	161.1	25.2	417.5
74	56.4	202.7	23.5	122.8	69.3	474.7
73	107.7	269.7	21.0	86.9	-	485.3
72	70.6	267.6	27.7	51.1	-	417.0
71						
LAC	416.8	942.3	69.8	801.2	221.8	2,451.9
71-75	80.1	288.1	16.6	223.9	21.4	630.1
75	115.5	247.8	20.5	162.5	19.9	566.2
74	90.4	193.1	15.5	122.7	38.8	460.5
73	78.9	162.7	3.3	158.9	141.7	545.5
72	51.9	50.6	13.9	133.2	-	249.6
71						
EAP	348.5	771.2	115.2	569.9	235.5	2,040.3
71-75	70.1	196.7	11.5	123.0	7.7	409.0
75	22.1	41.4	25.8	184.9	120.3	394.5
74	86.6	131.2	40.5	121.6	-	379.9
73	97.4	277.8	34.1	86.0	-	495.3
72	72.3	124.1	3.3	54.4	107.5	361.6
71						
SA	164.5	208.1	19.8	242.9	5.5	640.8
71-75	28.7	113.8	7.0	67.9	2.3	219.7
75	67.9	-	-	69.4	3.2	140.5
74	9.4	24.3	12.4	47.8	-	93.9
73	34.5	69.2	-	19.5	-	123.2
72	24.0	.8	-	38.3	-	63.5
71						

^{1/} Includes some CPS-Education time spent on regional activities.
^{2/} Absolute numbers understate total time spent since not all time was recorded; also consultants were not always included. General time, training, leave and holidays, etc., take up an additional 27% of time on average.

WORLD BANK - EDUCATION
MANWEES BY ACTIVITY BY REGION FY75 & FY74
BROKEN DOWN WITHIN REGION: REGIONAL PROJECTS, CPS-EDUCATION AND OTHER^{1/}
(EXCLUDES UNESCO AND FAO-CP)

Source: TRS^{2/}

	Identification ^{3/}		Preparation ^{3/}		(1) Preappraisal Total		(2) Appraisal		(3) Negotiations & Board		(4) Supervision		(5) Sector Work Total		Total (1) to (5)	
	(Preappraisal)															
	75	74	75	74	75	74	75	74	75	74	75	74	75	74	75	74
All Regions																
Total	(241.9)		(370.8)		612.7	584.4	1351.1	933.4	221.1	119.1	1089.5	925.0	150.9	234.4	3425.3	2796.3
Projects	(197.8)		(293.3)		491.1	505.1	1292.8	855.5	140.0	82.8	846.1	842.7	93.1	212.3	2863.1	2498.4
CPS Ed.	(13.6)		(9.1)		22.7	18.2	42.8	15.9	-	2.3	42.5	10.9	35.9	21.6	143.9	68.9
Other	(30.5)		(68.4)		98.9	61.1	15.5	62.0	81.1	34.0	200.9	71.4	21.9	.5	418.3	229.0
EMENA																
Total	(41.3)		(73.9)		115.2	234.0	318.7	268.9	64.1	22.0	264.0	166.4	4.9	10.5	766.9	701.8
Projects	(35.3)		(52.2)		87.5	202.1	267.6	253.4	43.5	16.7	148.4	131.0	3.1	9.2	550.1	612.4
CPS Ed.	(1.7)		(.7)		2.4	11.5	20.7	.6	.2	5.7	5.7		.1	1.3	28.9	13.6
Other	(4.3)		21.0		25.3	20.4	30.4	14.9	20.6	5.1	109.9	35.4	1.7		187.9	75.8
EMENA																
Total	(12.4)		(137.5)		149.9	74.4	207.9	168.8	74.8	10.3	223.6	152.9	20.0	55.3	676.2	461.7
Projects	(7.7)		(126.3)		134.0	64.3	161.5	146.8	39.4	8.6	160.9	143.8	7.9	54.3	503.7	417.8
CPS Ed.	(.2)		(.4)		.6	.1	.1	3.3			10.4	.9	7.0	.6	18.1	4.9
Other	4.5		(10.8)		15.3	10.0	46.3	18.7	35.4	1.7	52.3	8.2	5.1	.4	154.4	39.0
EMENA																
Total	(72.5)		(75.6)		148.1	58.6	299.7	184.0	28.6	22.5	157.6	172.0	94.6	25.2	728.6	462.3
Projects	(59.4)		(47.5)		106.9	37.8	287.1	178.1	22.0	13.3	148.3	157.3	57.8	16.9	622.1	403.4
CPS Ed.	(3.3)		(.2)		3.5	2.0					.1	3.8	26.9	8.3	30.5	14.1
Other	(9.8)		(27.9)		37.7	18.8	12.6	5.9	6.6	9.2	9.2	10.9	9.9	-	76.0	44.8
LAC																
Total	(63.9)		(26.3)		90.2	121.3	314.6	265.8	30.6	35.4	234.0	170.4	21.4	19.9	690.8	612.8
Projects	(52.8)		(21.8)		74.6	112.2	284.0	239.9	16.6	20.2	201.4	162.5	19.0	19.1	595.6	553.9
CPS Ed.	(5.0)		(.5)		5.5	3.3	4.1	7.9		.3	22.5		1.9	.8	34.0	12.3
Other	(6.1)		(4.0)		10.1	5.8	26.5	18.0	14.0	14.9	10.1	7.9	.5		61.2	46.6
EAP																
Total	(41.9)		(38.1)		80.0	25.9	217.6	45.7	16.0	28.7	140.8	190.1	7.7	120.3	462.1	410.7
Projects	(33.4)		(29.7)		63.1	20.8	184.0	37.3	11.5	24.0	119.2	178.7	3.6	109.6	381.4	370.4
CPS Ed.	(3.2)		(3.8)		7.0	1.3	12.7	4.1		1.8	3.8	6.2		10.6	23.5	24.0
Other	(5.3)		(4.6)		9.9	3.8	20.9	4.3	4.5	2.9	17.8	5.2	4.1	.1	57.2	16.3
SA																
Total	(9.9)		(19.4)		29.3	70.2	128.6	.2	7.0	.2	69.5	73.2	2.3	3.2	236.7	147.0
Projects	(9.2)		(15.8)		25.0	67.9	108.6		7.0		67.9	69.4	1.7	3.2	210.2	140.5
CPS Ed.	(.2)		(3.5)		3.7	-	5.2								8.9	-
Other	(.5)		(.1)		.6	2.3	14.8	.2		.2	1.6	3.8	.6		17.6	6.5

1/ "Other" is: Programs, field, CPS-non Education, other regions.
2/ TRS (Time Reporting System); Absolute values understate actual time spent since consultant manweeks are not always included and, generally, not all time spent is recorded.
3/ Breakdown available for FY75, only.

SOME 84% OF CP/EFD NET AVAILABLE TIME (NOT COUNTING GENERAL AND LEAVE) IS DEVOTED TO SECTOR WORK, PROJECT IDENTIFICATION AND PREPARATION . . .

ANNEX IV
TABLE 11

UNESCO COOPERATIVE PROGRAM

CP/EFD MANWEEKS BY ACTIVITY AND BY REGION, FY71-75*

	FY	General	Leave ^{1/}	Project ^{2/} Identification	Project Preparation	Sector Related Work ^{3/}	Economic Work	Project Appraisal	Project Supervision	Total	FY	No. of Project Officers ^{4/}	Gross Manweeks Avail- able ^{5/}	Supple- mentary Program Staff ^{6/}	Other Staff
All Regions	71-75	961.3	765.0	2446.8	1073.3	227.5	59.7	327.5	80.1	5941.2	75	25.0	1300.0	96.9	78.0
	75	99.3	170.0	390.5	361.1	178.9	6.0	74.2	11.6	1291.6	74	24.3	1263.6	126.6	41.8
	74	120.0	146.0	626.5	107.0	48.6	29.3	124.7	31.5	1233.6	73	22.5	1170.0	144.0	131.0
	73	230.0	169.0	488.0	166.8	-	21.4	48.4	23.4	1147.0	72	22.6	1175.2	94.2	101.6
	72	260.0	143.0	530.8	152.4	-	-	63.2	13.6	1163.0	71	21.9	1138.8	76.0	193.0
	71	252.0	137.0	411.0	286.0	-	3.0	17.0	-	1106.0					
E. Africa	71-75			202.2	127.8	45.7	6.0	76.3	7.6	465.6					
	75			35.7	55.9	45.7	-	15.5	3.2	156.0					
	74			76.1	10.7	-	-	50.8	3.4	141.0					
	73			17.4	20.2	-	6.0	1.0	1.0	45.6					
	72			73.0	17.0	-	-	1.0	-	91.0					
	71			-	24.0	-	-	8.0	-	32.0					
W. Africa	71-75			399.8	205.4	37.1	17.2	89.8	36.5	785.8					
	75			58.3	63.2	16.9	-	9.5	7.4	155.3					
	74			-	3.4	20.2	1.8	25.3	15.3	66.0					
	73			69.3	64.2	-	15.4	22.0	13.8	184.7					
	72			67.2	10.6	-	-	29.0	-	106.8					
	71			205.0	64.0	-	-	4.0	-	273.0					
EAP	71-75			434.6	192.4	22.5	-	21.7	-	671.2					
	75			110.2	80.3	22.5	-	8.5	-	221.5					
	74			46.8	2.0	-	-	-	-	48.8					
	73			141.8	21.1	-	-	1.4	-	164.3					
	72			13.8	29.0	-	-	11.8	-	54.6					
	71			122.0	60.0	-	-	-	-	182.0					
S. Asia	71-75			256.6	76.0	12.5	-	2.0	1.0	348.1					
	75			190.0	41.4	12.5	-	1.0	1.0	164.9					
	74			99.0	0.4	-	-	1.0	-	100.4					
	73			5.6	0.2	-	-	-	-	5.8					
	72			-	-	-	-	-	-	-					
	71			43.0	34.0	-	-	-	-	77.0					
EMENA	71-75			540.9	256.4	73.4	12.0	78.2	21.6	982.5					
	75			38.6	102.9	47.4	6.0	15.0	-	209.9					
	74			282.6	28.0	26.0	3.0	24.2	2.0	365.8					
	73			132.9	31.7	-	-	12.6	8.6	185.8					
	72			56.8	39.8	-	-	21.4	11.0	129.0					
	71			30.0	54.0	-	3.0	5.0	-	92.0					
LAC	71-75			612.7	215.3	36.3	24.5	59.5	13.4	961.7					
	75			38.6	17.4	33.9	-	24.7	-	114.7					
	74			122.0	62.5	2.4	24.5	23.4	10.8	245.6					
	73			121.0	29.4	-	-	11.4	-	161.8					
	72			320.0	56.0	-	-	-	2.6	378.6					
	71			11.0	50.0	-	-	-	-	61.0					

* Net of Supplementary Cooperative Program and Outside EFD Staff.

1/ Sick and Annual Leave (excluding public holidays).

2/ Includes Sector Surveys.

3/ Sector briefs, etc.

4/ Estimated manyears.

5/ 52 m/w per Staff.

6/ Corresponds to m/w of services rendered to the Bank.

EXCEPT FOR ASIA, WHICH HAS HAD FEWER MISSIONS, CP/EPD MISSION COVERAGE IS ABOUT EQUALLY SPREAD AMONG REGIONS ...

ANNEX IV
TABLE 12

CP/EPD

EDUCATIONAL MISSIONS TO DEVELOPING COUNTRIES WITH PARTICIPATION
OF THE CP (REGULAR) STAFF AND CONSULTANTS TO THE CP
BY GEOGRAPHICAL REGIONS^{1/}

Type of Mission	1972						1973						1974						1975 (1st half)							
	EA ^{2/}	WAF	ASIA	EMENA	LAC	TOTAL	EA ^{2/}	WAF	ASIA	EMENA	LAC	TOTAL	EA ^{2/}	WAF	ASIA	EMENA	LAC	TOTAL	EA ^{2/}	WAF	ASIA	EMENA	LAC	TOTAL		
PIA/IND/SS	-	3	-	3	7	13	2	2	2	4	2	12	2	-	3	1	-	6	-	2	-	2	1	5		
PHI	2	1	-	2	2	7	-	2	1	1	1	5	1	1	1	1	3	7	1	1	2	1	2	7		
PE/PAG	-	1	1	-	-	2	4	2	-	-	-	6	2	2	1	1	-	6	-	-	-	-	-	-		
RM	1	3	2	-	5	11	3	4	-	1	3	11	4	-	2	5	-	11	1	1	-	2	-	4		
Other	3	3	1	5	2	14	-	1	-	-	-	1	-	2	-	1	-	3	1	-	1	-	1	5		
Total	6	11	4	10	16	47	9	11	3	6	6	32	9	5	7	9	3	32	3	4	3	5	4	19		
Percentage	12.6	23.4	8.5	21.3	34.0	100	25.7	31.4	8.6	17.1	17.1	100	27.2	15.2	21.3	27.2	9.1	100	15.8	21.1	15.7	26.3	21.1	100		
Proportional distribution of the number of missions by region (1972-1975)										No.	%															
										EA ^{2/}	27	20.2														
										WAF	31	23.1														
										ASIA	17	12.7														
										EMENA	30	22.4														
										LAC	29	21.6														
											134	100.0														

^{1/} Distribution by geographical region follows Bank classification of countries:-

EA^{2/} = Eastern African Projects
WAF = Western African Projects
ASIA = Asia
EMENA = Europe, Middle East and North Africa
LAC = Latin America and the Caribbean Area

^{2/} January to June inclusive.

NOTE :- Special missions which are not geared to a specific developing country have not been included, nor are those missions carried out by other organizations, e.g. FAO, in which Unesco has participated with non-CP (Regular) staff.

CP/EFD

EDUCATIONAL FINANCING DIVISION

UNESCO STAFF PARTICIPATION IN BANK MISSIONS (MAN/WEEKS)
CALENDAR YEARS 1973 - 1975^{1/}

Type of Mission	1973					1974					1975				
	No. of Missions	No. of Participants		Man/weeks		No. of Missions	No. of Participants		Man/weeks		No. of Missions	No. of Participants		Man/weeks	
		CP ^{2/}	Non-CP	CP ^{2/}	Non-CP		CP ^{2/}	Non-CP	CP ^{2/}	Non-CP		CP ^{2/}	Non-CP	CP ^{2/}	Non-CP
RM	6	5	1	11.6	2.4	10	5	4	14.1	8.0	3	3	-	3.6	-
PP/PAM	5	6	2	36.5	13.6	6	6	2	40.4	16.0	-	-	-	-	-
PAM	2	2	-	9.2	-	6	6	-	30.9	-	1	1	1	5.9	6.1
PP/Assistance	-	-	-	-	-	-	-	-	-	-	3	3	1	13.4	8.7
RFD	-	-	-	-	-	-	-	-	-	-	2	4	-	26.2	-
Supervision	3	3	-	8.6	-	3	3	-	7.5	-	2	2	-	3.4	-
Economic Survey	2	1	1	4.4	2.5	4	3	1	12.2	6.3	1	1	-	4.4	-
Completion	-	-	-	-	-	1	1	-	4.9	-	-	-	-	-	-
Manpower	-	-	-	-	-	1	1	1	13.3	1.7	-	-	-	-	-
Special	1	1	-	4.4	-	1	1	-	4.0	-	-	-	-	-	-
Total	18	17	4	74.7	18.5	32	27	8	127.3	32.0	12	14	2	56.9	14.8
CP Man/Weeks as % of Total CP Time				93.2	7.3%				159.3	11.5%				71.7	

1/ January to June inclusive.

2/ Means Regular Cooperative Programme including CP Management.

Note : Report writing in Washington sometimes takes place the calendar year after the mission was carried out in the field. In this case the mission is allocated (under No. of Missions) to the year the visit to the country took place. The input time (man/weeks) for report writing is, however, allocated to the year during which this took place in Washington, and the staff engaged in this function is not considered as participating during the report writing year.

CP/EFDPARTICIPATION OF BANK STAFF IN UNESCO CP MISSIONS
(Man/Weeks)CALENDAR YEARS 1971 - 1975^{1/}

Type of Mission	1971	1972	1973	1974	1975 ^{1/}
PIM	-	-	-	8.0	-
RID	8.0	-	5.0	-	-
SS	-	4.0	-	-	2.8
PPM	5.0	1.0	8.8	-	7.0
(i) Total	<u>13.0</u>	<u>5.0</u>	<u>13.8</u>	<u>8.0</u>	<u>9.8</u>
(ii) CP staff time on missions (field plus report writing)	483.7	437.8	607.3	625.9	327.7
(i) as % of (ii)	2.7	1.1	2.3	1.3	3.0

^{1/} January to June, inclusive.

Note : There is no record in Unesco of report writing time in Washington for some of the participants in PIM, RID and SS, therefore total time input and the corresponding percent may be underestimated.

CP/EFD

FIELD TIME OF CP (REGULAR) STAFF BY TYPE OF MISSION^{1/}
CALENDAR YEARS 1973 - 1975^{2/}

Type of Mission	1973				1974				1975 (First half)			
	No. of Missions	No. of Participants	Man/Weeks	Percent	No. of Missions	No. of Participants	Man/Weeks	Percent	No. of Missions	No. of Participants	Man/Weeks	Percent
PIM/RID/SS	13 ^{3/}	36	131.8	45.7	6	22	104.9	31.9	5	13	62.0	30.4
PPM	5	17	81.1	28.2	8 ^{4/}	21	111.1	33.7	7	22	92.3	45.3
RM	7	7	12.0	4.2	11	7	15.3	4.6	4	4	4.4	2.1
PPM/PAM	4	5	30.9	10.8	5	6	38.5	11.7	-	-	-	-
PAM	2	2	9.2	3.2	4	7	31.6	9.6	2	2	11.0	5.4
Econ.Survey	1	1	4.4	1.5	2	2	7.5	2.3	1	1	4.4	2.1
Impl./Super. & End-Use	2	2	11.6	4.0	3	3	7.5	2.3	2	2	3.4	1.7
Completion	-	-	-	-	1	1	4.9	1.5	-	-	-	-
Prep.Assist.	-	-	-	-	-	-	-	-	2	2	8.3	4.1
Special	3	3	6.8	2.4	5	5	7.8	2.4	5	6	18.2	8.9
	37	73	287.8	100.0	45	74	329.1	100.0	28	52	204.0	100.0

1/ Includes only those missions in which CP (Regular) staff has participated and excludes management time and consultants' time.

2/ January to June inclusive.

3/ Includes one FAO mission.

4/ Includes two FAO missions.

Note : Report writing in Washington is included as field time. This time is considered as part of a mission and is not counted separately as another mission. The same applies to participants.

COOPERATIVE PROGRAM ASSISTED (IDENTIFIED AND/OR PREPARED BY
UNESCO) PROJECTS AS A PROPORTION OF ALL EDUCATION PROJECTS
APPROVED BY THE BANK IN FY71-75

Regions	FY	Total Number of Projects Approved					Of Which Identified and/or Prepared by UNESCO					
		75	74	73	72	71	75	74	73	72	71	
<u>All Regions</u>	71-75	75					49					
	75	19					12					
	74		10					7				
	73			18					8			
	72				14					10		
	71					14					12	
<u>E. Africa</u>	71-75	14					5					
	75	7										
	74		-					-				
	73			3					-			
	72				1					1		
	71					4					3	
<u>W. Africa</u>	71-75	15					11					
	75		4					4				
	74			1					1			
	73				3					1		
	72					4			1		3	
	71						3					2
<u>EAP</u>	71-75	12					8					
	75		1					1				
	74			2					1			
	73				4					2		
	72					4				3		
	71						1					1
<u>S. Asia</u>	71-75	2					-					
	75		-									
	74											
	73				2							
	72											
	71											
<u>EMENA</u>	71-75	17					12					
	75		3					3				
	74			3					2			
	73				3					2		
	72					5				2		3
	71						3					2
<u>LAC</u>	71-75	14					12					
	75		4					3				
	74			4					3			
	73				3					3		
	72									3		
	71						3					3

CP/EFD

DISTRIBUTION OF TIME FOR REPORT WRITING BY CP (REGULAR) STAFF AND CONSULTANTS
ON REPORTS (PIM, RID, SS) PRODUCED DURING CALENDAR YEARS 1972 - 1974¹

Report on : (Country)	No. of Participants			Time in Man/Weeks for Report Writing				Type of Mission			Time (weeks) from mission's return to Hdqs. to com- pletion of report writing for final version
	CP Staff ^{2/}	Consul- tants ^{3/}	Total	CP Staff ^{2/}	Consul- tants ^{3/}	Total	Average per parti- cipant	PIM	RID	SS	
<u>1972</u>											
Peru	4	1	5	46.6	1.7	48.3	9.7	PIM	-	-	19.2
Costa Rica	1	3	4	17.6	11.5	28.1	7.0	-	RID	-	13.0
Madagascar	2	2	4	24.2	9.0	33.2	8.3	PIM	-	-	14.9
El Salvador	4	-	4	32.1	-	32.1	8.0	PIM	-	-	12.6
Bali	2	2	4	12.3	17.5	29.8	7.5	PIM	-	-	9.7
Honduras	3	1	4	25.5	4.3	29.8	7.5	-	RID	-	11.6
Syria	2	3	5	26.7	18.2	44.9	9.0	-	RID	-	13.6
Mauritania	1	1	2	7.8	1.5	9.3	4.7	PIM	-	-	22.6
Guatemala	3	1	4	22.5	8.0	30.5	7.6	-	RID	-	11.7
Total	22	14	36	215.3	71.7	286.0	7.9	5	4	0	Av. 14.9
								%: 55	44	0	
<u>1973</u>											
Ecuador	3	1	4	26.1	13.5	39.6	9.9	PIM	-	-	16.1
Ivory Coast	2	4	6	35.7	30.7	66.4	11.1	-	-	SS	34.3
Guyana	2	2	4	20.5	9.5	30.0	7.5	-	RID	-	13.7
Yemen PDC	3	1	4	32.8	8.4	41.2	10.3	-	RID	-	14.7
Gabon	2	1	3	19.2	6.6	25.8	8.6	PIM	-	-	15.0
Somalia	3	1	4	24.1	3.0	27.1	6.8	PIM	-	-	13.6
Sierra Leone	2	2	4	17.8	8.6	26.4	6.6	PIM	-	-	12.0
Jordan	2	2	4	18.0	9.0	27.0	6.8	PIM	-	-	24.0
Burma	2	1	3	12.1	1.0	13.1	4.4	PIM	-	-	22.7
Dominican Rep.	3	1	4	32.6	5.6	38.2	9.6	PIM	-	-	18.3
Total	24	16	40	238.9	95.9	334.8	8.4	7	2	1	Av. 18.4
								%: 70	20	10	
<u>1974</u>											
Greece	5	1	6	57.2	2.2	59.4	9.9	PIM	-	-	33.3
Afghanistan	4	-	4	47.1	-	47.1	11.8	PIM	-	-	21.4
Morocco	3	1	4	43.3	7.6	50.9	12.7	PIM	-	-	25.2
Barbados	4	-	4	47.1	-	47.1	11.8	-	RID	-	23.9
Korea	2	2	4	19.8	11.2	31.0	7.8	-	RID	-	19.2
Pakistan	4	-	4	48.5	-	48.5	12.1	PIM	-	-	20.9
Lebanon	4	1	5	49.1	4.6	53.7	10.7	PIM	-	-	23.5
Tanzania	3	1	4	38.2	3.5	41.7	10.4	PIM	-	-	18.4
Philippines	4	1	5	35.8	3.6	39.4	7.9	PIM	-	-	12.6
Burundi	3	1	4	34.0	6.8	40.8	10.2	PIM	-	-	27.6
Total	36	8	44	420.1	39.5	459.6	10.4	8	2	0	Av. 22.9
								%: 80	20	0	
<u>1975 (1st half)</u>											
Malaysia	4	-	4	62.7	-	62.7	15.7	PIM	-	-	24.2
Nepal	5	1	6	67.9	10.0	77.9	13.0	-	-	SS	27.8
Chad	1	1	2	14.6	13.7	28.3	14.1	-	-	SS	21.6
Total	10	2	12	145.2	23.7	168.9	14.1	1	0	2	Av. 24.5
								%: 33	0	67	

1/ January to June inclusive.

2/ Includes staff of the regular CP (operational, and the occasional management participation in education missions).

3/ Includes staff from the supplementary CP.

NOT COUNTING SUPPLEMENTARY PROGRAM, CP CONSULTANT STAFF FROM UNESCO AND OTHER SOURCES HAS BEEN RUNNING ABOUT 100 MAN-WEEKS PER YEAR ON AVERAGE, LAST 3 YEARS . . .

ANNEX IV
TABLE 18

CP/EPD

CONSULTANTS TIME TO THE CP (REGULAR) IN MAN/WEEKS
CALENDAR YEARS 1971 - 1975^{1/}

Year	Supplementary CP Staff			Non-CP Unesco Staff from :						Staff from other UN Agencies			Consultants from other Sources			Total Non-CP (Regular)			CP Staff Time		(v) as % of (vi)	
	Field	Hdqs.	Total	Hdqs. (Paris)			Field			Field	Hdqs.	Total	Field	Hdqs.	Total	Field	Hdqs.	Total	Field	Total	Field	Total
				Field	Hdqs.	Total	Field	Hdqs.	Total													
1971	34.0	20.0	54.0	25.6	32.4	58.0	12.0	-	12.0	24.3	4.0	28.3	44.2	61.5	105.7	140.1	117.9	258.0	262.7	982.0	53.3	26.3
1972	46.5	4.0	50.5	12.3	19.9	32.2	8.5	12.8	21.3	16.5	9.6	26.1	35.7	42.3	78.0	119.5	88.6	208.1	238.3	991.5	50.1	21.0
1973	43.0	39.8	82.8	4.0	-	4.0	5.0	3.2	8.2	11.4	7.8	19.2	20.6	37.1	57.7	84.0	87.9	171.9	287.8	1,022.1	29.1	16.8
1974	60.8	19.3	80.1	8.0	5.6	13.6	-	-	-	13.5	11.7	25.2	10.3	2.0	12.3	92.6	38.6	131.2	329.1	1,109.3	28.1	11.8
1975	-	-	-	19.2	-	19.2	-	-	-	14.8	10.6	25.4	21.8	16.9	38.7	55.8	27.5	83.3	204.0	575.6	27.3	14.5

^{1/} January to June inclusive.

CP/EFD

CONSULTANTS TIME TO THE CP IN MAN/WEEKS BY TYPE OF MISSION

CALENDAR YEARS 1973 - 1975^{1/}

Type of Mission :-	1973						1974						1975								
	RM	PIM/ RID/ SS	PPM	PP/ PAM	Total		RM	PIM/ RID/ SS	PPM	PP/ PAM	Econ. Sur- vey	Total		RM	PIM/ RID/ SS	PPM	PAM	Super- vision	Total		
					No.	%						No.	%						No.	%	
Source :																					
1. Supplementary CP (Total)	2.2	65.4	8.0	7.2	82.8	48.2	10.6	17.6	37.5	9.0	5.4	80.1	61.0								
Field	2.2	25.6	8.0	7.2			10.6	6.0	29.8	9.0	5.4										
Hdqs.	-	39.8	-	-			-	11.6	7.7	-	-										
2. Other Unesco Staff (Total)	-	4.0	-	8.2	12.2	7.1	-	5.6	-	8.0	-	13.6	10.4	2.0	4.6	9.6	2.0	1.0	19.2	27.0	
Recruited from :																					
(a) Hdqs.																					
Field	-	4.0	-	-			-	-	-	8.0	-			2.0	4.6	9.6	2.0	1.0			
Hdqs.	-	-	-	-			-	5.6 ^{2/}	-	-	-			-	-	-	-	-			
(b) Field																					
Field	-	-	-	5.0			-	-	-	-	-			-	-	-	-	-			
Hdqs.	-	-	-	3.2			-	-	-	-	-			-	-	-	-	-			
3. Other UN Agencies (Total)	-	15.8	3.4	-	19.2	11.2	-	21.2	4.0	-	-	25.2	19.2	-	10.0	15.4	-	-	25.4	30.5	
Field	-	8.4	3.0	-			-	9.5	4.0	-	-			-	-	14.8	-	-			
Hdqs.	-	7.4	0.4	-			-	11.7	-	-	-			-	10.6 ^{2/}	0.6	-	-			
4. Consultants from other sources (Total)	-	48.7	9.0	-	57.7	33.5	-	8.3	4.0	-	-	12.3	9.4	-	17.9	6.2	14.6	-	38.7	46.5	
Field	-	12.4	8.2	-			-	6.3 ^{2/}	4.0	-	-			-	3.0	6.2	12.6	-			
Hdqs.	-	36.3	0.8	-			-	2.0 ^{2/}	-	-	-			-	14.9	-	2.0	-			
Grand Total	2.2	133.9	20.4	15.4	171.9	100.0	10.6	52.7	45.5	17.0	5.4	131.2	100.0	2.0	32.5	31.2	16.6	1.0	83.3	100.0	
Field	2.2	50.4	19.2	12.2	84.0	48.9	10.6	21.8	37.8	17.0	5.4	92.6	70.6	2.0	7.6	30.6	14.6	1.0	55.8	67.0	
Hdqs.	-	83.5	1.2	3.2	87.9	51.1	-	30.9	7.7	-	-	38.6	29.4	-	24.9	0.6	2.0	-	27.5	33.0	

1/ January to June inclusive.

2/ Report writing following a mission carried out the previous year.

3/ Report writing as a Consultant following field part of the mission carried out as CP staff.

SELECTED VIEWS OF THE CP BY THE PARTICIPANTS

1. A summary or "characterization" of the views of the CP participants: EFD, Unesco at large, and the Bank's education units, is included in this annex as background. It is based on comments made during the Unesco and Bank interviews by the Task Force. The Comments do not necessarily coincide with those of the Task Force. Further, they may not represent the majority views of members of the respective organizations.

EFD Views

2. Some EFD staff members feel there is little cooperation from the Bank regarding the CP. The Bank is viewed as using the CP as a source of standby manpower, which it can turn on or off as it wishes.

3. CP work is duplicated by the Bank out of lack of confidence in it. This duplication is perceived to be due to Bank insecurity in using others' data, which arises in turn from increasing Bank lending pressure and the Bank's hierarchical review process.

4. EFD sees itself as part of Unesco and is therefore concerned with the overall Unesco approach, which is viewed as broad aid to country educational development. Therefore, EFD's orientation may include assisting countries in locating financial assistance from other sources than the Bank or in providing non-financial assistance for policy, organization change, etc. EFD staff feels that some of its project proposals may be more difficult to implement than those which, in general, the Bank may be willing to consider, i.e., local self-help school buildings or extensive non-formal training schemes in dispersed geographic areas.

5. The end products of EFD's work, PIM's or PPM's, are considered by EFD to serve the government concerned, other aid agencies, both bilateral and multilateral, while also being of interest and use to the Bank.

6. The CP serves as a meeting ground between the Bank's short-term, economic, financial and pragmatic perspective and Unesco's longer term, basic social rights' perspective, a broader approach. EFD regards itself as "caught in the middle" between these differences in approach inherent in each organization's orientation.

7. The CP staff considers itself innovative, having proposed many kinds of projects at first ridiculed, then years later accepted by the Bank, i.e., primary schools, educational television, curricula development.

Unesco View

8. If aware of the Cooperative Program, Unesco Secretariat staff regard it and EFD as, respectively, a Bank program and "the Bank Group". (Note: There is a role conflict for EFD staff as they view themselves Unesco and Unesco views them as the Bank.) Unesco staff considers that the CP could

work independently of the rest of Unesco, and that EFD is excessively loyal to the Bank.

9. EFD is seen as an isolated, elite unit, in part because all EFD staff have P-5 grade level (similar to "M" level in the Bank), and in part because the unit is organized to do exclusively professional work and no program administration. The amount and variety of EFD travel is also viewed as an advantage by the rest of Unesco.

10. EFD work products are seen as of high quality, but treated too confidentially within the Unesco "house", in part because EFD group was considered to be "over-protectively" managed for many years.

11. Unesco staff feels that the CP should respond to more Unesco concerns than exclusively those of education; for example, cultural tourism has considerable economic potential; engineering and medicine are key areas for development in LDC's; mass media for many different uses are not being sufficiently examined.

12. Unesco's basic "subject matter" orientation -- now changing somewhat toward a country orientation since the Unesco reorganization -- has created communication difficulties with EFD's country-oriented approach. In large part, EFD's end products vary from Unesco's end products -- project financing in specific countries versus conferences, seminars, and reports on world-wide, intergovernmental, or regionally-oriented subjects. Work style is therefore different, an example of which is the house-wide PIM review sessions in which participants have appeared inhibited in presenting candid views in EFD's "peer group criticism" environment.

13. EFD is viewed as being caught in the middle between Unesco and the Bank as specific policy differences may arise in education; an example is the issue of basic education as put forth in the Bank's education sector policy paper, i.e., with targeted groups in the population, which contradicts Unesco's General Conference resolutions on equality of opportunity and right of access to all ladders within the education system.

Bank Education View

14. There have been extensive changes in Bank practices which make the original CP role unsuitable; thus, the EFD is viewed as an extension of the Bank or as a source of trained manpower rather than as an independent entity within the project cycle. (With more staff and the natural tendency to use their own, and controllable, staff, Division Chiefs tend to use less outside staff from any source.) Prior to the Bank's 1972 reorganization, on many occasions, the use of the CP was decreed, which gave rise to resentment. Since the reorganization, a more continuous Bank/country dialogue with more flexible short-term work scheduling, has made use of the CP as a third party very difficult.

15. In general, the Bank is much less aware of the CP than EFD is aware of the Bank, its policies and procedures. There is some insensitivity to the EFD/Unesco institutional role and the constraints inherent to a UN Specialized Agency.

16. Bank staff feels that the CP/EFD should be able to provide more access than it does to other Unesco specialized services, i.e., mass media, rural development, text book production specialists; statistics; computer models.

17. The CP's "success" is often measured by EFD's ability to provide financeable projects for the Bank; the Bank staff tends to ignore its other contributions, which are viewed as academic and of relatively little value. Bank staff feels the CP deludes itself if it considers that PIM's serve broader needs than those of the Bank's investment program. In the Bank staff view, cooperation with Unesco should contribute to the Bank's specific project lending work, not just development in general.

18. The Bank staffs feel EFD should participate in Bank evaluation activities and Bank completion activities, especially the educators; accordingly, CPS should organize a training seminar in evaluation for EFD. It was viewed by some in the Bank as somewhat inappropriate that the Bank alone evaluates its own projects.

19. There are mixed feelings regarding the quality of EFD staff; on balance, the feeling is that they are equal to Bank staff with some exceptions. However, "there are good and not so good professionals in both the Bank and EFD". Exchange of staff between the Bank and Unesco is generally supported on a six-month or longer-term basis. The inability of the Bank to request EFD staff by name for missions is viewed by the Bank as creating a problem.

20. EFD's end products are viewed as being over-ambitious in scope. PIM reports try to combine sector analysis and project identification to the detriment of each. The CP is viewed as more skillful in sector analysis.

21. The Project Preparation Mission and the report is viewed as too much allied with a "Government shopping list."

22. The CP architects should be used in sector/identification work.

PROJECT CYCLE ANALYSIS
OF
25 RECENT EDUCATION PROJECTS

Introduction

1. One of the most visible consequences of the regionalization of Bank education divisions has been the increasing variety of approaches to project generation and definition - a phenomenon often referred to as "project cycle fluidity". This has affected the Bank/Unesco Cooperative Program in a number of ways. The purpose of this Annex is to analyze the nature of project cycle fluidity, and assess its impact on the functioning of the CP.

2. This analysis is based on a sample of 25 recent projects - the last five projects presented to the Board or ready for Board presentation by each of the five regional divisions. Although in a few cases the beginning of the project cycle dates back to the period before the Bank's reorganization, most of the activities covered by the sample are concentrated in the last 2 or 2-1/2 years. On the other hand, the sample does not cover any project whose processing has just started - which implies that very recent variations in approach to the project cycle may not surface in the analysis.

3. The main results of the survey are tabulated in Table 1. Although an effort has been made to standardize terminology, this has proven to be a difficult task - perhaps not surprisingly, as the proliferation of "non-traditional" missions (i.e., missions not classifiable under the old categories) is the essence of "project cycle fluidity". By the same token, under the new approaches it is sometimes difficult to determine exactly the moment of "project conception", with the result that all inferences related to project cycle length have an element of ambiguity and subjectivity.

4. It should be made clear that the purpose of the survey was not to perform an in-depth analysis of the project cycle per se or to suggest a "preferred model" approach, but rather to examine the question as it relates to the Bank/ Unesco Cooperative Program. 1/

1/ Aspects of such assessments have been made under the CPS Education and Operations Evaluation (OED) Departments in the Bank.

Is the Project Cycle Really "Fluid"?

5. In a sense, the expression "project cycle fluidity" is both inappropriate and misleading. The project cycle is by definition a sequence of interrelated activities by various agents (government, Bank, Unesco, consultants, etc.), which involve first a narrowing down from an initial broad range of alternative solutions of a problem, to a specific solution sufficiently defined for execution, and then a series of steps to implement the project idea. In this respect, and at this level of generalization, it seems evident that there cannot be any question about "fluidity" of the project cycle - missing a step in the above sequence or altering the logical succession of activities would mean at best delays and at worst a badly prepared or executed project.

6. The question of "fluidity", therefore, does not relate to the logical structure or sequence of essential activities in the project cycle, but rather to the stages and mission forms in which the various agents (including the Bank) intervene in the cycle. In this respect, education projects have traditionally presented at least two peculiarities with respect to projects in most of the other sectors: (i) the Bank's decision to lend has traditionally taken place before "preliminary engineering" of the project was ready 1/; and (b) Bank/Unesco intervention in the project cycle was phased in accordance with a fairly rigid and uniform pattern - typically, Unesco Project Identification Mission (PIM); Unesco Project Preparation Mission (PPM); Bank Project Appraisal Mission (PAM), occasionally with a short reconnaissance mission between PIM and PPM. 2/

7. While the first peculiarity is now diminishing with the introduction of "engineering loans/credits" and the "Project Preparation Facility", the second one started giving way to more flexible and varied approaches to the project cycle after the Bank's reorganization in late 1972. This development has taken place in parallel with an increasingly active role of member

1/ In the Bank's Operations Evaluation Department (OED) definition, the "upstream" portion of the project cycle includes five standard stages - Identification, Pre-feasibility Study (or preliminary sorting and selection of alternatives), Feasibility Study (selecting the best solution, perhaps with variants), Preliminary Engineering (which in most education projects is equivalent to the preparation of preliminary architectural drawings), and Detailed Engineering. Preparation of education projects prior to Board approval traditionally did not go beyond the first three stages.

2/ In a sense, this rigid sequence is "institutionalized" by the 1964 Memorandum of Understanding, whereby Unesco is given primary responsibility for project identification and preparation and the Bank primary responsibility for appraisal and supervision.

countries in their own project identification and preparation, while also reflecting the Bank's policy of maintaining a more-or-less continuous dialogue with its borrowers and the attempt by the regions to adapt mission scheduling and staffing to the countries' specific needs and patterns of operation. Within this framework, it has become increasingly apparent that both the neat division of labor between Unesco and the Bank envisaged by the 1964 Cooperative Agreement and the traditionally rigid and uniform pattern of missions were difficult to reconcile in many countries with the new working conditions. The attempt by Bank managers to eliminate useless delays and apparent duplications of missions and activities, and the new multiplicity of management styles following the decentralization of operations formerly run by the Education Projects Department also played a role in this evolution. The resulting variety in the distribution of tasks among Unesco, the government and the Bank, together with the increased flexibility of Bank participation at various stages of project definition (with regard to mission scheduling, staffing and terms of reference) is what came to be known as "project cycle fluidity" where "fluidity" is interpreted as a question of "who is doing what and how" rather than a question of "what has to be done" in the various stages of the project cycle.

8. This interpretation seems to be confirmed by the analysis of our sample. The sample shows a remarkable variety of approaches to the project cycle, but in the largest majority of cases it does not lend support to the hypothesis that some essential steps in the project cycle might have been omitted to accelerate project processing^{1/}. In the few cases in which the sample did not show any activity between project identification and appraisal, it turned out that preparation was in fact combined with appraisal in one mission or completely undertaken by the government (or its consultants). Even in the case of "pure" appraisal missions, virtually all divisions reported fairly high percentages of total mission time (20%-30%) spent on "preparation" or even "identification" activities. Moreover, the sample shows a fairly high number of missions between project "conception" and loan/credit signature (averaging about 4 per project ^{2/} for the five regions), with some apparent repetition of activities, particularly in the identification stage. Therefore, instead of supporting the "corner cutting" hypothesis, the sample seems to suggest the opposite, namely that some further streamlining may be possible by the Bank and Unesco. The complaint, often heard from borrowers, about excessive repetition of activities and the tendency "to go back to basics" in the Bank's processing of education projects is another piece of evidence in the same direction.^{3/}

^{1/} The question of whether the particular approach chosen in each case was or was not the best one in terms of quality of project preparation is a different issue, which is not considered here.

^{2/} Excluding Bangladesh, Education I (which was a consolidation of two ongoing projects).

^{3/} These feelings are reflected in the responses received to a questionnaire survey of 1974 borrowers conducted by OED.

Summary of Basic Trends

9. The first and most evident aspect of the increased fluidity of the project cycle has been the gradual disappearance of the traditional sequence: Unesco PIM - Bank/Unesco Reconnaissance - Unesco PPM - Bank PAM. In our sample, this sequence is clearly recognizable in only 3 out of 25 projects. The reasons for this decline are various, but probably include the Bank desire to: (a) exercise greater control over initial project identification and definition; (b) save time and manpower by avoiding the repetition of activities and the problem of information transfer between agencies; and (c) abandon the "parachute" or episodic approach in favor of a policy of more continuous dialogue and interaction with the member countries. It is interesting to notice, however, that none of these factors, if taken separately, can explain much of the variance in the approach to the project cycle. For instance, the sequence: RID - Reconnaissance - PPM - PAM, which differs from the traditional one inasmuch as the Bank takes on the leading role in sector analysis and project identification, appears in only 2 cases. By the same token, the sequence PIM or RID - Reconnaissance - Combined Preparation/Appraisal, where the emphasis is obviously on time saving in the phase of preparation/appraisal, appears in only 4 projects.

10. Germane to this trend is the variety of approaches to the project cycle by regions, countries and even within the same countries in successive projects. Interregional differences emerge from our sample particularly in terms of frequency of "non-traditional" missions (e.g., in Western Africa or Latin America), length of the project cycle from conception to loan/credit approval (the median value being 5 quarters in Asia and EMENA; 6 quarters in Eastern Africa; 10 quarters in Western Africa), and the average number of missions (5-6 in Latin America against an overall average of about 4). Even more striking is the variety of approaches within regions, as illustrated by the Eastern Africa Region where the approach varies from the traditional sequence: PIM - Reconnaissance - PPM - PAM in the case of Tanzania V to the telescoped approach of Ethiopia IV, with a full range of intermediate combinations. Our sample does not include any instance of repeater projects in the same country, but scattered empirical evidence collected by the Task Force seems to support the hypothesis that the increasing fluidity of the project cycle also affects successive projects within each country. (For example, sector analysis tends to be "lighter" in the case of repeater projects; preparation is more easily combined with appraisal; etc.)

11. The survey shows a surprising variety of "project conception modes" in lieu of the traditional PIM's or RID's. These alternative modes, which include government sector work, Bank economic missions, Bank education planning assistance, sector surveys, reconnaissance missions etc., were reported by the five regional divisions as explaining 15 out of 25 projects (the other 10 "conceptions" being attributed two thirds to PIM's and one third to RID's). This trend appears in virtually all regions. As a result, Unesco's traditional leading role in project identification is clearly declining. Of the 25 projects, only about one third were identified by missions under Unesco's main

responsibility 1/ - only one out of five projects in Latin America, EMENA and Eastern Africa Regions.

12. It could be speculated that time pressure has been the main factor behind the progressive abandonment of PIM's. Indeed, our sample shows that the median length of project cycles (from conception to loan/credit signature) is 8 quarters when the project is generated by a PIM and less than 6 quarters when it is generated by a RID. The analysis of the relationship between modes of project conception and project cycle length, however, becomes more uncertain when other modes of project conception are considered. The median project cycle length here is about 6 quarters, but the variance is considerable. Unfortunately, the set is too small to be stratified into samples of sufficient size to permit meaningful inferences.

13. As mentioned above (paragraph 8), one of the principal factors explaining the increasing project cycle fluidity has been the attempt by Bank management to save time and avoid the problems associated with information transfer between different missions. A consequence of this has been the relative decline of Unesco's PPM's and the rapid increase of Bank-led preparation or combined preparation/appraisal missions. In our sample, it appears that only 7 preparation missions were the traditional Unesco's PPM's, while Bank-led preparation or combined preparation/appraisal missions accounted for 14 of the 25 projects. Still relatively rare is the case of education projects predominantly prepared by the government or by government consultants: not more than 4 in our sample. The traditional argument that this is not feasible due to the lack of qualified staff in member countries seems difficult to reconcile with the fact that over one half of the projects being financed by the Bank in sectors other than education are prepared principally by the borrowers themselves 2/. It seems therefore that the tendency to interpret preparation work as external assistance to the government rather than direct responsibility for the entire work (as manifested by the increasing frequency in virtually all regions of so-called "pre-preparation" and "pre-appraisal" missions) is a useful first step in the right direction. As in the case of agricultural projects 3/, "bus-stopping" - or several assistance missions over a period of time - may be the best approach for the medium term future.

1/ The question of the relationship between PIM recommendations and the actual content of Bank operations is a very complicated issue which is not considered here.

2/ Per OED; available evidence also seems to suggest that local project preparation generally tends to facilitate effective implementation.

3/ FAO/World Bank Task Force - Cooperation Between FAO and the World Bank, August 8, 1975.

14. Unesco involvement in project appraisal and supervision missions has traditionally been limited, and our sample does not show any new trend in this respect. Analysis of data on mission staffing seems to suggest a consistent attempt in virtually all divisions to ensure some elements of continuity between missions. This applies to both Bank and Unesco staff, although under present arrangements Bank requests for specific individuals by name are considered "illegal". As mentioned above, the fact that no preliminary engineering is generally available or required at the time of appraisal occasionally permits the identification and preparation of "new" items during appraisal - a somewhat risky practice. Moreover, analysis of the links between the project and the overall sectoral issues and policies is typically an important component of project justification (in lieu of rate of return analysis). Both factors are somewhat peculiar to education projects and may partly explain the fairly high percentages of mission time (20-30%) reportedly spent by many appraisal missions on preparation or even identification/sector analysis activities. The rest of the explanation is, of course, sheer "back-tracking" and repetition of activities.

Some Conclusions

15. The analysis of the project cycle of 25 recent education projects reveals (or confirms) three main trends resulting from the increasing variety of approaches to project generation and definition: (a) virtual disappearance of the traditional approach as expressed by the standard mission sequence Unesco PIM - Bank/Unesco Reconnaissance - Unesco PPM - Bank PAM; (b) remarkable variety of project conception modes in lieu of the traditional PIM's and (c) emergence of new approaches to project preparation (e.g., combination of preparation and appraisal missions). These trends reflect both the new working environment since the Bank's reorganization and the Bank's tendency to exercise greater control over its own lending cycle. They appear incompatible with the traditional interpretation of Bank and Unesco roles in the project cycle, which emphasized Unesco's primary responsibility in project identification and preparation.

16. This annex tries to define the nature of the so called "project cycle fluidity" and the close links of this phenomenon with the new organizational structures and policies in the Bank. One conclusion may be that the variety of approaches may decline somewhat after an initial period of "groping" and the consolidation of management styles in the various regions, but it is most unlikely to disappear. In this sense, the project cycle fluidity is probably a trend that is unlikely to be reversed in the Bank, given its decentralized structure and its more "tailor-made" relations with each borrowing country.

17. The question of whether this situation is desirable in terms of its implications on the quality of project identification and definition is an important issue, and no simple answer will be attempted here. The sample does show some isolated evidence of "accelerated delivery" of projects, presumably in response to lending program considerations; but in general it provides no evidence of "corner cutting" or leaving out essential steps for the sake of

accelerating project processing. On the contrary, the sample seems to suggest the opposite, namely that some further streamlining of activities may be possible. Opinion evidence collected by the Task Force suggests that the impact of project cycle fluidity on the quality of project identification and preparation has been either positive or neutral, while some negative influence on quality may have resulted from the pressure to increase the volume of lending or from ambitious attempts to start more "difficult" projects in "difficult" countries. In other words, these may be situations in which information needed for decision making may be inadequate or in which managerial or technical skills needed for implementation are in short supply. In view of the complexity of these issues, it is suggested that the question be systematically addressed in all future completion or project evaluation missions.

activities
EM : Economic Mission
S.A. : Sector Analysis/Planning Assistance Mission
P.I.M. : Project Identification Mission
R.I.D. : Reconnaissance-in-Depth Mission
Rec. : Reconnaissance
PPM : Project Preparation Mission
PAM : Project Appraisal Mission
PP/AM : Combined Preparation Appraisal
SPN : Supervision
Pre-AP : Pre-Appraisal
Pre-PAM : pre-project appraisal mission^{1/}
Post-PAM : post-project appraisal mission^{2/}

PROJECT CYCLE IS HIGHLY "FLUID"; COMBINATIONS, SEQUENCES, AND TIMING OF MISSIONS VARY WIDELY . . .

PROJECT CYCLE ANALYSIS OF 25 RECENT BANK/IDA EDUCATION PROJECTS

Staffing:
B : Bank/IDA
U : Unesco
G : Government
O : Other (e.g., Consultants)
In case of joint missions, the first listed has main responsibility

■ Loan/Credit Signature
● Loan/Credit Effectiveness

Region and Project	Calendar Year		1972				1973				1974				1975				1976	
	Quarter		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4		
a. EASTERN AFRICA REGION																				
i. Ethiopia, Education IV		G/B/O								G	B	C	B			B	B			
		Education Sector Review								Sector Work	Rec	Prep	PP/AM			SPN	SPN			
ii. Rwanda, Education I									B/O	B/U						B	B	B		
									PIM	RID						SPN	SPN	SPN		
iii. Malawi, Education II																				
iv. Kenya, Education III																				
v. Tanzania, Education V																				
b. WESTERN AFRICA REGION																				
i. Benin, Education I*		O																		
		Project Identification Study																		
ii. Gabon, Education II																				
iii. Ivory Coast, Education II																				
iv. Senegal, Education II		1969																		
		PIM																		
v. Sierra Leone, Education II																				
c. ASIA REGIONS																				
i. Bangladesh, Education I (consolidation of two on-going Projects)																				
ii. Indonesia, Education II		G	B	B/O																
		Prep. REC	PP/AM																	
iii. Korea, Education III																				
iv. Malaysia, Education III																				
v. Singapore, Education II (Second Phase University)		G																		
		Project Preparation																		
d. EUROPE, MIDDLE EAST, NORTH AFRICA REGION																				
i. Israel, IDBI IV (Education Component)																				
ii. Greece, Education III																				
iii. Tunisia, Education III																				
iv. Algeria, Education II*																				
v. Yemen A.R., Education II*																				
e. LATIN AMERICA REGION																				
i. Brazil, Education II																				
ii. Guatemala, Education II*																				
iii. Haiti, Education I*																				
iv. Nicaragua, Education II**																				
v. Paraguay, Education II**																				

* Not yet effective.
** Not yet signed.
1/ May include reconnaissance or preparation assistance.
2/ Typically, appraisal follow-up or continuation.

WORK PLANNING AND SCHEDULING

Description of Problem

1. Work planning and scheduling are among the principal operating problems in the CP between the Bank and Unesco. Part of the problem stems from the regionalization of the Bank, which now means that EFD management must relate directly to 5 education divisions as well as the Education Department on planning. The latter, while nominally charged with overall CP coordination, has not assumed an important role in consolidating Bank requirements, sorting out priorities, or resolving schedule conflicts. This is, in part, due to the fact that since the Bank's reorganization, the Central Projects Staff (CPS), and the Education Department within it, no longer exercises direct operational authority over the education divisions, which report up through the regional "chain of command" to their respective Regional Vice Presidents.
2. The style of management and -- perhaps more importantly -- the perceived need to service different countries according to their unique needs, leads to variances in approach by the education divisions. Some regions plan their work ahead farther than others in practice, with others maintaining conscious ad hoc flexibility, e.g., to permit sending a mission out on a several-day-notice basis. Firm regional plans for CP involvement do not extend out beyond 6 months and often may be quite tentative beyond 2 months ahead. Bank intentions for CP mission participation or terms of reference are not communicated in a timely manner to EFD in some instances. For example, one EFD staff member went to the Bank's Paris office for travel tickets for a Bank mission only to find through that means that the mission had been cancelled. Last minute changes, postponements, or cancellations are fairly frequent. This means that "gear up" time (i.e.; familiarization before a mission) is lost and that those whose missions are postponed may not be able to undertake other meaningful work while waiting for imminent departure. Further, EFD's draft mission schedule is not given a regular or timely response in the Bank.
3. Another problem has been the view of EFD as a "manpower pool" or source of individual consultants. This means, in part, that requests are made for specific individuals and others may not be sought by the Bank division chiefs for Bank missions (or even EFD-led missions).
4. Among the consequences of the above problems are that:
 - (a) EFD staff is not being used at the maximum efficiency level, with both lost time and effort and frustration on their part;
 - (b) There is no assurance that EFD services will be provided where they are most needed, i.e., a "first-come, first-served" approach is used as opposed to an overall priority approach.

Discussion of Proposed Improvements

5. As discussed elsewhere in this report, the two principal EFD-led activities will be sector analysis and preparation assistance to governments. These activities will need to be performed well in advance of actual Bank loan decisions and, as such, should be highly susceptible to advance planning. In addition to these principal emphases, an appropriate amount of EFD staff time should be set aside and made available for participation in a variety of Bank missions and for planned support to designated Unesco Secretariat activities.

6. Therefore, it will be necessary to plan carefully the use of several discrete categories of CP work. One category is longer-term planning of sector analysis and preparation assistance. There will also be a need to perform near-term planning and scheduling of CP participation in Bank missions and participation in agreed Unesco activities. At given times during the year, principally at an annual review meeting and updated semi-annually, a need exists to integrate these planning elements, adjust imbalances, and to make an allocation of available CP/EFD resources according to overall priorities: by country and type of activity.

Longer-Term Planning

7. Sector analysis planning should be done on a multiyear (e.g., 5-year) basis that would be updated annually in a formal planning session of all interested parties followed by a midyear adjustment. This would consist of Bank and Unesco collaboration in the following decisions:

- (a) Identifying those countries needing - and receptive to - Unesco sector missions. The need identification step would depend on such factors as existing (or otherwise planned) sector knowledge concerning the country, 1/ the past and future pattern of Bank lending for the country, and the country's relative need for the kind of objective, outside assessment Unesco/EFD could offer.
- (b) Determining priority countries for EFD attention on a worldwide and regional basis. Because CP/EFD is a limited resource, 2/ some selectivity

1/ Whether performed by the country itself, the Bank, Unesco, or others.

2/ This planning approach assumes CP/EFD as a relatively "fixed" resource in terms of size.

is implicit in determining its work program. Some attention to regional balance in the use of the CP - if not in a given year, then over the period of the plan - may need to be taken into account.

- (c) Determining the most appropriate type of sector missions and analyses. That is, does the country need a basic survey, an updating mission or a more targeted subsector or special survey? (A special survey might involve, for example, an analysis of a region or group of regions only within a country.)
- (d) Identifying the appropriate timing for EFD intervention. This decision could take into account the Bank's project pipeline, the country's national planning cycle, and Unesco's activity priorities among other considerations. (The sector analysis might be designed to contribute to a country's national plan if prepared in advance of the plan's completion or serve to carry out detailed analyses of plan decisions and implications after the plan's preparation.)

8. The above factors should be considered by each region individually and then collectively by the Education division chiefs in a joint meeting with the participation of the Education Department. 1/ Unesco administrators should also be involved fully in this planning meeting and raise any concerns or objections at this time. The result of this meeting or meetings would be an overall statement of sector analysis requirements for the CP/EFD, covering the next 5 years. Once established as a multiyear plan, the actual mission scheduling and individual staffing assignments would be left to Unesco. However, the Bank would be able to review and comment on draft terms of reference and request specific types of disciplines to be included, e.g., science educators, mass media specialists, etc.

9. Preparation assistance, particularly in the "bus-stopping" mode, which takes longer in elapsed time will need to be planned well ahead, i.e., 2-3 years and nominally for 5.

1/ Procedures are discussed below.

2/ Assumption: Unesco/EFD is a relatively "fixed" resource in terms of size.

10. This approach to planning takes overall needs and priorities, determines the work to be done and divides up the available manpower resources accordingly. It must take into account the availability of manpower (staff plus consultant) and budgetary resources as a constraint. It also implies an ability to estimate reasonably accurately the applied (and elapsed) time requirements for particular types of missions, modified (by factoring in more or less time) by the particular conditions likely to be encountered in given countries. This forecasting capability was possible within EFD's past work, i.e., for PIM's, PPM's, etc., and should be facilitated by the existence of an accurate EFD time reporting system and historical data base. 1/ Under the revised work program proposed for EFD, manweek estimates for various types of missions will need to be made and modified through actual experience.

Near-Term Scheduling

11. There will continue to be a need to aggregate incremental requests by Bank divisions for participation by EFD staff (or others obtained by EFD) on Bank missions and to resolve any scheduling conflicts that may exist. This near-term (e.g., 6 months ahead) scheduling will also be applicable for EFD participation in Unesco Secretariat activities. To make this near-term planning element work effectively, EFD administrators will need to know, at a minimum, the following:

- (a) The schedule of those Bank missions over the next 6 months for which EFD (or other Unesco Secretariat) participation is requested. This planning could be done essentially on a semiannual basis, but should be updated in the interim as necessary so that EFD could keep ahead on a "rolling" or perpetual 6 months-ahead basis, to help avoid last minute disruptions or excessive uncertainty. This implies a need for regular, e.g., monthly, updating. It will also call for some discipline on the part of Bank managers in establishing, maintaining and adhering to schedules for CP involvement.
- (b) The country, project, and type of mission involved and the characteristics of Unesco/EFD staff participation needed.

1/ EFD appears to have an adequate time reporting system; some new reporting categories may need to be added as a result of Task Force recommendations.

- (c) The start and end dates for the participation, differentiating field and Washington phases if applicable. This would also indicate the number of man-weeks by discipline required and for which phases.
- (d) The areas for proposed CP/EFD coverage and a description of the end product required, e.g., a specific section of an appraisal report. (This information would be supported with mission terms of reference, as appropriate.)

12. A similar approach would need to be established within Unesco to identify requirements for EFD staff assistance. This assistance would generally be of two types: (a) participation in those activities requiring predetermined blocks of time, e.g., for provision of training at IIEP, and (b) ad hoc assistance and advice to other units in Unesco, e.g., on country programming or to those providing technical assistance to Bank-financed projects. The former type would require advance planning as would Bank mission participation; the latter could be provided essentially on a more informal basis. However, all time provided should be carefully recorded for monitoring and subsequent evaluation purposes. To differentiate the two types, a minimum threshold of time (e.g., one man-week) would need to be established to "qualify" for formal, advance planning. A central coordinating mechanism would be needed to pull requirements together and to assist with the two-way interchange of staff (from Unesco to the Bank and to EFD; from EFD to Unesco) within the overall man-week limits prescribed. To the extent these interchanges of staff are within the education sector, they should be coordinated by that sector. An appropriate entity, currently in place, for ensuring this coordination, where such coordination is needed outside the education sector, is the Coordinating Committee for Operating Activities (CCO) under the supervision of Unesco's ADG/CPX.

Bank Coordination

13. An essential prerequisite for successful planning on the Bank side is the need to aggregate at regular intervals overall Bank-wide requests for Unesco/EFD services and to express them in a consolidated, consistent manner to EFD management. That is, the requirements should be stated so that gross peaks and valleys are worked out by the Bank. This should be done in the Bank by a CP Planning Committee composed of a representative of the Education Department and the five education division chiefs, under CPS chairmanship. The EFD Director or his assistant should be present and participate fully in this meeting and bring up any practical constraints that might affect fulfilling the agreed plan.

14. In those instances in which a resource allocation conflict arises between two regions, an attempt would first be made within the Committee to

resolve it. If not possible, the two Assistant Project Directors concerned would be requested to intervene, in consultation with the Education Department Director. Further appeals would be made up the regional hierarchy, culminating in the Senior Vice President, Operations, if need be. (This should be a very rare occurrence.) If the overall pattern of use of the CP/EFD resources were not considered by him to be in the spirit of the Agreement, e.g., if all requests were for "manpower pool" use, the Education Department Director could intervene and make his concerns known to the Senior Vice President, Operations, via the Vice President, Projects. (This should also be a very rare occurrence.)

15. The CPS Education Department would have overall responsibility for liaison with EFD management. On plans related to specific operating matters, direct communications between division chiefs and EFD would be appropriate, with CPS Education kept informed for continuity. Essentially, CPS Education would serve in this planning exercise as a kind of "honest broker," which monitors overall CP use, but without decision authority over specific resource allocations.

Internal EFD Scheduling

16. At present, internal EFD scheduling is done without much consultation, if any, with the individual project officers. This is, in part, a consequence of the uncertainty encountered in dealing with the Bank on planning and scheduling. However, preferences for type of assignment or country should be conveyed on a regular basis to the Assistant to the Director (or to the Director) so that they can take into account these interests in mission scheduling. It is not enough to learn of these interests "through the grapevine" or on an informal basis. Such preferences change over time. For example, a project officer may wish to go on a specific country mission if he had not been to that country or region before. After the mission, he may not continue to have that preference. On an informal basis, with the proposed mission leader, the composition of the team should be discussed to iron out practical problems and to help ensure overall balance for the particular task at hand. While it may not be possible to take into account all mission leader or potential mission member interests in scheduling, given the constraints, some informal discussion on assignments would be appropriate. In an organization such as EFD, where the field work is of such primary importance and consumes a large amount of each professional's time, the Director himself needs to be directly involved in the finalization of mission assignments.

Planning Procedures

17. To facilitate establishment of new planning procedures within the context of the Task Force's overall recommendations, we provide below an illustration of how the planning process might function. Details will remain to be worked out by the principal Bank and Unesco administrators concerned, including EFD management, the CPS Education Department, and the regional education division chiefs.

Documentation

18. Attachment #1 provides an overview of several illustrative CP planning documents and their relationships. Possible documents include the following:

- (a) Form #1: Regional CP/EFD Activity Request, containing essentially country, type of mission and manpower estimates by given time period for 5 years ahead (for use in CP/EFD-led sector analysis/preparation assistance work).
- (b) Form #2: CP/EFD Activity Description, providing backup detail for each item listed on Form #1. This includes an amplification on areas for special emphasis, proposed staffing, timing, priority, and, for sector work, the status of current sector knowledge for the country in question.
- (c) Form #3: Regional CP/Bank Activity Request, for EFD/Unesco participation on Bank missions, containing type of mission, key target dates and manpower estimates by time period.
- (d) Form #4: CP/Bank Activity Description, the analogous backup description form to Form #2 for sector/preparation work; this form indicates specifics of CP assistance requests for Bank missions, including areas of proposed coverage, staffing requirements, and timing.
- (e) Form #5: CP Requirements Plan; this form aggregates the 5 regions' manpower requests (presented on forms #1 and #3 by each region) and provides a basis for resolving differences between and among regions. When agreed on, this form and the accompanying regional and mission descriptive information would then be presented to EFD as the basis for its detailed scheduling.
- (f) Form #6: Unesco Assistance Request; this form would be used to capture Unesco requests for EFD participation and is analogous to the CP/Bank Activity Request (Form #3). It would be accompanied by a description similar to that provided on Form #4 for each listed item.

Procedures

19. A sequence of steps and responsibilities for carrying out the annual planning process could function as follows:

<u>Step</u>	<u>Lead Responsibility</u>
(a) Issue "planning call" to regions, including any special guidelines (at the time of initial Bank budget formulation)	- P&B initiates annual budget process <u>1/</u> - CPS Education initiates CP planning cycle for CP Planning Committee
(b) Prepare draft CP planning requests in regions	- Regional education division chiefs, in consultation with regional management, program coordinators
(i) CP/EFD Activity Requests (Form #1, Form #2's)	
(ii) CP/Bank Activity Request (Form #3, Form #4's)	
(c) Aggregate and review regional requests; identify uneven demand levels, schedule conflicts (Draft Form #5)	- CP Planning Committee (regions, CPS Education); CPS Education to provide staff support
(d) Review total CP Requirements Plan and resolve conflicts collectively (Form #5)	- CP Planning Committee, plus EFD managers
(e) Submit adjusted/updated CP Requirements Plan to EFD (Form #5 and all supporting documentation)	- CPS Education, as liaison for CP Planning Committee
(f) Prepare Unesco Assistance request for EFD staff	- Education sector and CCO/CPX (coordinate) - Other parts of Unesco (submit requirements)

1/ See paragraph 22.

- (g) Review EFD-led sector, Bank assistance, and Unesco assistance requests vis-a-vis available resources; raise and resolve planning issues - EFD administrators, working with CPS/Education, Unesco staffs and, as appropriate, regional division chiefs directly
- (h) Agree to CP plan - All parties

20. A mid-year update procedure would follow a similar pattern to the sequence above, but perhaps could be handled more expeditiously. A key difference would be that sector analysis and preparation assistance changes would be relatively infrequent at the mid-year review; therefore, the review would focus largely on Bank (and Unesco) assistance requests for the succeeding 6 months. The same basic forms could also be used for the mid-year review.

21. As needed, assistance request changes may need to be made on an "out-of-cycle" basis, that is, changes in plans and schedules that must be made at other than the time of the annual or mid-year planning reviews. To the fullest extent feasible, such changes should be minimized as they are disruptive and result in an inefficient use of CP manpower. The implication is that where CP participation is to be used on Bank or Unesco activities, it should be planned on a 6-month ahead basis and adhered to wherever possible.

Note on Budgeting

22. It should be recalled that Unesco is on a biennial budget and the Bank is on an annual budget. This means that actual CP cost changes for the Bank as a result of the annual plans can be made annually, but only every other year for Unesco. (This should not be too great a problem in that EFD is considered to be a relatively fixed resource, except for inflationary increases.)

Region _____

Date _____

I L L U S T R A T I V E

REGIONAL CP/EFD ACTIVITY REQUEST

Annex VII

Form #1

Country	Type of Mission	Manpower Estimates									Priority	
		19					19	19	19	19		Total 19__ to 19__
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Year Total						
1. X---	Basic Updating		120			120			30		120 30	High Medium
2. Y---	Preparation Assistance		10	10	10	30					30	High
3. Z---	Special Basic				30	30				120	30 120	High Medium
			130	10	40	180	-	-	30	120	300	

Comments:

Date

CP/EPD ACTIVITY DESCRIPTION

1. Country: X---
2. Mission Leader: Mr. Ygrec
3. Type of Mission:
- Basic Subsector(specify) Secondary education
- Updating Special (specify) _____
- Preparation assistance*
4. Areas for special emphasis:
- Analyze rural education and vocational training
in Northern Districts
5. Proposed Staffing:
- | | |
|---------------------------------|---------------------------|
| - sociologist | <u>Manweeks Requested</u> |
| | 2 |
| - agricultural educator | 4 |
| - public health specialist | 2 |
| - vocational technical educator | 4 |
| - economist/manpower specialist | 4 |
| Total | <u>18</u> |
6. Timing: (end product needed by 11/76)
7. Priority:
- high**
- medium**
- low
8. Current sector study status:
- no sector study available
- sector study available, prepared by USAID, dated 1/72.
9. Comments: project lending planned for FY78.

* for this category, estimate elapsed time required and indicate in comments probable nature of assistance required, * and periodicity of missions, timing of needed staffing.

** no more than 1/3 of requests in this category.

Region

Date

I L L U S T R A T I V E

REGIONAL CP/BANK ACTIVITY REQUEST*

ANNEX VII

Form #3

COUNTRY/ PROJECT	Type of Mission	Key Mission Dates				Manpower Estimates (M/W)						Probability of Schedule Adherence	Secondment Priority
		Field		Washington		1977					1978 (Total)		
		Start	End	Start	End	1st. Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Year Total			
1. X--- (Secondary General)	Preparation/ Appraisal	1/1/77	2/1/77	2/1/77	7/77							H	H
2. Y--- (Rural Primary)	Completion	4/1/77	4/21/77	-	-								

* For use in CP/EFD participation in Bank-led mission/activities.

Region

ANNEX VII
Form #4

Date

ILLUSTRATIVE

CP/BANK ACTIVITY DESCRIPTION

1. Country: X - - -
2. Project Name: II, Secondary General
3. Type of mission/activity: Preparation/appraisal
4. Areas of proposed CP coverage:

- rural school needs in Eastern District
- curricula development for same

5. Description of CP end product:
 - chapters on above for appraisal report

6. Staffing requirements:

<u>Description of disciplines required:</u>	<u>Manweeks Requested</u>
- general educator	6
- agricultural educator	6
	<hr/>
	12 Total

7. Timing:

- a. Washington briefing required No Yes; dates _____.
- b. Field work: Start date 1/1/77; end date 2/1/77.
- c. Washington work: Start date 2/3/77; end date 2/15/77.

8. Comments:

- T.O.R. to be mailed 10/76.
- Mission may be postponed 1 month due to government delay (decision by 11/1/76).

COOPERATIVE PROGRAM REQUIREMENTS PLAN

Date _____

ILLUSTRATIVE

REGION	Type of Requirement	MANPOWER ESTIMATES (M/W)										COMMENTS	
		19__					19__	19__	19__	19__	19__ to 19__		
		1st Qtr (1)	2nd Qtr (2)	3rd Qtr (3)	4th Qtr (4)	Year Total (5)							
LAC	CP-led*												
	Bank-led**							/	/	/	/	/	
	Subtotal							/	/	/	/	/	
EMENA	CP-led*												
	Bank-led**							/	/	/	/	/	
	Subtotal							/	/	/	/	/	
WAF	CP-led*												
	Bank-led**							/	/	/	/	/	
	Subtotal							/	/	/	/	/	
EAF	CP-led*												
	Bank-led**							/	/	/	/	/	
	Subtotal							/	/	/	/	/	
ASIA	CP-led*												
	Bank-led**							/	/	/	/	/	
	Subtotal							/	/	/	/	/	
	TOTALS												

Note: Column (1)-(6) Totals equal all work; Columns (7)-(10), sector and preparation assistance only.

* for CP-led sector and preparation assistance work

** for participation in Bank missions/activities.

Date _____

ILLUSTRATIVE

UNESCO ASSISTANCE REQUEST:
WORLD BANK/UNESCO COOPERATIVE PROGRAM

ANNEX VII
 Form #6

Requesting Unit	Description of Assistance Request	Key Dates				Manpower Estimates (M/W)*						Comments
		Field		Paris		1977					1978 (Total)	
		Start	End	Start	End	1st. Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Year Total		
IIEP	Training Course on Project Preparation	-	-	1/1/73	3/1/77	16	-	-	-	16	16	Annual Course; 2 General Educators per course
Education /EPP	Planning Assistance Mission/Country X	4/1/77	5/1/77	5/1/77	6/1/77	-	8	-	-	8	-	Agricultural Educator
						16	8	-	-	24	16	

Overall Comments:

* Minimum request for planning: 1 manweek.

EFD INTERNAL ORGANIZATION AND MANAGEMENT

1. This annex addresses the question: should the internal organization and management of EFD be changed, or is it efficient and effective as it is? This assessment is made as a part of the overall Bank/Unesco CP study in that EFD is the principal operating arm of the CP, i.e., it was set up in the agreement between the two parties as the unit in Unesco exclusively devoted to carrying out the CP work.

2. After a brief description of the unit, this annex covers problems identified in organization and management, 1/ discusses a number of related issues and provides recommendations.

Characteristics of EFD

3. EFD has a collegial, professional working environment. It carries out its work under a "mission team" approach, with a fluid internal organization depending on the nature of the field work and follow up to be performed. Thus, it is the mission leader, more than the Division Director, who organizes, executes and largely controls the work to be performed and its end products. There is also a peer group review of work, or "division meeting" which is generally held to be an effective form of constructive criticism and review when an adequate number of staff is available and able to devote attention to the effort. There is considerable trading off of mission leader responsibilities, with a mission member on one assignment becoming a mission leader on the next assignment. The "project officers" (the name given to all operational staff) essentially work independently in terms of their respective contributions.

4. The Division has been characterized as a unit with "one general and 26 colonels." In fact, the grade structure of all project officers is the same, P-5 (similar to the "M" level in the Bank). Thus, it is egalitarian, with no intermediate hierarchy, or supervisory layering. There are no other internal groupings within the Division, except on highly informal grounds. There are no geographic groupings or regionalization of assignments. 2/ Similarly, there are no formal groupings by professional discipline (such as economists, technical or agricultural educators) or by level or type of education (such as primary, higher, teacher training).

1/ Planning and scheduling of CP work is covered in Annex VII.

2/ Some staff, because of language training, interest, or prior experience, tend to gravitate toward certain countries or regions.

5. In general, it is a unit in which there is considerable mutual respect and close working relationships in Paris and in the field. There has appeared to be considerable professional satisfaction in the CP work content over the years, perhaps one reason for the very low staff turnover. As shown in the basic statistics (Annex IV), the group is highly experienced, both in education and in work and residence in developing countries.

Identified Problems

6. It appears that the work review exercise via the "division meeting" to critique draft work products may be uneven as a quality control procedure. Some EFD staff feel it has decreased in quality recently. Its success depends on those operational staff present in Paris who also are able to devote sufficient time and effort to the review. In other words, a given report may pass through the process with less than a full critique. There are no assignments made currently for taking leadership in the review, e.g., an "assigned reader" function or a review committee. At present, one administrative position is unfilled, which was explicitly a quality review function when previously assigned. This means that the Acting Director, also involved with Unesco Secretariat planning, budgeting and related matters is able to devote relatively less time to work review activities than before - or that is probably warranted.

7. Similarly, there is no internal procedure or follow-up in place to ensure the timeliness of work products. The former EFD director felt that it was appropriate to devote 100 calendar days from the return of a project identification mission (PIM) to the completion of the report. For a variety of reasons, the preparation of the PIM report has typically taken five or six months or more to complete (see Annex IV).

8. At present, assignments are made on a worldwide basis, with relatively little concentration of individuals by country. This is considered necessary in practical terms, given the small size of the staff and the variety of mission demands placed on the Division by the Bank regional divisions. This geographic universality has the "plus" of adding a comparative education dimension (as a complement to the Bank's geographic specialization), but the considerable "minus" of loss of country continuity as EFD staff undertake their own missions or participate in those of the Bank. This means that EFD in general and individual project officers specifically may lack familiarity on a regular basis with certain countries and their educational needs. For example, EFD conducted a PIM mission to Chad in 1968, but did not return until 1975, a gap of 7 years. In Bolivia, it was 6 years between EFD preparation work and the next PIM mission. 1/ Further,

1/ There may have been, in the interim, EFD individuals participating in Bank reconnaissance or other missions; this was the case in Bolivia.

there is no assurance that a given individual will go back to the same country subsequently.

9. The size of the unit is about at, or even over, the maximum given the current form of organization (i.e., with no intermediate hierarchy). For example, there are indications that the Acting Director has been unable to devote sufficient time recently to the mission scheduling and assignment process, as he did before.

10. The travel load is very high for some EFD staff members, e.g., with 8 project officers in the field over 100 days in fiscal year 1975. Two were in the field 5-6 months last year. The EFD average (90 days) is equal to the Bank's desired maximum for its operational staff. This is due in part to the nature of EFD's work, but is also a reflection of planning and scheduling problems, resulting in peaks and valleys and individual imbalances, with some staff over and some under utilized.

11. The Acting Director has been in an acting capacity for one year. This has a bearing on the ability to manage effectively and comprehensively the work of the Division. For example, only two administrators are in place at present, where three functioned earlier. The Acting Director cannot make this third administrator assignment at present because of the uncertainty of his own assignment.

12. A homogeneous staff also means that senior, experienced persons must do detailed statistical or data compilation that could be done by less experienced staff, such as a research assistant. In other words, the professional experience of the project officer may be inefficiently utilized or becomes "watered down" as he performs work that could be done by others. (This has been particularly acute on field preparation missions, where project officers are found to be typing, collating, etc.). 1/

13. The amount of nonoperational time (e.g., other than pre-mission, mission, and post-mission report writing time), is high in EFD (approximately 18% of the total). Some of the residual is "down-time" that is not being used as productively as it might. In part, this nonoperational time is a direct result of planning and scheduling problems in dealing with the Bank's 5 divisions, or in other words, not controllable by EFD. (It may also reflect a recent diminishing of Bank "demand" for EFD services). For example, one individual was kept on weekly travel notice from May to November because proposed missions were constantly being postponed or cancelled. With a "packed suitcase," the individual could not readily undertake another significant project that he might have performed during the interim. On the

1/ EFD secretaries have participated on some preparation missions.

other hand, a greater contribution could (and we believe should) be made than is presently the case to the Unesco's Secretariat's support to member countries (e.g., in training, country programming, or advice on technical assistance). This would require a more rational advance planning approach than is presently in place. 1/ (This may be a contributing factor to the fairly pervasive view within Unesco that EFD is an aloof and isolated unit.)

Discussion of Issues: Internal Division Management

Need for Director

14. A need exists to appoint a permanent Director. As mentioned above, only two administrators are in place at present for 27 operational and 18 support staff. 2/ Much of the Acting Director's time is devoted to Unesco relations, and participation in Secretariat planning and budgeting activities is time-consuming. At the same time, internal management needs require considerable attention, probably more than is currently provided, in (a) work planning and scheduling; (b) resource allocation to EFD, Bank, or Unesco activities, (c) work quality review and follow up, and (d) assurance of timely work outputs.

15. The Director, when appointed, should be thoroughly familiar with the Division's technical work, and preferably have similar credentials to those being supervised. This would help to ensure the maintenance of high quality standards and the concentration of the project officers on professional work.

Deputy Function

16. If both a Director and Deputy were in place -- as we believe they should be -- we could envision the Director covering outside-EFD relations (e.g., overall relations with the Bank) and dealings on policy and plans at the Secretariat level, as well as overseeing the work of the Division.

1/ Discussed in Annex VII.

2/ In the Bank, it is considered appropriate to establish a new division when the size of the unit reaches 20 professionals. (Workload, of course, differs in the two organizations, and too close a comparison should not be made.)

17. The Deputy could then devote the bulk of his attention to internal operations within the Division, with particular emphasis on work review. In our view, it is important that the person performing this review have the authority to direct change, if needed. This was not the case with the previous incumbent assigned to the review function who was in a "peer group" situation.

Third Administrator

18. A third administrator would be appropriate, drawn from the ranks of project officers on a rotating (e.g., 1 or 2 year) basis, and assigned as "Assistant to the Director" for operational planning and scheduling. ^{1/} The exact division of duties between this function and that of the Deputy would need to be worked out, but should not pose a major problem.

Editor Function

19. If a more purely editorial function were to be included, it would likely be restricted to improving report writing style per se. An editor would not likely have the grounding in education to perform the substantive review of a quality control reviewer. It may be appropriate to ask for assistance as needed from Unesco Secretariat editors to read reports before they are sent to governments. This would not be an assignment to the Division, but a support service to it from Unesco.

20. As to the need for English language reports for the Bank, this is considered necessary. The Bank's working language is English and the projected larger readership envisioned for the broader sector analysis reports we recommend ^{2/} will call for that report to be in English. This is one way to help ensure its relevance to Bank managers. Local language versions should also be prepared as a regular matter and in a timely fashion.

Other Needed Functions and Staffing

21. It does not appear that other needed functions are required in the administrative group. It may be appropriate to add one or more research assistants as staff openings occur to aid in report preparation. This should be cost effective, particularly in terms of project officer productivity. More junior operational staff other than P-5's might also be phased in over time for mission-related work and in a training status for full project officer duties. They might have to serve in an "apprenticeship" capacity in their first few field assignments. Of course, the sector analysis role also will call for other disciplines and specialties than those currently available

^{1/} This function is, of course, performed at present.

^{2/} See Chapter IV.

in EFD. These should be drawn from Unesco at large as frequently as necessary. As certain specialties may become needed regularly (such as manpower or behavioral sciences specialists), they should be added to the staff, within staffing ceilings.

Intermediate Hierarchy

22. On balance, with the present size of staff and the mission-oriented approach used, it does not appear necessary to establish an intermediate supervisory layer, e.g., by professional discipline, by seniority or on some other basis. (This recommendation assumes that the size of the Division does not increase and that a Deputy is in place.)

Regionalization of Staff

23. It does not appear appropriate at this time to regionalize the staff according to rigid geographical lines. The number of project officers available is too small a group to be assigned exclusively to regions. Scheduling would be rendered more difficult if not impossible and the strong plus of comparative education, which is particularly useful since the Bank has regionalized, would be lost. This is not to say that certain individuals with specialized language skills, prior background, or current interests should not tend to be assigned to work on certain countries on a recurring basis. In fact, it makes sense for mission leaders on sector analysis missions to follow through with reconnaissance, appraisal or subsequent missions with the Bank wherever possible. The key point on regionalization is that it would restrict EFD staff to specific geographic areas; this does not appear feasible or appropriate at this time and is not recommended.

Country Coverage Assignments

24. However, the Task Force believes that the EFD staff should be given "country coverage assignments." This would not be regionalization, but implies assigned responsibility for each project officer to monitor educational developments in a group (say 3-4) countries on a regular basis. Assignments could be rotated after several years, but not so frequently as to lose continuity. Initial assignments should focus on countries in the multi-year work program (see Annex VII).

25. This approach would have the following advantages:

- (a) Country educational development and Bank-financing information ^{1/} for that country would be collected and maintained within EFD by assigned individuals on a regular basis.

^{1/} This would not be a "statistical warehouse", but targeted information germane to (i) EFD's basic work, and (ii) external, including Bank, financing.

- (b) A greater EFD continuity than at present would be maintained on an explicit basis with individual countries.
- (c) EFD could then be prepared to advise Unesco units better (for example, in education or CPX), that are organized on a regional basis. These assignments should facilitate EFD contributions to Unesco (and ultimately to member state) thinking on such matters as other sources of financing for education projects, educational planning, technical assistance or other Unesco assistance to individual countries.
- (d) EFD would be at a greater "state of readiness" to mount a sector analysis mission or participate in a Bank appraisal or other mission. When a particular mission assignment comes up, the mission leader and team would first consult with the individual who maintains the dossier of information and who is up to date on current developments. (If schedules permit, the assigned individual would go on the mission.)
- (e) This activity can be fit in readily between other assigned duties, even if only one or two days are available at a given time.

26. Disadvantages include the possible tendency to concentrate individuals on only a few countries and a possible diminution of the "universal/comparative" education perspective. This does not appear to be likely, and assignments can and should be rotated periodically. There might also be a tendency to be called upon by Unesco country-oriented staff too much. A balance would need to be struck between provision of assistance and advice to the Secretariat (or going on Unesco missions) and the performance of EFD's own sector analysis and Bank-related or other work.

Assignments to the Field

27. The EFD staff spends a great deal of time in the field. The question arises as to whether or not some EFD staff should be physically decentralized to the field. This question is inevitably related to CP/EFD's role. 1/ Given the principal recommended emphasis on sector analysis and

1/ Unesco's possible further decentralization/regionalization would also be a factor.

preparation assistance work, both of which have an outside assessment or assistance connotation, it does not appear appropriate for any EFD staff to be assigned to the field permanently or on a tour of duty basis at this time. More rational and longer-term planning should help minimize field work overloads presently encumbering individuals. And, there would be a loss of synergy with the rest of EFD and a loss of needed contacts with other technicians and specialists within Unesco if decentralization occurred now.

Size of EFD Staff

28. This is a complex question arising out of (a) determining the number, type and amount of missions and other work projected over the next 3-5 years, (b) assessing the manpower requirement estimates and required disciplines for each type of work or task.

29. The Acting Director of EFD has already taken steps to reduce the number of project officer authorized positions within Unesco. The work program defined by the Task Force is designed to replace, not supplement, the current project identification and preparation work of EFD. Sector analyses, after basic surveys in a given country, may give way to updates or subsectoral analyses requiring less time. Participation in Bank project-related or other missions and in selected Unesco activities to the extent likely to be needed and appropriate should be possible within existing staff limits. It is true that a variety of Unesco specialist participation is likely to be sought in the future. At least a key portion of this support should be available for "time-sharing" with EFD, and the rest from the existing CP consultant budget. Thus, it does not appear that EFD's regular staff would need to expand as a result of the Task Force's recommendations. (See Annex X for a further discussion of cost factors.)

EDUCATION SECTOR REPORTING SYSTEM

Introduction

1. This annex summarizes the main features of the proposed "Education Sector Reporting System" (ESRS). After a brief review of the main types of the Bank's and/or Unesco's present activities involving sector work, the objectives, coverage, structure, and instruments of the ESRS are discussed. A preliminary assessment of manpower requirements is also provided together with an outline of suggested procedures. The discussion of the reasons why we propose to suggest to assign Unesco responsibility for the ESRS is provided in the text of the report (Chapter II).

Types of Sector Work

2. At present, education sector work undertaken by the Bank and/or Unesco encompasses a wide variety of activities -- some with a project orientation and others without it; some "analytical" or "positive" in nature and others "policy-oriented" or "normative"; some with an intrasectoral perspective and others with a broader, intersectoral horizon ^{1/}. In fact, there is no one kind of Bank or Unesco mission which is synonymous with sector work. Neither is sector work necessarily associated with sector missions to the field.

3. The following list summarizes some of the most important types of sector work, based on present practices:

(a) Education Sector Review (e.g., Ethiopia, Iran, Kenya, Zambia, and Sudan). ^{2/} This is a very thorough and comprehensive analysis of a country's educational needs and priorities, which typically involves the elaboration of alternative long-term educational strategies and the preparation of detailed, phased programs of implementation of the strategy chosen by the government. (The whole process may take 2-3 years). Education sector reviews are typically carried out by the countries themselves, normally with a view to significantly overhauling present orientations and are often supported by appropriate inputs of outside expertise in areas and/or specializations in which local expertise may not be available. In most of these cases, the external provision of advice has a connotation of "educational planning assistance."

^{1/} Whenever reference is made in this annex to an "intersectoral" approach, the term "sector" is used in its economic definition (e.g., agricultural sector, industrial sector, etc).

^{2/} The first two have been completed; the others are in progress.

(b) Sector Survey (e.g., Unesco's survey in Zaire or the Bank's surveys in Saudi Arabia or in Indonesia). This is a comprehensive type of sector work, comparable in its scope to Bank basic economic reports and designed to provide a wide-ranging analysis of sector issues, needs and policies cast in a medium to long-term perspective. The emphasis is typically on intra-sectoral priorities, but with a view to the broad pattern of socioeconomic development.

(c) Sector Review for Economic Reports. The purpose of these reviews is to update, integrate and reconcile the results of previous sector work into an overall economic analysis. Consistent with the nature of the report, the emphasis tends to be on overall resource mobilization and allocation, and should include intersectoral links and priorities.

(d) Project Identification Mission (PIM) or Reconnaissance-in-Depth (RID) Reports. For all practical purposes these reports are presently equivalent. The coverage tends to be narrower than in sector surveys and the analysis focuses on areas that lend themselves to external financing (the Bank being the main possible financing source). In most cases, each PIM or RID report is an essential component of the project cycle for one given project, rather than the basis for a series of projects, as is the case with sector surveys.

(e) Sector Memorandum. This document includes a discussion of the main education issues, priorities and policies in a country (as well as of present gaps in sector knowledge and the proposed sector work program), but the main emphasis is on the identification of a lending strategy and program for the Bank;

(f) Project Brief. This document -- which is now being experimented with in the Bank -- is designed to improve the project content of country operations programs and provide a better link between project design and sectoral priorities.

(g) Other Project-Related Activities. These are activities which have a different main purpose, but which often include a significant proportion of sector work: (a) reconnaissance missions (the definition of a project's possible contents often involves discussion of broad sectoral issues and priorities); (b) project preparation missions (there is typically a certain amount of sector work to spot-check PIM or RID findings and recommendations and/or to update them); and (c) supervision missions (in accordance with the Bank Operations Manual, Section 3.50, supervision reports are expected to include a section on "overall policies in the sector or subsector and a summary of the borrower's future investment plans").

Objectives of the Education Sector Reporting System

4. The basic objective of the proposed Education Sector Reporting System would be to provide a program of systematic monitoring of educational issues and priorities in selected member countries using a flexible array of

missions, studies, and ensuing reports. By "selected," the Task Force acknowledges that (a) the Bank will continue to perform a significant amount of all sector work done (1/3 or so) and that such work would be the principal, but not an exclusive, Unesco responsibility and (b) the ESRS would not cover all countries for which Bank lending is anticipated. This latter point implies that priorities for sector work will need to be established through the CP planning process.

5. Specifically, the system should provide the country concerned, Unesco, and the Bank with:

(a) Sound, objective and up-to-date analyses of the country's education and training system and its capacity to contribute to economic, social and cultural development efficiently and equitably;

(b) An identification of the needs, gaps, imbalances or other impediments in the country's present education policies, structures, processes, or provision of education and training services, as they affect the education system's contribution to overall development, and a review of government policies, strategies, and approaches designed to address the above issues;

(c) An outline of alternative strategies to overcome these gaps and imbalances and an examination of their implications in terms of resource requirements and availability, including investment needs and possible priority areas for external financial assistance, particularly that of the Bank.

Thus, the analysis would move from a broad, overall examination of the educational system to a more focused review of selected areas in need of and susceptible to financing by the Bank or perhaps other sources.

6. For the purposes of undertaking the above tasks, the education system should be viewed comprehensively as embracing formal, non-formal, and informal aspects of learning. In this broader view of the learning process, consideration would be given to such dimensions as cultural, community or family activities, mass media, and on-the-job training, as well as the more traditional modes of educational delivery. The role of scientific research and its application, as an adjunct to the learning and educational and socioeconomic development process, would also be considered.

7. The sector reporting system would include the following characteristics:

(a) It would provide an outside, objective analysis of country education issues, policies and potentials. As such, one of its contributions would be to help assist the Bank, as a prospective lender, in establishing the country's eligibility for external financial assistance. It would also provide a principal basis on which a sector lending strategy could be built by the Bank and with which one (or a series) of projects could be identified and designed. The analyses, if found acceptable, could also make an important

contribution to the country's formulation of its own education programs and policies and also represent a useful background for the units in Unesco dealing with member states on education and providing planning and UNDP country programming assistance. However, because of its nature, (as an "outside" assessment), it would not be viewed as a direct input to such assistance.

(b) It would identify priority areas for both internal and external investment, but would leave specific project item identification and costing for possible Bank financing to the Bank, in direct dialogue with the country. (This is in contrast to current practice with the PIM reports.)

(c) The system would assess, qualitatively and quantitatively, the education and training needs of the various socioeconomic sectors in the country. However, it would not seek to evaluate the overall pattern or "mix" of resources to be allocated among the various sectors, e.g., education vs. industry or agriculture.

(d) The system would attempt to estimate the amount of external resources required to implement the educational development strategy selected by the government and those education areas or subsectors in priority need of external financing, either by the Bank or other multilateral or bilateral agencies. The establishment of a specific borrowing strategy would be, of course, the country's prerogative. Similarly, as indicated above, the Bank would define its lending strategy vis-a-vis the country, taking into account, as appropriate, the analyses prepared under the ESRS.

8. Further, the ESRS analyses would serve to complement, but not to substitute for, the development of a country's own sector analysis capability. Such a capability would be an integral step in the country's capacity to plan and manage well its own education system, and is to be encouraged whenever and wherever possible. The analyses done by outsiders - such as the Unesco CP - and those done by country officials themselves should be mutually reinforcing.

Possible Instruments of the Education Sector Reporting System

9. The nature of the task to be performed by the ESRS calls for both systematic and flexible approaches to sector work as against the present relatively fixed nature of both PIM and RID missions. ^{1/} This implies that a long-term sector work program will have to be prepared for each country covered by ESRS and that this program will rely on a variable contribution of desk studies and sector missions, the latter timed and sequenced to fit the specific conditions of each country assessed. The principal instruments to be used would be as follows:

^{1/} In a sense, the ESRS would play an analogous role, in a sectoral perspective, to Bank economic reporting.

(a) Basic Sector Analysis Reports, providing a comprehensive review of educational development in the country concerned (including a historical analysis, an assessment of present structures and processes and an evaluation of long-term strategies and trends). These reports would normally be coincidental with the preparation of the country's socioeconomic development plan (typically every 4-6 years) and other available sector knowledge ^{1/}, and would build on previous updating, subsector and special reports. Whenever possible, preparation of these reports should be coordinated with the preparation of Bank basic economic reports -- to avoid duplication of efforts and to maximize interaction.

(b) Updating Reports, providing a review of the most important educational developments since the last basic reports; the frequency would be every two or three years, which implies one updating report about midway in a national plan's implementation cycle.

(c) Subsector Reports or Special Studies, covering a wide variety of education subsectors (e.g., "primary/basic education", "vocational training", etc.) or topics (e.g., "distribution of education opportunities", "the management of the formal education system", etc.) and at various levels (region, country, group of countries). This could be the preferred approach in some geographical areas (e.g., Latin America), where other reliable sources of overall sector analysis may already exist. Subsector reports and special studies may or may not be associated with a mission.

Possible Coverage of "Basic" Reports

10. Given the flexibility that needs to be built into the ESRS, no rigid prescription of detailed report outlines is possible. Even in those cases in which a "basic" mission is required, it is probably inappropriate to provide a priori a detailed outline of the basic report, as the basic report is not intended to be uniform and encyclopedic, but should rather be issue-oriented and therefore have a fairly flexible format. However, it can be expected that the "logical skeleton" of many basic reports would be as follows:

(a) The Learning Needs. This would first examine the country's overall socioeconomic development objectives and relate to them the country's learning needs. This would include the traditional analysis of manpower and training needs in the modern sector, but should also include, where possible and appropriate, assessment of learning needs in the transitional and traditional sectors, including questions relating to cultural and technological development.

(b) The Present Delivery Systems. This would analyze the process of formation and the present structure of the country's system of delivery of formal, non-formal and informal education. The discussion would focus on the

^{1/} Scheduling the sector work before the completion of the country's development plan would emphasize the "planning assistance" function over the "analytical" and "evaluation" functions.

basic issues of relevance of contents, distributional equity, educational efficiency and cost/effectiveness, covering aspects such as aims and objectives of education, curricula contents, education technology, planning and management, education finances, etc. The overall focus of the analysis would be on the ways in which the present system responds to basic learning needs; in other words, in contrast to PIM's, the analysis should not be conditioned by the need to justify a given project.

(c) Education Development Strategies, Plans and Policies. This would include a systematic analysis of the policies, plans, and existing and proposed programs of the various education authorities in light of the perceived learning needs of the country. Where appropriate, such additional dimensions to the learning experience as the impact of local communities, the family or the private productive sector would be taken into account. While detailed contents of alternative educational development strategies would be beyond the scope of the mission, suggestions as to broad lines of alternative options could be useful to all parties concerned. However, a more thorough assessment of the preferred alternative and its rationale would be needed.

(d) Identification of Priority Areas for Investment. This would comprise identifying education subsectors or areas for investment and, in particular, those suitable for external financing and which deserve priority, either because they are essential instruments of the chosen development strategy or because they constitute essential components of optional alternative strategies recommended to the authorities.

12. In summary, the ESRS would complement indigenous sector work by providing an objective, outside assessment of country needs, plans and programs. It would focus on priority areas for external financing, rather than on project item identification and costing. The ESRS would provide background analyses and an information base to help support Unesco work related to country programming, Unicef cooperation, Funds-in-Trust administration, country educational planning assistance, etc. And, ESRS would provide background analyses that would contribute to the Bank's country lending strategy, its sector memoranda formulation, and aid in its projection selection.

Suggested Procedures

11. An outline of suggested procedures is provided in the Appendix to this Annex. The selection of the country and the identification of the types of sector activities to be performed would be based on a five-year sector work program agreed upon between Unesco and the Bank. For all Unesco sector work, the Bank would be consulted on both the draft terms of reference and the content of draft reports and due consideration would be given by Unesco/EPD to the Bank's comments and indications of "areas of concern" (see Appendix). Always, in the case of "basic" sector missions, and whenever feasible in the case of other missions, the Unesco mission leader would be given an in-depth briefing in the Bank before the mission's departure. In order to provide a comprehensive picture of the Bank's expectations and the Bank's view of broad

development patterns as well as intersectoral links and priorities, these briefing sessions would normally involve the regional divisions concerned (education, programs, selected projects divisions as appropriate) and CPS. As appropriate, the Bank may request the participation of Bank specialist(s) from CPS and/or regional divisions), reporting to the leader of the Unesco sector mission. 1/ CPS Education should help ensure that appropriate briefings of EFD staff are conducted.

12. Following the briefings by the Bank, and the conduct of the sector work the draft sector report would be discussed with the authorities of the country concerned to eliminate as far as possible factual errors or misunderstandings. However, the report should not be formally cleared with either the government or the Bank -- it should remain an independent technical assessment by the staff of the Unesco Secretariat. (This aspect of the present PIM reports would be retained.) Normally, the reports would not be published; they would be addressed to the government and copies distributed only to the Bank and the agencies or governments indicated by or agreeable to the country concerned. The reports would be marked and treated as "confidential."

Staffing Implications

13. The flexibility suggested for the ESRS makes it difficult to specify other than broad indications of staffing requirements. The staffing of subsector or special studies would depend on the objectives and nature of the task involved, the amount of data available and the extent to which local expert cooperation can be obtained. In the case of updating missions, a general educator/education planner, a vocational/technical educator and an agricultural education/rural development specialist would probably suffice in most countries. 2/ Assuming two weeks for preparation (total: 6 man-weeks), three weeks in the field (9 man-weeks), four weeks for each mission member to produce his portion of the report (12 man-weeks) and four weeks for the mission leader to assemble the draft, discuss and revise it, the whole process could typically take some 31 man-weeks - say, 35 man-weeks including a reasonable provision for contingencies.

14. The team for a basic mission would necessarily be larger and would probably comprise a number of the following:

- a demographer or an anthropologist/sociologist
- an economist/human resource expert
- a general educator/education planner
- an agricultural educator/rural development specialist

1/ The Bank should also allocate the time required by the Bank participant for report writing, as needed.

2/ An economist may be needed in lieu of one of the above.

- a vocational/technical educator
- a higher education specialist
- an education architect/facilities planner 1/

In addition, the team might include experts in adult education, health training, production of teaching/learning materials, mass media, etc. -- if and when required. In any case, most of the specialists in this group would probably be needed for short periods only, say, 2-3 weeks in the field followed by 2-3 weeks for report writing. On the whole, it can be estimated that about 120-150 manweeks at the outside (including contingencies) would be required for the completion of the basic mission.

15. It should be emphasized that both the typology of sector activities as well as its staffing implications as outlined above should be interpreted as illustrative of possibilities rather than as a prescription for a uniform pattern of activities. As suggested above, the optimal combination of sector work activities in each country can only be decided in terms of the specific conditions of that country. There seems to be little doubt, however, that a wider range of highly specialized skills than is presently available in EFD would be required to implement the ESRS. However, the introduction of the ESRS would be accompanied by a progressive "opening" of EFD toward the rest of Unesco with a consequent greater participation of the rest of the House in CP activities. It is not suggested, therefore, to add any new specialists to the present EFD staff at this time, until specific demand for such services can be determined more fully. On the contrary, EFD staff as mission leaders of these sector missions might have to emphasize their experience as "generalists" over their skills as narrower specialists. Also, the priority need for "generalists" (economists, general educators/education planners, rural sociologist/rural development experts) should be recognized when hiring new staff for EFD as openings occur.

16. In view of the "systematic" and longer-term (as opposed to a "parachute") or one-visit nature of the work involved, a substantial degree of

1/ The role of the education architect/facilities planner (who should also have some experience in school building inventory and mapping) would be to analyze and assess physical planning and school building construction (norms and standards, administrative arrangements for school building construction, architectural briefs, selection of architects, civil works procurement methods, supervision arrangements, and other quality control measures, maintenance arrangements, etc.). This would provide a better evaluation of physical planning in education and permit an early identification of implementation issues, which could result in more realistic design of projects and more efficient project implementation.

staff continuity is indispensable for the success of the ESRS. Since regionalization of EFD is not feasible because of its limited size, "country coverage" assignments will need to be made in which responsibility will be assigned to each EFD staff to monitor and follow up on educational developments in a small group of countries among those to be covered by the ESRS.

Questions of Feasibility and Suggested Approach

17. The need for a broader and more thorough education sector knowledge is generally recognized in the Bank as a basis to support an increased lending program (108 projects in 74 countries in FY1975-79 versus 77 projects in some 58 countries in FY1971-1975), spread over a larger number of countries and focused on new types and levels of education. A quantification of the total projected "demand" for sector work is now being prepared by the regions as part of the elaboration of their five-year sector work programs. It is expected that the "demand" will grow further from its present level which can be estimated at some 650/700 man-weeks per year.

18. Against this demand, the number of man-years of specialists' services to be allocated to the ESRS would depend on (a) the proportion of total demand for sector work that the Bank is prepared or willing to satisfy out of its own manpower resources; and (b) the country coverage assigned to the ESRS and, for each country covered, the planned temporal frequency and distribution of activities. The Task Force does not propose to extend the system immediately to all member countries or even to all the countries in which the Bank has a major lending program. This would be premature and infeasible.

19. The approach suggested by the Task Force is to experiment with the system in selected countries within the limits set by the present availability of human resources at EFD. The country coverage of EFD would thus depend, among other factors, on (a) Bank program needs, (b) the extent of EFD involvement in activities related to project preparation or other Bank activities and (c) the degree to which EFD personnel will perform other functions in the Unesco regular programs. At the present time, some 1,200 manweeks of experts' services are available in EFD (90% from EFD staff and 10% from other sources). In the period 1971-1975, the total proportion of EFD available manpower allocated to PIM's and sector work was about 53% (75% of which is estimated to be for sector work proper). If it is assumed that the proportion of EFD net available time allocated to sector work will increase from the present 41% level to about 50-60% after a transition period 1/, corresponding to some

1/ This would allow an initial period of gradual redeployment of EFD available manpower resources. It should also be emphasized that the recommended 50-60% time allocation for sector work is an order of magnitude required for a meaningful implementation of the Education Sector Reporting System. Even after transition, actual deployment of EFD staff may be expected to vary somewhat from region to region and from year to year.

500-650 or so man-weeks 1/, then the total annual output of the ESRS could be up to:

- 4-5 basic missions or
- 18-20 updating, sub-sector or special missions 2/ or
- some combination in between.

In turn, this means that over a normal 5-year planning cycle some 20-25 basic missions could be organized or some 90-100 updating or subsector missions. With a judicious planning of activities and a conservative use of "basic" missions, the ESRS could thus probably cover some 25-30 countries, including such desk studies as were appropriate.

Conclusions

20. In summary, it seems that the establishment of an "Education Sector Reporting System" would be feasible, consistent with the objective of maintaining and reinforcing the Cooperative Program between Unesco and the Bank and be responsive to a priority need for better sector knowledge, which is felt in both developing countries and lending institutions, including the World Bank. Among the anticipated benefits would be the support which would be provided to countries' education planning and programming and to the Bank's formulation of its sector lending strategies. One of the main features of the system would in fact be to provide outside, independent assessments of education sector issues and policies in selected member countries. The ESRS would thus not replace, but in many respects complement and reinforce, other sector work activities which would be conducted by the countries themselves or by the Bank.

1/ This would already be less than the present total estimated demand. By the time the ESRS becomes fully operational the Bank demand may well have grown substantially. If it is assumed that the Bank total sector work demand will increase in the next five years roughly in proportion with the number of countries covered by the education lending program, it can be expected that the demand will reach the level of 900 or more man-weeks by FY1980. The ESRS could thus satisfy only some 2/3% of that total at most.

2/ Assuming these missions take about the same amount of time.

EDUCATION SECTOR REPORTING SYSTEM

SUGGESTED PROCEDURES

1. Selection of Country and Identification of Type of Sector Work to be Performed

Within the framework of defined sector work needs for education and country requests for this kind of assistance, a five-year sector work program would be developed by the CP Planning Committee, comprising the regional education division chiefs, CPS Education, and EFD management. The program, which would indicate for each country concerned the type of sector activity requested, the estimated staffing needs, the timing, etc., would be discussed, amended as required, and agreed upon with the Unesco/EFD manager at the annual review meeting and updated semi-annually. (See Annex VII for a more detailed discussion of this process.)

2. Mission Scheduling

The initial communication with the country concerning objectives, scope and scheduling of the sector mission would, where appropriate, be made by the Bank to underscore that the mission is part of the joint CP. However, all subsequent official correspondence related to the mission should be between the government concerned and Unesco. Within the framework of the agreed program of work, mission scheduling and assignments would be Unesco's responsibility.

3. Terms of Reference

The terms of reference, including indications about the number and types of specialists required, would be drafted by the mission leader and sent to the Bank for comments not later than 8 weeks before the scheduled date of mission departure. Bank comments (if any) would be provided within 10 days of the receipt of the draft terms of reference and would be taken into account by the mission leader when preparing the final draft. This would be approved by the Director, EFD, in accordance with the same clearance procedures traditionally followed for PIM's.

4. Staffing

Given the terms of reference, mission staffing would be Unesco's responsibility. It is expected that Unesco would rely not only on the resources available to EFD, but also encourage active participation of the required specialists from other divisions and/or sectors within the Unesco Secretariat. From time to time the Bank may request the inclusion of Bank specialist(s) in Unesco sector missions. However, these would remain Unesco missions and the Bank staff would report to the Unesco mission leader.

5. Briefing of Sector Missions

The leader of all "basic" sector missions would spend at least one week in Washington before the mission's departure and have briefing sessions with the regional divisions concerned (Education Division, Programs Division, selected Projects Divisions as appropriate) and CPS. For all other sector missions, the Education Division concerned, in consultation with CPS, would have the responsibility of forwarding to Unesco, together with its comments on the Terms of Reference, a list of potential "issues" or "areas of concern." (This would also indicate whether a back-to-office report to the Bank would be requested.)

6. Back-to-Office Report

If requested by the Regional division concerned, upon the mission's return from the field, the mission leader would prepare for the Bank (normally within ten days to two weeks) a brief confidential back-to-office report outlining the mission's comments on the "areas of concern" mentioned above as well as on any other issue that he may feel appropriate to bring to the attention of the Bank. Even if not requested to prepare such a report, the mission leader should do so if there were matters that came up that needed to be brought to the division chief's attention.

7. Draft Report

The mission leader (assisted by members of the mission) would be responsible for drafting the report, circulating it for comments within Unesco and revising it in accordance with the guidance given by the Director, EFD and by the Unesco review meeting(s). The whole process would normally take about 3 months after the return of the mission from the field (for a "basic" mission). The draft would then be sent to the Bank for comments and the Education Division concerned would have the responsibility, in consultation with CPS, of eliciting the views of all parties concerned and preparing within 15 working days a list of comments and recommendations for Unesco consideration. The mission leader would take these suggestions into account ^{1/} when revising the report for distribution or review with the country.

8. Review Draft Report with Country

Normally, the mission leader of each "basic" mission would return to the country to discuss the draft report. Occasionally, he may be accompanied by Bank staff as observers. The purpose of the review would be to eliminate as far as possible factual errors or misunderstandings; it would not be to obtain the government's clearance. Country review of reports other than "basic" reports would be decided by EFD, in consultation with the Bank.

^{1/} However, Unesco/EFD would be under no obligation to incorporate these suggestions; neither would this be a "clearance process."

9. Report Distribution

The final version of the report, amended as necessary to reflect country discussions and re-cleared as necessary within Unesco, would be addressed to the government by Unesco and copies would be distributed only to the Bank and to the agencies or governments indicated by or agreeable to the country. The preface to the report would indicate that the report (a) was prepared by the Unesco Secretariat under the Cooperative Agreement between Unesco and the Bank, (b) emphasize its nature as an independent technical assessment by the staff of the Unesco Secretariat, and (c) stress that the views and recommendations expressed in the report do not reflect necessarily the views and policies of the Bank. This would continue, therefore, this feature of the present Unesco PIM reports.

Cost Implications

1. Perhaps the most fundamental cost issues to address are whether or not the Task Force's recommendations will result in increased costs and, if so, to whom. In the Task Force's judgment, the CP as such will not cost significantly more than the present situation. No staff increase is proposed, except for the third administrator, and provision for this position is already budgeted in the CP. Other suggested changes in operating procedures are not expected to have an important effect on the 15% or so of total CP cost that is other than salary cost. Of course, this is only one aspect of the overall cost "equation". A further question beyond the cost of the CP per se, is the total "cost of doing business," given a redefinition of the CP's role.

"Cost of Doing Business"

2. In addressing this broader question, one should consider that the Task Force proposal is essentially to redistribute project cycle activities among the various participants (Unesco, Bank and government), rather than to add new activities. As a result of this redistribution, it appears likely that resources will be used more efficiently, i.e., more output can be obtained from a given level of input or the same output would require less input. In part, this improved efficiency would stem from reducing duplicative and overlapping activities in the field and in part from improved planning and a recuperation of some EFD "down time" ^{1/}. Therefore, the marginal cost in real terms of our proposals is expected to be either zero (in case no efficiency is gained) or negative (if available resources are used better).

3. In looking further at past project activities, one might say that, in theory, economies could have been realized by combining "sector work" with "project identification", either in a PIM or a RID mission, i.e., in that no information transfer between agencies was required between these stages (and therefore less applied time was spent), or that there were possible savings in travel expenditures. However, PIM's had diseconomies as well, in that work was repeated by the Bank and resources as a consequence were inefficiently used by both parties. Moreover, project identification was not concluded by the PIM, but normally followed by a Bank/Unesco reconnaissance mission. The comparison is therefore Unesco PIM - Bank reconnaissance under the old approach vis-a-vis Unesco sector analysis - Bank project identification, including reconnaissance, as proposed. The Task Force believes that, other things being equal, the total use of resources would remain roughly constant, but that the relevance of the work products should improve over time.

^{1/} A certain amount of "down time" in an operation such as the CP is perhaps inevitable.

4. It should be pointed out that the proposed work program change would take place in a climate in which the Bank generally is increasing its overall emphasis on sector work. The change in Unesco/EFD's work emphases could be followed by increases in resources devoted to this type of activity. This may be appropriate, in terms of improving overall project quality and country knowledge, but would not be a consequence of the suggested role change.

5. As to project preparation and appraisal, several cost-related factors should be considered.

- (a) The cost of "preliminary engineering" is now borne by the borrowers during project processing, but is not a cost to the Bank or Unesco of project processing. However, the "2-stage" approach to project appraisal ^{1/} where that may be applied could have some impact on the total human and material resources (including those of EFD) required to complete preparation/appraisal. It could be asserted that the same resources are not applied during supervision. In any case, this change is not related to the Task Force's proposed change in Unesco/EFD's role.
- (b) The introduction of the "bus-stopping" form of preparation assistance should not have any major effect on the total cost of project preparation (given the existing definition or "preparation"), but would imply a redistribution of cost (or time spent) from the Bank and/or Unesco to the government, as the latter assumes greater responsibility for preparation. One could anticipate a longer elapsed time between project conception and appraisal and perhaps some increase in the total number of man-weeks required, if it is assumed that government staffs are less experienced than the Bank or Unesco in preparing projects for the Bank.
- (c) The difference in cost for the Bank or Unesco between traditional PPM's and "bus-stopping" is difficult to forecast with precision. The total PPM's cost is about 20-25 manweeks of applied time, an equal amount of per diem and 4-5 round trip tickets. "Bus-stopping" could vary from about the same real cost in the "most difficult" countries down to some 4-5 man-weeks of applied time and 2-3 round trip tickets in the "least difficult" countries. Perhaps 10 man-weeks could represent a reasonable estimate for an "average" country in the medium term using the preparation assistance mode.

^{1/} I.e., adding a detailed engineering stage prior to appraisal.

- (d) Other things equal, dropping the traditional sequence of Unesco PPM - Bank PAM and replacing it with Bank-led combined preparation/appraisal missions should lessen the problems of information transfer and "backtracking", and thus result in some net saving of applied resources at this stage. Where appraisal is still to be done on the basis of feasibility, as it will in some cases, combined Bank preparation/appraisal missions may be appropriate.
- (e) To the extent that EFD staff participates in "downstream" activities more than at present (that is, other than preparation assistance as discussed above), the cost of travel and hotel accommodation could increase somewhat, but this is not expected to be significant. Overall, this would be covered in the basic CP budget or by Programming and Budgeting in the Bank's travel budget.

Distribution of Costs

6. A further series of considerations involves the distribution of costs among the Bank, Unesco and the governments.

- (a) As indicated above, the Bank borrowers would be expected to bear an increasing share in the applied time required to do project preparation, perhaps between 15-25 man-weeks per project. (This time investment would, of course, serve to build their own preparation capabilities and help ensure that the proposed project was "their" project.)
- (b) Given that no significant increase in the "cost of doing business" is anticipated, nor in the cost of the CP per se, and that we do not propose a major change in cost sharing (except for the "barter arrangement" on at least some of the time shared between EFD and the rest of the Unesco House), it follows that no significant change is expected in the costs to be borne by either organization.
- (c) On the contrary, because of anticipated efficiency improvements and the borrowers' increased role in preparation, the unit cost of each lending operation (in terms of applied time and dollars) should become less for both organizations over time.
- (d) The proposed "barter arrangement" between EFD and the rest of the House will not result in increased costs for the Bank, which will continue to receive at least as much and

perhaps more 1/ of EFD's net available time as before, but with a wider range of specialized skills brought to bear.

7. Assuming a dynamic workload framework, the proposed work program change needs to be interpreted in light of a projected continued growth in the number of projects, countries covered, and perhaps in Bank staffing as well. In this framework, the overall contribution of Unesco/CP would be expected to decline in relative (if not absolute) terms. The work program change could then be interpreted as:

- (a) EFD concentrating a majority of its effort to sector work, about 2/3 of such work done now and about the same proportion of an increased workload by 1980, with 150-200 man-weeks added to that which it currently supplies. This would represent essentially all of the incremental demand for sector work over the next 5 years (from 700 to 900 or more man-weeks in all per year).
- (b) Using new Bank staff in education to meet essentially all of the incremental demand for Bank project-related work.

In other words, the cost of growth must be differentiated from the cost of the proposed work program change.

1/ Via improved planning and reduction of duplicative effort.

RECOMMENDED CP COMMUNICATIONS IMPROVEMENTS

<u>Recommendation</u>	<u>Discussion</u>
<u>EFD/Rest of Unesco, Secretariat</u>	
1. Improve Unesco coordination on CP activities	1. Within the education sector, planning for the exchange of staff on assignments to and from EFD and the rest of the sector should be coordinated in the Office of the Assistant Director-General for Education. Exchanges outside the education sector should come under the purview of the Coordinating Committee for Operating Activities (CCO) in CPX. The Task Force believes the Director, EFD should become a member of CCO to enhance overall two-way communication and exchange of information with the rest of the Secretariat.
2. Assign "Country Coverage" responsibilities to each EFD staff member	2. This proposal would provide a basis for rendering country advice to those units of the Secretariat concerned with country-related matters, e.g., on country programming or on technical assistance on Bank-financed projects. This collateral duty assignment should provide a recognized focal point for the Secretariat and help break down the isolation barriers that exist.

Recommendation

3. Provide EFD "reserved" time for participation in Unesco activities

Discussion

3. Such time, when provided in the past, was informal and ad hoc in character. The Task Force proposes to set aside 10% net of CP time specifically for support to the House. The specific activities would be agreed on by EFD management in coordination with sector officials and the COO as appropriate. (Note: this contribution to Unesco activities would not require prior approval by the Bank). This should further "open" EFD toward the rest of Unesco.

4. Rotate staff: EFD/rest of Secretariat

4. The Task Force believes that periodic rotations of staff between EFD and the rest of the House would provide a useful and beneficial "cross-fertilization" of ideas and experience and improve understanding and the essential variety important for continued professional growth. Such rotations might include up to 10% of EFD staff per year and be for a 1-2 year exchange basis. Appropriate and agreed-on Unesco staff should be rotated on the same basis to EFD, in consultation with the Bank.

EFD/Bank

1. Improve overall policy information exchange

1. Policy proposals and decisions within Unesco are regularly communicated to the Bank via the documentation from General Conferences, Executive Board Sessions and the Unesco Program and Budget and Medium Term Planning documents. Unesco receives the Annual Reports of the Bank, but there are few comprehensive program and policy documents in the Bank as there are in Unesco. The Bank sector policy papers are distributed to Unesco, but there should be within CPS a closer monitoring of the various

<u>Recommendations</u>	<u>Discussion</u>
<u>EFD/Bank (Cont'd.)</u>	types of policy documents used in the Bank and the communication to EFD of those necessary for a thorough understanding of Bank policy.
2. Improve exchange on organization and procedures	2. Since the Bank's reorganization, and with Unesco's current reorganization, the need to understand the changing organization and procedures in each institution is highly important. The Bank regions' variations in approaching the project cycle should be thoroughly understood by EFD and closer coordination on the exchange of such information should be organized by CPS and EFD management. (Recent examples include information on the sector memorandum, project preparation facility, and on project briefs in the Bank.) (Note: as needed, work process adjustments should be made regularly)
3. Improve guidelines for, and feedback on, results of CP-operated work	3. Better guidelines as to expectations, areas of concern, and terms of reference are needed by Bank managers for CP/EFD staff; part of this is built in to the proposed planning process. EFD end products need to be critiqued carefully to ensure that Bank thinking is known and factored in to EFD work.
4. Rotate staff EFD/Bank	4. The Task Force proposes that rotation of staff between EFD and the Bank on a 1-2 year "tour of duty" basis be considered. The benefits accruing from such rotation should outweigh logistical considerations. The lack of understanding of the other institution's inherent constraints and accepted working patterns has caused much strain in the CP. For full and successful cooperation, better knowledge of such constraints and patterns is essential, and exchanges on a several week mission basis are not sufficient.

RecommendationDiscussionEFD/Bank (Cont'd.)

- | | |
|--|--|
| 5. Conduct professional seminars | 5. Periodic meetings of specialists from both organizations, e.g., economists, general educators, architects, should be established on a systematic basis. These meetings would offer staff a useful opportunity to deal with substantive professional matters and provide a forum for a frank and candid exchange of views on new developments and operating problems. |
| 6. Assign "country coverage" responsibilities to EFD staff (see above) | 6. The EFD country assignment responsibility would also benefit EFD/Bank relationships. Since the Bank's reorganization, EFD staff have kept their worldwide approach, while Bank staff have become country or, at least, regional specialists. EFD staff are felt to be out of touch with a given country in that there may be long gaps between visits and no "built-in" follow-up responsibility. Monitoring responsibility by a given EFD staff member of a particular country would provide improved continuity, e.g., in briefing outgoing EFD missions. |
| 7. Encourage more management visits to the other agency | 7. Bank regional division chiefs, CPS staff and EFD management staff should schedule regular and frequent visits to the other agency. Such working contacts provide opportunities for frank discussions and contribute toward keeping each group better informed about the other's work and concerns. |
| 8. Exchange staff on missions more frequently | 8. The Task Force recommends that more Bank staff participate in EFD missions, as well as continuing to have EFD staff take part in Bank missions. Bank participa- |

<u>Recommendation</u>	<u>Discussion</u>
<u>EFD/Bank</u> (Cont'd.)	<p>tion in EFD mission work has been minimal (see Annex IV, Table 14) and if increased, would contribute to better understanding of EFD and Unesco by Bank operational staff. In particular, new Bank staff members should be encouraged to take part in an EFD sector mission as part of their training.</p>
<u>CPS/Regions</u>	<ol style="list-style-type: none"> 1. CPS Education should assert its functional authority role by taking an active part in drafting CP sector or other work guidelines, monitoring briefings and feedback by regions related to CP work, and performing quality control, including selected participation in CP missions. This should help ensure that EFD is fully informed and that the Bank speaks with "one voice" on policies and overall education operations to Unesco/EFD. CPS Education should take a lead role in reconciling Bank work processes with those of EFD and initiating corrective action as appropriate.
2. Improve CP planning mechanism	<ol style="list-style-type: none"> 2. The establishment of a CP Planning Committee, as discussed in Chapter III and Annex VII, including regional division chiefs and CPS, should contribute to a major improvement in overall communications on CP work and on Bank requirements for it.

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing*	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg.Educ. divisions			
<u>Overall Implementation Actions</u>							
1. Review draft Task Force report; provide comments to Chairman		Joint Steering Committee Members			Aug.1976	Chairman decides if comments warrant second Steering Committee meeting (meeting to be conducted if necessary)	
2. Reviews comments; prepares and submits Steering Committee decision recommendations to Messrs. M'Bow and McNamara		Chairman,	Joint Steering Committee		end Aug. 1976		
3. Following approval, undertake implementation program	Dir., designated staff	ADG/ED, ADG/CPX (monitor)	Dir., CP liaison officer	Division Chiefs participate	Sept,1976- June, 1977	Responsibility assignments for implementation should be designated in EFD and CPS Education; others as appropriate	
4. Draft any needed changes to Memorandum of Understanding; gain agreement	Dir., (lead role)	as appropriate	Director (lead role)	Div.Chiefs (input/review)	by end 1976	Changes should be possible using an exchange of letters between Messrs. M'Bow and McNamara	
5. Monitor implementation effort; take corrective action as appropriate	Dir.; designated staff	as appropriate	Director; CP liaison officer	Div. Chiefs	During FY1977	Principals should use semi-annual (and other) joint meetings to review progress of implementation over next year	

*Dates subject to change

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg.Educ. divisions			
<u>Overall Implementation Actions (Cont.)</u>							
6. Shift to revised work program	All	-	Director (monitor)	All	July, 1977	Signifies end of implementation program, per se; may need procedural or other adjustments at this time	Chapter II Annex IX
7. Examine substance of work performed under revised work program	Dir., staff	ADG/ED, ADG/CPX Others as appropriate (participation in review)	Dir, staffs (also others in Bank, such as OED, regional programs, departments, etc.)	Division Chiefs, Staffs	June 1979	Sufficient body of CP end products will exist on which to base a "relevance/usefulness" assessment for all concerned; some country contact also may be appropriate	Chapter II
<u>Work Program Change</u>							
8. Shift CP/EFD's principal activity to that of sector analysis, in place of PIM work (Note: Bank to continue to perform selected sector analysis)	All	(rest of Unesco staff participate in sector work (as appropriate)	serve as liaison in implementing work program change	support CP/EFD in sector work (with guidelines, feedback)	Begin July 1976	(Bank sector work requests for FY1977 are at approximately 500 manweeks)	Chapter II Annex IX

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Work Program Change (Cont.)</u>							
9. Continue CP preparation assistance; shift where possible, from PPM approach to assisting/guiding governments	All	-	monitor; assist in liaison	lead role in conversion (with governments)	begin Sept.1976	Most PPM's should cease early in FY1977; effort should be made to convert to assistance approach or government preparation	Chapter II
10. Retain EFD participation in all project-cycle activities as part of Bank missions	All	rest of Unesco participation to be encouraged	monitor over all participation level	request EFD participation as appropriate	ongoing	Essentially, continue as at present; diversify involvement in "downstream" activities as appropriate	Chapter II
10a. Identify ways and means to involve Unesco/EFD in project completion and evaluation activities with the Bank.	All	rest of Unesco	monitor; encourage participation; liaison with OED	encourage participation	1977	Will require participation, role definition, close follow up	Chapter II
11. Provide explicit EFD support to related activities in rest of Secretariat	Dir., (lead role) staff provides support	ADG/ED, ADG/CPX (CCO) coordinate requests for EFD support	monitor; (limited role)		begin Sept.1976	Additional work may be needed to define appropriate assistance categories	Chapter II Annex VII

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Work Program Change (Cont.)</u>							
12. Define work guidelines, operating procedures under work program change in greater detail	Dir. (selected staff)	-	Director, liaison officer, selected staff	Division Chiefs, selected staff	Begin Sept. 1976; throughout FY1977	This would include such things as sector work specifications, approaches for preparation assistance, Bank mission participation; partly based on initial work experience under role revised work program.	Annex IX
<u>Time and Cost Sharing</u>							
13. Allocate available CP manpower on approximate basis: a. 50-60% sector analysis b. 30-40% preparation assistance, including participation in Bank missions c. 10% (net) for Unesco support* (Note: 10% non-EFD Unesco added to a) or b) to reach 90% equivalent)	Dir., assistant (lead role)	ADG/ED, staff; CCO (for 10% of Unesco support)	Director, participate in CP Planning Committee; monitor "mix" of CP use; liaison officer provide staff support	Division chiefs participate in planning committee; adhere to proportions	FY1977 (transition); FY1978 (full implementation)	Proportions to be maintained via Bank CP planning committee and via education sector or CCO (as appropriate) in Unesco	Chapter II Annex VII
*Based on 20% EFD contribution to House and 10% contribution of House to CP activities.							

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Time and Cost Sharing (cont.)</u>							
14. Establish "barter" time-sharing arrangements EFD/rest of Unesco where feasible; retain cost reimbursement where not	Dir., assistant (lead role)	ADG/ED, staff; CCO	Director, liaison officer monitor (limited role)	-	July - September 1976	Need procedures, director level and above support in Unesco	Chapter III
15. Retain existing cost sharing arrangements, or "approximate cost parity" (75/25: Bank/Unesco on direct costs)	-	-	-	-	ongoing	Need to monitor indirect costs and implications in both agencies, periodically	Chapter III
<u>Work Planning and Scheduling</u>							
16. Create Bank CP Planning Committee	Dir., ex-officio participant	-	Dir. (or representative) chairs	Div. Chiefs participate	First Quarter FY1977; meet semi-annually thereafter	Exact timing of semiannual meetings to be determined (to coincide with two agencies planning/budgeting cycles)	Annex VII

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg.Educ. divisions			
17. Create Unesco CP planning mechanism a) in education sector and b) in rest of Unesco	Dir. (lead role)	ADG/ED (or designated representative) for education sector; -CCO (for non-education sectors)	CP liaison officer (monitor; limited role)	-	September 1976; meet semi-annually thereafter	Key considerations will be a) availability of Unesco staff for exchanges and b) nature of requests for EFD staff	Annex VI
18. Establish multiyear and near-term CP plan	Dir., assistant participate, consolidate Bank/Unesco requirements	ADG/ED, CCO (Unesco support aspect)	Director/ liaison officer (coordinate; provide staff support)	Div. Chiefs participate	First Quarter, FY1976; update semi-annually	Requires aggregation and reconciliation of various Bank/Unesco requirements	Annex VI
19. Use annual and semi-annual planning meetings for program review and analysis	Dir. participates	-	Dir.; CP Liaison Officer participate	Division Chiefs participate	Semi-annually	CP Planning Committee exercise should be retrospective/"stocktaking" effort as well as planning activity	Annex VI

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>EFD Organization & Management</u>							
20. Improve EFD's internal organization and management							Annex VIII
a. Appoint permanent director (and have 3 administrators in all)	-	Senior Management Unesco	-	-	by end 1976	Subject to Unesco staffing/budgeting constraints; should be done as soon as practicable	
b. Improve work review/quality control procedures	Dir., (lead role); Deputy or other designee	Interested parties provide feedback as appropriate	Provide input/feedback on work products	Provide input/feedback on work products	by end 1976	Includes both divisional and Unesco wide review improvements; improved Bank/Unesco communications	
c. Establish EFD "country coverage" assignments	Dir., staff	-	-	-	September 1976	Concentrate on countries in multiyear work program assign others as appropriate	
d. Review EFD staffing needs and composition	Dir., (lead role)	-	Provide input	Provide input	During 1976, first-half 1977	Aspects include a) other generalists/specialists needed for EFD-led work, b) addition of research assistants/junior project officers	

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>EFD Organization & Management</u>							
21. Retain EFD as an integral unit of professionals within the education sector	Dir., maintain relationships, within, outside sector	ADG/ED ensure support provided to EFD from other units	-	-	ongoing	Communications/procedural linkages needed with other sectors (via CCO or direct working relationships)	Annex VIII
<u>CPS Role</u>							
22. Reassert CPS' functional authority role vis-a-vis regional education operations on CP-related matters	-	-	Director; CP liaison officer (lead roles)	Participate; provide comments, feedback	Immediately; major effort first half FY77	Emphasis on policy liaison, participation in work guideline preparation, monitoring CP operations and suggesting corrective action	Chapter II, III

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Other Areas of Cooperation</u>							
23. Use sector analysis work as principal vehicle for possible expansion of co-operation	Monitor, encourage participation	Participate, as appropriate	Monitor	Identify possible areas for inclusion in CP sector work	FY77 (Phase-in)	Includes, but is not limited to science, cultural tourism, communications staffs in Unesco	Chapter IV
24. Establish improved exchange of information on policies, programs, and results in all sectors; in science, establish and maintain a "working dialogue" to ensure possible areas of interest are known to each party	Director (limited monitoring role)	Science sector staffs (lead)	Director, CPS Education (limited monitoring role); Science Advisor (lead role); External Relations Staff	-	September 1976	(also see overall comments below on communications)	Chapter IV
<u>Communications Improvements</u>							
25. Improve communications/working relationships	Director (lead role)	ADG/ED, staffs; ADG/CPX, staffs; others as appropriate	-	-	Sept. December 1976	Includes improved coordination, "country coverage" responsibilities; time sharing, staff rotation program	Chapter III ANNEX XI
a. EFD/rest of Unesco Secretariat (via education sector/CCO/CPX)							

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Communications Improvements (Cont.)</u>							
b. EFD/Bank	Director (lead role)	Participation as above	Director, CP Liaison Officer (lead role)	Division Chiefs (lead role)	Sept. December 1976	Includes improved procedures for EFD work staff rotation program; management visits; professional seminars; policy and procedures communication	Chapter III, Annex XI
c. CPS/Regions	-	-	Director, CP Liaison Officer, CPS staff (lead role)	Division Chiefs, staffs (lead role)	Sept. 1976	Includes improved coordination on guidelines requirements, plans, operations, review of CP work	Chapter III, Annex XI

SUMMARY OF BENEFITS AND IMPLICATIONS OF MAJOR RECOMMENDATIONS

Major Recommendations	Expected Benefit/Implication		
	Member Countries	Bank	Unesco
1. Adjust Unesco/EFD work program; principal activity to be sector analysis	<ul style="list-style-type: none"> - Sector analysis provides end product useful in and of itself to country - Broadens nature of Unesco/EFD assistance to country; provides <ul style="list-style-type: none"> . identification of needs . assessments of issues and possible priorities . investment implications of plans - Provides improved tool for country use in requesting external financing requirements from variety of lenders (because less exclusively Bank project oriented) - Clarifies Unesco's intervention vis-a-vis the Bank; reduces possible confusion, activity overlaps at country level - Paves the way for Bank project identification and eventual financing. 	<ul style="list-style-type: none"> - Restores more of an equal partnership relationship between Unesco and the Bank; - Improves overall cooperation through a clearer division of effort and responsibilities - Alleviates need for two agencies to have to relate so directly on project cycle work 	<ul style="list-style-type: none"> - Sector work builds on Unesco's institutional strengths and EFD's experience; recognizes Unesco's comparative advantage - Sector work in line with Unesco's overall approach of broad support to member state educational development - End product, because less Bank project specific, may contribute more to such Unesco efforts as country programming
1a. Ensure advisory role retained by Unesco/EFD in all other phases of Bank project cycle	<ul style="list-style-type: none"> - Helps link Unesco sector analysis with Bank project work in field; minimizes work at cross purposes 	<ul style="list-style-type: none"> - Provides useful insights for specific project work - Keeps Unesco up to date on Bank lending criteria, operations approaches for use in its assigned work 	<ul style="list-style-type: none"> - Helps ensure continuity, continued relevance for Unesco education sector work - Preserves Unesco involvement in all aspects of Bank education financing

SUMMARY OF BENEFITS AND IMPLICATIONS OF MAJOR RECOMMENDATIONS

Major Recommendations	Expected Benefit/Implication		
	Member Countries	Bank	Unesco
1b. Delete CP identification work <u>per se</u> ; reduce and eventually eliminate project preparation "parachuting"; replace with near-term preparation assistance to country	<ul style="list-style-type: none"> - Reduces possible source of friction, misunderstanding on specifics of project generation <hr/> <ul style="list-style-type: none"> - Encourages development of country's own project preparation skills - Increases country commitment to project <p>(Note: Some short-term preparation assistance to continue)</p>	<ul style="list-style-type: none"> - Recognizes reality of Bank's role in defining its project lending with the country 	<ul style="list-style-type: none"> - As to detailed, identification, reduces likelihood of extensive but unused analyses - As to on-site, "one-visit" preparation, reduces arduous and inherently limited value exercise
1c. Provide explicit EFD support to CP-related activities in Secretariat	<ul style="list-style-type: none"> - More efficiency, continuity at country level - Overall Unesco mission activity in country better coordinated (EFD, rest of House) 	<ul style="list-style-type: none"> - Provides added linkage from Bank via EFD to Unesco units providing technical assistance 	<ul style="list-style-type: none"> - Provides Unesco access to EFD country knowledge - Provides better continuity, follow through where Unesco is executing agency on Bank-financed projects
2. Codify above role elements into time-sharing arrangements, approximately, <ul style="list-style-type: none"> - 50-60% for sector analysis - 20-30% for preparation assistance - 10% for Bank missions - 10% for Unesco support 	<ul style="list-style-type: none"> - Applies Unesco/Bank skills, assistance to countries in a more optimal manner 	<ul style="list-style-type: none"> - Provides adequate participation in Bank mission activities 	<ul style="list-style-type: none"> - Provides explicit reservation of time for EFD staff to devote to related Unesco activities (not provided before)
3. Retain existing cost-sharing arrangements (75/25: Bank/Unesco on direct costs)	(Not applicable)	<ul style="list-style-type: none"> - Recognizes "approximate total cost" (direct plus indirect) parity that exists today between two parties - Represents easiest approach to administer as to accounting/recordkeeping 	

SUMMARY OF BENEFITS AND IMPLICATIONS OF MAJOR RECOMMENDATIONS

Major Recommendations	Expected Benefit/Implication		
	Member Countries	Bank	Unesco
<p>4. Improve work planning and scheduling</p> <ul style="list-style-type: none"> - with multiyear sector analysis planning - with uniform, consistently presented mission participation requirements - with greater CPS central coordination 	<ul style="list-style-type: none"> - Less confusion due to overlapping or duplicative mission activities* - Improved possibility of relating Unesco/EFD missions to rhythm of country's own sector work, planning efforts; helping to ensure relevance of end product to country - Increased likelihood that countries with priority need for Unesco sector work will receive this assistance 	<ul style="list-style-type: none"> - Puts planning, for both sides, on a more rational and longer term footing - Fits Unesco work in better with Bank's overall lending program for given countries 	<ul style="list-style-type: none"> - Should result in less staff downtime, more efficient EFD staff use - Increased and more orderly contribution to Unesco activities - Improved working level morale because fewer last-minute changes, less uncertainty
<p>5. Improve EFD's internal organization and management</p> <ul style="list-style-type: none"> a. Appoint permanent director b. Appoint third administrator c. Improve work review/quality control procedures 	<ul style="list-style-type: none"> - Help enhance Unesco/EFD end product quality and, ultimately, its usefulness to countries and the Bank 		<ul style="list-style-type: none"> - Provide better oversight and control over EFD work - Help assure minimum work quality standards maintained/enhanced

* Also improved by work program adjustment.

SUMMARY OF BENEFITS AND IMPLICATIONS OF MAJOR RECOMMENDATIONS

Major Recommendations	Expected Benefit/Implication		
	Member Countries	Bank	Unesco
<p>5. Improve EFD internal organization and management (Cont'd.)</p> <p>d. Establish EFD "country coverage assignments"</p>	<p>- Help prevent conflicting "signals" to country between, for example, Bank staff and those in Unesco who administer technical assistance on Bank-financed projects</p>	<p>- Improves continuity between Unesco sector analysis work and participation in Bank missions</p>	<p>- Increase continuity for various Unesco country-related activities</p> <p>- Provide focal point for obtaining insights/information on particular countries</p>
<p>6. Retain EFD</p> <p>a. as an integral unit of professionals</p> <p>b. within the education sector (However, see 7a)</p>	<p>- Integral unit helps ensure quality control of end product for country/Bank users</p> <hr/> <p>- Helps ensure that Unesco CP speaks to country with a "single voice"</p>	<p>- Single unit facilitates operating relationships with the Bank</p>	<p>- Integral unit provides most likely structure for effective accomplishment of revised work (with selected secondment of other staff)</p> <p>- facilitates contacts within education sector, the primary field for Bank/Unesco cooperation</p>
<p>7. Improve communications/working relationships</p> <p>a. EFD/rest of Secretariat (via CCO/CPX)</p>	<p>- Should help ensure that most appropriate mix of staff is included on EFD as well as Bank country missions</p>	<p>- Should improve Bank access to Unesco Secretariat expertise</p>	<p>- Enhances transfer of EFD knowledge to rest of Secretariat and ultimately to countries</p> <p>- Improves climate for obtaining Unesco specialists for EFD, Bank missions</p>

SUMMARY OF BENEFITS AND IMPLICATIONS OF MAJOR RECOMMENDATIONS

Major Recommendations	Expected Benefit/Implementation		
	Member Countries	Bank	Unesco
<p>7. Improve communications/relationships (Cont'd.)</p> <p>b. EFD/Bank</p> <p>- via better guidelines, feedback, information and staff exchanges</p>	<p>- Helps minimize confusion, redundancy of missions, questions in field (also enhanced by work program change)</p>	<p>- Improves, through better guidelines and feedback, the understanding of work to be done, orientation of each other's institutional and operating constraints</p> <p>- Increases likelihood of acceptability of Unesco EFD end products for Bank needs</p> <p>- Clarifies problem conditions early before they become serious</p>	
<p>c. CPS/Regions</p> <p>- via improved coordination on requirements, plans, operations</p>	<p>- Helps ensure that Bank assistance to a given country reflects broadest development assistance thinking, shared experience in variety of member countries</p>	<p>- Clarifies line and staff roles; provides better coordination mechanism</p>	<p>- presents Unesco/EFD with consistent overall set of requirements</p>

UNESCO/IBRD cooperative
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COOPERATION BETWEEN THE WORLD BANK AND UNESCO

REPORT OF THE JOINT TASK FORCE

TO THE

JOINT STEERING COMMITTEE

Discussion Draft

July 1976

WORLD BANK/UNESCO COOPERATIVE PROGRAM STUDY

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I. Introduction and Summary

Study Purpose and Approach

1. The World Bank/Unesco Cooperative Program (CP) study examined the workings of a program in operation for 12 years to determine how it might be rendered more efficient, effective, and beneficial to the organizations and countries concerned. The study was felt to be needed because of several factors, including recent growth in Bank staff and lending for education, organization change in the Bank and Unesco, and shifts in operating approaches and procedures. Both organizations also sensed that problems existed in work planning and scheduling, coordination, and relationships.

2. The study was conducted in both Paris and Washington by a joint Task Force consisting of education, management analysis, and external relations staffs from the Bank and Unesco reporting to a joint Steering Committee; the participants are listed in Table 1 following this chapter.

3. The Task Force examined CP operations, organization, activities, and procedures; conducted extensive interviews (with some 150 persons seen); performed quantitative and statistical analyses; and surveyed 25 recent Bank projects. Findings and proposals were discussed with policy and operating staffs in the two organizations. In general, an attempt was made to see how each organization could tap the considerable resources, knowledge, and experience of the other. The study, as agreed, did not attempt to define Unesco or Bank educational philosophy or evaluate the educational or socioeconomic impact of CP work or Bank financing. There was a strong presumption in the study's terms of reference that the CP would continue.

CP Background

4. For a brief background on the CP, we discuss below the CP's objectives and current structure and outline its traditional activities.

Objectives of the CP

5. The CP is an instrument of the Bank and Unesco designed to facilitate the financing of education projects in developing countries that are members of both institutions. The Program was started in 1964 to assist member countries in identifying and preparing education projects for Bank financing, appraising those projects, providing end-use supervision for their execution and operation, and arranging for technical assistance required to implement them. Unesco was to assist primarily in identifying and preparing projects, with the Bank responsible for project appraisal, financing, disbursement of funds, and end-use supervision. Where agreed with the Bank, Unesco could also help ascertain if educational objectives were being attained and, when executing agency, would provide or arrange for technical assistance on Bank-financed projects. These aspects are set forth in the Memorandum of Understanding, included for reference as Annex I.

Organization Structure

6. Unesco's designated unit for carrying out the CP is the Education Financing Division (EFD), consisting of 25 project officers, 2 administrators, and 18 support staff and located in the Secretariat's education sector under the Assistant Director General for Education (ADG/ED). EFD also now has a functional relationship with the Assistant Director General for Cooperation for Development and External Relations (ADG/CPX). EFD is, as the original Agreement spelled out, "an identifiable group ... of specialized personnel ... devoted exclusively and continuously to this work." Unesco's organization chart is included as Annex II.

7. Within the Bank, the Education Department, in the Central Projects Staff (CPS), is responsible for CP liaison with Unesco and determines policies for, and monitors the results of, Bank education work, including that of the CP. Since 1972, this Department has exercised a "staff" or functional authority role over Bank education operations. Before that time it directed project operations centrally. Bank education operations are carried out by 5 educational divisions, located in 5 of the Regional Office Projects Departments. (The sixth Bank region, South Asia, is serviced by the East Asia and Pacific Region's education division). The Bank's organization chart is included for reference as Annex III.

Traditional CP Activities

8. For the first 8 years or so of the Program, Unesco (EFD) performed identification and preparation as agreed, with the Bank undertaking subsequent steps in the "project cycle." The division of responsibilities was clearcut and understood by all concerned, including member countries.

9. This sequence of activities typically first involved Unesco performing a Project Identification Mission (PIM). This was initiated, with Bank agreement, when a country expressed interest in Bank financing for education. The PIM consisted of both sector survey work and project identification. 1/ Each PIM proposed project items and gave indicative costing data. As the Bank developed its own staffing capability and wanted first-hand country knowledge, it began mounting its version of a PIM, the reconnaissance-in-depth (RID) mission, 2/ essentially the same in scope and coverage as a PIM. The Bank might follow a Unesco PIM mission with a brief reconnaissance mission, often with Unesco/EFD participation, serving to affirm the project identification in the Bank's terms and to pave the way for project preparation. This next step would then be performed by Unesco in a project preparation mission (PPM),

1/ For planning purposes, the proportions are considered to be about 3/4 sector and 1/4 identification work.

2/ Not, however, in the same countries in which Unesco had done a recent PIM.

resulting in drafting the government's loan request to the Bank. This was largely a "feasibility" effort comprised of project item descriptions and justifications. The Bank then appraised the project, using the Unesco feasibility data, supplemented with other justifications needed for Bank Board approval. After Board approval, detailed architectural designs would be prepared and more detailed curricula developed as part of project implementation. 1/ In subsequent steps, schools would be constructed, equipment purchased, services retained, and the project completed by the borrower. Throughout this process, Bank supervision missions would be conducted. Unesco/CP was little involved in these latter steps. This traditional sequence is depicted in Table 2 at the end of this Chapter; changes to this pattern are discussed below.

Summary of Findings and Recommendations

10. As a result of the changed operating conditions of the last several years, coupled with managerial and administrative "gaps," the Bank/Unesco CP relationship is now showing increasing signs of strain. At present, EFD's end products - its PIM and PPM reports - may not be used in whole or in part by the Bank. The CP/EFD unit is increasingly being used as a "labor pool" by Bank educational units. Activity duplications and overlaps occur, particularly in the field, and the borrowing countries themselves are becoming somewhat concerned by what appears to be Bank/Unesco disharmony and inefficiency in certain instances.

11. Therefore, the Task Force concludes there is a need for change in two aspects of the CP if it is to continue effectively and as a "true partnership" arrangement. The first is to adjust and clarify EFD's work program to capitalize on EFD's experience and help ensure it is not working at cross purposes with the Bank. The second is to institute a program of managerial and administrative improvements in both agencies that will help buttress and support the substantive work to be done and reconstitute a meaningful partnership between the Bank and Unesco in the CP. None of these changes is extreme, but taken together can mean the difference between a program that could fall into disuse or one that provides useful, effective support to member countries through the combined efforts of two preeminent international agencies in educational development and financing.

Findings and Conclusions

12. The Task Force finds much that has been constructive and worthwhile in the Program since its inception in 1964. As involvement in education was then still a new venture for the Bank, 2/ it had little experience

1/ Commitment was made "earlier" in the project cycle in education than in some other Bank sectors.

2/ It began education financing in 1962.

in this field; Unesco had already gained much education experience since its beginning in 1945. The CP arrangement enabled Unesco to contribute almost from the start to the Bank's build up in education financing.

13. Since that time, the Bank has added an important dimension to the development of education through its large volume of external capital assistance. To June 1975, the Bank lent \$1.28 billion to its member countries through 120 education projects. Unesco/EFD has contributed importantly to this assistance by participating in 443 missions in 82 countries, a considerable record for a group numbering at most only 25-28 professionals. 1/ The CP has identified and/or prepared about 2/3 of the projects financed by the Bank over the 12-year life of the Program. During the first 3 fiscal years of the Program, the Bank lent \$81 million in 8 countries and 10 operations; EFD was involved in 4. In the last 3 fiscal years, the Bank lent \$670 million for education, an 8-fold increase. This lending was made to 47 countries in 49 operations covering primary, secondary (including vocational and technical training), and university education. , The number of student places provided in the last 3 years, about 1 million, is approximately the same as for the previous 9 years. Of the last 77 projects (fiscal 1971-75), EFD was involved in identifying and/or preparing 49. 2/

14. In qualitative terms, Unesco has been a contributing factor to the broadening of Bank lending. For example, the Faure report, Learning to Be, has widely influenced Bank thinking in education. EFD has also influenced the Bank in its work. A recent study 3/ of over 600 project items proposed by EFD indicated that 1/3 were "new" items, i.e., for educational assistance not previously existing in the countries concerned; many of these items were accepted for Bank financing. EFD frequently proposed lending in categories which the Bank was not prepared to finance at the time, but which it eventually did finance, such as curricula development and primary education. Bank lending today is even broader and includes financing of technical assistance and minimum basic education. The cooperation between the two institutions is acknowledged by many Bank staff as having a favorable impact on this evolution in Bank education financing. Overall, the Program has demonstrated that two large and quite different agencies can work together effectively toward a single, common objective: that of strengthening educational development in member countries.

15. However, at this stage in its "life cycle," the Program is undergoing stress. The Bank is staffed (with over 80 professionals) to do much of what EFD did in the early days of the Program. Countries themselves are gaining more experience with Bank policies and procedures as they become

1/ Full time staff; supplemented by part-time Unesco staff and consultants.

2/ Annex IV provides basic data on CP activities.

3/ By EFD staff, January 1976.

recipients of second or subsequent loans, increase their ability to do their own project preparation work, and are encouraged to do so by the Bank. This calls into question Unesco CP's traditional role of performing on-site project preparation for countries.

16. The Bank's reorganization in 1972 caused major changes that affect CP operations. The Bank's 5 regionalized education divisions, under a decentralized form of operations, began moving toward maintaining a more "continuous dialogue" with their assigned countries, based on deeper country knowledge, more frequent visits, and closer collaboration with country officials on all aspects of project lending, including those formerly performed primarily by Unesco/EFD. Bank regions have diversified their approaches to project lending in their respective regions and now employ a greater variety of "tailor-made" mission sequences, combinations, and responsibility assignments than were in place earlier, partly to speed up the project cycle. Bank procedures are also evolving, with new emphasis on sector work, issue-oriented project briefs, and revised approaches to preparation and appraisal. These changed procedures have not been brought regularly to EFD's attention or factored into its work, causing frustrations and inefficiencies in both organizations. And, increasingly, education projects are viewed by the Bank within a long-term lending strategy for education that takes into account intersectoral relationships and overall country development needs.

17. The above factors have made it increasingly difficult for Unesco/EFD to maintain a "close fit" with Bank activities or share easily in the Bank/country dialogue. More importantly, in the face of these considerable changes, no specific efforts have been made to adjust CP work processes so that the Bank and Unesco could continue to work together effectively. EFD's activities, as agreed earlier by the two parties, have continued to be largely identification and on-site preparation missions since 1964; its staffing has also remained stable over the past 5 years (25-27 project officers). EFD's traditional activities of relatively fixed content have become less applicable than before, with resulting duplication in information gathering, overlap of effort and ensuing concern by member countries.

18. Running an effective CP across an ocean - particularly under these changed circumstances - would require close coordination, frequent communications, and efficient work planning, scheduling and review. These elements have not been in place satisfactorily. Since the Bank's reorganization, the Bank's Central Projects Staff (CPS) Education Department has played only a limited central coordination role on CP operations or in initiating needed work program changes. Communications between the two agencies have been inadequate either in conveying new Bank procedures, providing timely information to Unesco/EFD on specific operations, or in providing useful feedback on EFD's work to those responsible for it. This interaction is especially required in a program such as this one, in which participants often work on a relatively autonomous, independent basis. CP work planning and scheduling have not been systematized in the Bank, leading to problems in setting Bank-wide priorities and consolidating overall requirements. As a result, planning lead times are often short and subject to last

minute changes, and EFD staff is inefficiently used, with considerable productive time lost. EFD staff scheduling and deployment is rendered difficult and calls for the EFD, Acting Director, to deal directly with each Bank division chief on planning and most other matters.

19. On Unesco's side, we find that EFD has been relatively isolated, for most of its 12 year existence, from the rest of the Secretariat. EFD has been protectively managed and is viewed as "elite" and "the Bank" by the rest of Unesco. (It does have higher grade levels, on average, than other Unesco units and is not involved in Unesco administrative work as are other Units.) One result of this separation has been a difficulty in drawing fully on Unesco's reservoir of education and other experience for the CP. Another result is that EFD's country and education financing experience has not been made available as fully as it might be to the rest of Unesco, which is now more country and operations oriented since its reorganization. Some steps have recently been made to improve this coordination, but more such cooperation is needed.

20. Internally, EFD appears underadministered, with only two administrators, an Acting Director and an Assistant, managing 27 professionals and support staff. We also find that improvements are needed in EFD's work quality control function and in following up regularly on educational developments and Bank project financing in particular countries, as a means of maintaining better continuity and improving the support provided to both the Bank and Unesco.

21. In summary, under the present circumstances, two categories of problems exist for the CP: those in program operations, resulting largely from the evolution in Bank education financing and in Bank relations with countries; and those in program coordination and administration, in part due to not keeping pace with the managerial implications of changed operating conditions. We conclude that change is needed if a workable cooperation is to continue and be fully effective, efficient, and beneficial to the countries concerned. Such change can be accomplished, in our view, without radical program alterations.

Summary of Recommendations

22. The Task Force recommends that restoring the effectiveness of the CP partnership calls for (a) adjusting CP/EFD's work program and clarifying its assigned tasks and responsibilities and (b) improving CP planning and scheduling, communications, and management and administration in both organizations.

23. As to the CP work program, the Task Force recommends 4 categories of contributions that Unesco/EFD should make. The first is sector analysis work, which we believe Unesco could perform well as a relatively autonomous function, in coordination with the Bank. This work would replace the identification work (PIM's) that EFD does currently. This is not as major a change as it first appears, given that the majority of PIM work consists of

sector analysis. It would leave identification per se, perhaps 1/4 of the total, for the Bank to work out directly with the country, as is often the case at present. The sector analyses we recommend call for Unesco's independent assessment of countries' educational policies, plans, issues, and needs, and its external financing requirements. Sector coverage would become broader than the sector aspects of a PIM, and sector work would be planned to include a variety of missions and desk studies over several years for those countries covered, unlike the more episodic PIM's. EFD sector work should provide products useful to countries, Unesco, and the Bank while drawing on EFD's experience and its access to Unesco's resources in education and other areas. Such work should be more susceptible to multiyear planning than current EFD work is and remove one source of operating confusion and uncertainty for all concerned. About 1/3 of all education sector work done would continue to be performed by the Bank; however, the two parties would not duplicate each other's sector work in given countries.

24. Secondly, we believe Unesco should continue to provide assistance to countries in project preparation, but believe that the form of that assistance should change: from direct responsibility for doing the preparation for the government in a single, on-site visit, as is done currently, to that of assisting governments in their preparation, more than likely over a somewhat longer elapsed time period, involving two or more visits. The amount of applied time per preparation by EFD should, in most cases, be less than at present. In some countries, a more active (i.e., on-site preparation) role may still be needed for some time. Preparation work would need to be undertaken with improved communications among all concerned, to avoid misunderstandings or work that is at cross purposes.

25. In the future, some Bank projects will be appraised and approved later in the project cycle, that is, after rather than before detailed architectural design and curricula development work as at present. We believe EFD could continue to play a useful role in assisting countries to prepare feasibility studies under these circumstances, i.e., in helping to lay the groundwork with the country for the detailed design work and for subsequent Bank appraisal (or combined preparation/appraisal) missions.

26. Thirdly, we recommend that Unesco/EFD continue to participate as members of various types of Bank education missions, particularly for subsequent followup and continuity where Unesco performed earlier sector analysis or preparation assistance work. This involvement should help ensure that EFD's knowledge and experience is brought to bear and, in turn, that its sector analyses and other work remain relevant and closely linked to operating and project realities. We do not see major overlap or duplication occurring on these Bank missions if a free and frank exchange of views and information occurs. We also recommend that Bank staff participate more than at present on EFD missions.

27. Fourthly, we believe EFD should set aside a specific portion of its time to support Unesco Secretariat activities related to EFD's regular work, e.g., Unesco country programming or participation in Unesco training of country officials on project preparation. A planned CP/EFD contribution to the Secretariat has not been in place before; the Task Force recognizes this as necessary and desirable and a legitimate "cost of doing business" from a Unesco base. This planned support should help support two-way EFD/rest of Unesco cooperation.

28. After a suitable transition period, we would see Unesco CP deployed about as follows: 50-60% of its available time 1/ on sector analysis, 30-40% on preparation assistance and participation on Bank missions 2/ and 10% on Unesco Secretariat activities. The 10% would be a net figure, resulting from a 20% EFD contribution to the Secretariat, offset by a 10% participation by other Secretariat staff in CP activities. (For fiscal 1971-75, PIM work averaged 53% of EFD time; all other project work, 28%; and other, including unplanned activities and "down time," 19%.)

29. To support the work program adjustment we recommend, we also believe that improvements are needed in Program management and administration, work planning and scheduling, and in communications. A key need is to reassert an effective central staff coordination role in the Bank by CPS Education. This role would include Bank guideline preparation, work plan consolidation, and review of CP work to help ensure that it remains viable and to initiate corrective action if it does not. On Unesco's side, we recommend strengthening administration of EFD by appointing a permanent director so as to have 3 administrators in all, improving the quality control function, making "country coverage" collateral duty assignments, and establishing coordinating mechanisms for linking EFD better with the rest of the Secretariat. The Task Force recommends - and defines in the report - a new planning approach and procedures; some aspects of this approach have already been incorporated in the fiscal 1977 planning effort, following working level discussion in the two agencies. We also delineate communications improvements needed within and between the two agencies.

30. In summary, the Task Force believes it has outlined an improvement program which, if adopted, should permit the CP to continue productively for several years, at no appreciable cost increase, but with potential benefits in increased efficiency and effectiveness. The recommended improvements are described in sufficient detail to permit implementation, including provision of a draft implementation plan. Much of the burden in the relationship falls on EFD, as the CP's operating arm, to provide

1/ About 1000 man-weeks, based on a 40-week man-year, plus 3-4 man-years of consultant time, as needed .

2/ Bank mission participation has run about 10% of EFD's time in recent years and could so continue or increase.

high quality, timely and relevant work. The Bank, on its side, will need to keep Unesco/EFD fully informed of its expectations, procedures, and concerns as well as to provide timely suggestions for improving CP work.

31. We believe it will be important to assess CP results periodically to ensure they meet the needs of all concerned. The semiannual planning meetings should afford an opportunity not only to plan the next cycle of work, but also to take a hard, retrospective look at past performance. While one year from now is likely too early to perform a definitive assessment of work produced under the changes we propose, such a review should be performed in about 3 years.

32. Operating a Cooperative Program between two large international agencies with differing objectives and constraints on matters requiring close coordination across the Atlantic is not easy. This Program has demonstrated over much of its history that, if it is well managed, benefits can be derived for both organizations and, more importantly, for the developing countries. While operational staffs on both sides are charged with the bulk of this management responsibility, top management in both agencies will need to observe its progress periodically, support its use, and take corrective action if and when needed.

Organization of the Report

Chapter II provides the Task Force's findings and recommendations on CP operational work.

Chapter III covers findings and recommendations on CP management and administration.

Chapter IV covers two other matters reviewed in the study: other areas of possible cooperation and technical assistance.

Chapter V discusses implementation of proposed changes.

Supporting material is contained in Annexes I-XII, which are referenced in the body of the report.

CHAPTER I
Table 1

Bank/Unesco CP Study

Joint Steering Committee

Mr. James M. Kearns (Chairman), Director, Organization Planning Department, Bank
Mr. Duncan Ballantine, Director, Education Department, Bank
Mrs. Shirley Boskey, Director, International Relations Department, Bank
Mr. Werner Moller, Acting Director, Education Financing Division, Unesco
Mr. Dragoljub Najman, Assistant Director General, Cooperation for Development
and External Relations, Unesco
Mr. Heinz Vergin, Assistant Director, Projects, East Asia and Pacific Region, Bank

Joint Task Force

Mr. Richard Lynn (Chairman), Organization Planning Department, Bank
Mr. Alberto de Capitani, Education and Manpower Development Division, Europe,
Middle East and North Africa Region, Bank
Mr. Hans Krill de Capello, Cooperation for Development and External Relations, Unesco
Ms. Gabrielle Le Blanc, Education Department, Bank
Mr. Theodore Ramos Saco, Education Financing Division, Unesco

ILLUSTRATIVE

Basic Education Project Cycle/Mission Relationships*

Education Project Cycle Phases	Traditional Bank/Unesco Missions **	Comments
Country/Sector Analysis	Economic and sector analyses - Bank; Unesco education sector studies	- Unesco has done several sector studies to date; these do not usually identify projects; about 1/3 of all sector work is done by the Bank.
Project Identification	(Project Identification Mission (PIM) - Unesco-led Reconnaissance-in-Depth Mission (RID) - Bank- or Unesco-led)	- These two categories of mission are essentially synonymous in content; they typically involve about 3/4 sector analysis work and 1/4 project identification <u>per se</u> ; they are triggered by country request for project lending with Bank concurrence. Use of RID may mean shorter project cycle.
Prefeasibility	Reconnaissance Missions (RM) - Bank-led, often with Unesco participation	- Typically a brief mission that serves to verify projects identified in PIM or RID missions and sets stage for preparation work; if country well known, may serve to identify projects, in lieu of PIM or RID.
Feasibility	Project Preparation Mission (PPM) - Unesco-led	- Delineates project objectives and justifications and provides general specifications as basis for government request to the Bank; typically done by Unesco on a one-visit ("parachute") basis in which Unesco prepares request for government in field; some transition to "assistance to" government mode, but not yet typical.
Appraisal***	Project Appraisal Mission (PAM) - Bank-led, with some Unesco participation	- Essentially an appraisal of feasibility work, with further detailing and costing of project items; where Unesco not involved in preparation, may be combined with elements of preparation; provides basis for Bank investment decision.
Detailed Design/Engineering ***	(Various Bank-led implementation (supervision) (missions to monitor design, engineering, curricula (development, procurement/disbursements, project completion	- (Very limited Unesco involvement; under a "two-stage" (appraisal approach, design/engineering would be done as (the second stage of appraisal following current-style preparation or feasibility as the first stage and prior to (loan approval).
Supervision/Completion	(

*Because definitions and mission purposes and contents vary, the comparison must be viewed as illustrative only.
 **Normal mission sequence to about 1972; mission contents, sequences tended to vary thereafter.
 ***In future, where project preparation facility approach is used, these phases would be reversed.

II. CP Operations

1. The Task Force presents in this chapter its findings, conclusions, and recommendations on CP operational work. By "operational work" we mean the substantive work carried out by Unesco and the Bank under the CP Memorandum of Understanding and associated with country education development and Bank education financing.

Findings and Conclusions

2. We find that significantly changed operating circumstances have taken place in Bank lending for education over the past several years; these have in turn altered the functioning of the Bank/Unesco CP. These include a 40% increase in Bank education staffing in 5 years; the regionalization of the Bank in 1972 with corresponding changes in Bank relations with countries; and changes in operating approaches and procedures. Each is discussed below.

Bank Expansion

3. Bank project lending has grown rapidly, particularly since 1968. Over 120 Bank projects were approved to the end of fiscal 1975, with a value of \$1.28 billion. As a consequence of this increased work load, the Bank's staff working in education has grown from 47 to over 80 professionals in the last 5 years in a wide variety of disciplines. This staff level compares with a near stable EFD staff of 25-27 project officers over that same period. 1/ EFD's proportion of total Bank plus EFD staff has declined from 35% to 25% in 5 years. Thus, the Bank is now equipped to do more of what Unesco did - and perhaps was uniquely qualified to do - in the early days of the Program. One implication of Bank staffing growth has been the natural tendency of managers to use their own, directly controllable staff where possible rather than to rely on staff in residence an ocean away.

Bank Reorganization

4. The Bank reorganization in late 1972 significantly changed the Bank/Unesco relationship. As a result of the reorganization, essentially a regionalization of operations, Bank education operations were no longer under a single department's jurisdiction but were decentralized to 5 regional education divisions, servicing 5 and, more recently, 6 Bank regions. 2/ The Education Projects Department became a staff department within the Central Projects Staff (CPS) exercising "functional" authority,

1/ Annex IV provides tables profiling Bank and EFD staffing.

2/ East Asia and Pacific services South Asia in education.

but no longer exerting direct "line" operating authority. Regional education division chiefs reported up through the regional hierarchy to their respective Regional Vice Presidents on all operating matters. CPS Education was charged with developing education policy guidelines and monitoring operations for quality assurance and consistency. As to the CP, CPS Education was to handle overall Bank liaison.

5. In practice, the regional education divisions became relatively independent of CPS Education and began adapting to the various management styles of their regions and to what they considered were the particular needs of their assigned countries. As a result, strained relations have existed between CPS Education and the 5 regions. CPS played only a limited role in coordinating the Bank's overall use of the CP, e.g., in determining overall work priorities, in resolving planning and scheduling conflicts, or in presenting a consistent set of Bank operating requirements for the CP to Unesco. As a result EFD's acting Director must deal bilaterally with each Bank division chief on planning and most other matters, which puts an excessive amount of the CP coordination burden on Unesco.

6. On the positive side, the regionalization of Bank staff has resulted in a considerable improvement in Bank dealings with countries on education over the past 4 years. The Bank's education staff, formerly geographic generalists, are now much more familiar with their assigned countries and the regions in which they are located, in part through far more frequent visits. For example, on a single project, Brazil Education II, the Latin American and Caribbean region staff visited Brazil in 6 consecutive quarters and in 10 out of 13 quarters overall. ^{1/} Bank staff have closer contacts and greater continuity with education, planning, and finance officials, often now in coordination with other Bank regional project and program staffs. This greater familiarity with country needs and officials has resulted in an almost "continuing dialogue" with many borrowing countries. Among Bank education staffs, this is held to be a major improvement in delivering education financing. It also poses practical problems for EFD as it attempts to fit into this new Bank/country relationship, in some cases in countries it has not visited recently. For example, succeeding EFD missions to Chad and Bolivia were 6 to 7 years apart.

Project Cycle Approaches

7. It is not surprising that under the changes in working relations between the Bank and its borrowers since the reorganization there is an increasing variety of more "tailor-made" Bank approaches to project generation activities. While projects still get identified, prepared, and appraised - in other words the "classic" functions are still performed - the mission

^{1/} See Annex VI, Table; does not count other education visits to Brazil that may have occurred over the same period.

formats, combinations, and sequences and the variety of agents (country, Bank, Unesco, consultants) performing the key activities have increased considerably. This phenomenon has been referred to as "project cycle fluidity" and has been analyzed by the Task Force. ^{1/} Three trends emerge from this analysis and indicate the variances in approach currently at work:

- (a) The traditional mission sequence of Unesco identification, Bank reconnaissance, Unesco preparation and then Bank appraisal has nearly disappeared, and is recognizable in only 3 among the latest 25 projects. This is a marked, and fairly recent, change.
- (b) The survey indicates a surprising variety of project conception modes - or the identification of the "project idea" - in lieu of the traditional Unesco Project Identification Mission (PIM). These alternative modes include the government's own sector work and Bank economic, planning assistance, sector, and reconnaissance missions. In the survey, the alternatives accounted for 18 out of 25 projects. As a result, Unesco's leading role in project identification has clearly declined over the past 2-3 years.
- (c) New patterns have emerged in project preparation. Only 7 of the 25 projects surveyed involved Unesco on-site preparation (PPM's). Bank-led preparation or combined preparation/appraisal accounted for 14 of the 25. This trend can be partly explained by Bank streamlining of its operations and avoiding, where possible, the need for information transfer between different missions in different agencies on similar activities. Where Unesco prepares as an independent activity, via the PPM, the Bank staff may follow up in appraisal asking the same questions. While only

^{1/} Annex VI summarizes the Task Force's sample survey of 25 recent Bank projects, 5 of the most recent per division.

4 projects of the 25 were prepared predominantly by the governments, an increased government capability to do this is emerging, and is being encouraged by the Bank as an element itself of the development process. 1/ Further, countries are gaining familiarity with preparation requirements as the Bank/country dialogue continues and they become recipients of a sequence of projects, e.g., 33 countries have received a second project and 12 have received a third one or more.

Implications of New Approaches

8. The variety of mission approaches, sequences, and combinations has been a fact of life for several years in Bank education financing. Partly it is a natural result of adapting to specific country needs as opposed to using standardized approaches. Flexibility in approaches and use of Bank missions can speed up the delivery of education financing, often by 1 to 2 quarters. Bank staff interviewed by the Task Force felt generally that this adaptability enhances Bank lending effectiveness. While the sheer variety of mission approaches may diminish to some extent in the future as regions find more effective patterns than others through experimentation, we do not envision a return to a single, standardized approach to conducting project missions, given the Bank's decentralized operating structure and its individualized relations with borrowing countries. Under these conditions, Bank/EPD coordination on project work, while not impossible, is rendered far more difficult than in the past.

9. The question of the impact of project cycle fluidity on project quality since the Bank's reorganization is a complex one, and the Task Force offers no simple answer; our 25 project survey shows some evidence of accelerated delivery of projects, but provides no evidence of "corner cutting" or functions left out to speed up processing. In fact, some further streamlining in terms of mission activity may be possible. 2/

10. In the Task Force's view, the following implications emerge by major project cycle phase of the above changes in working environment:

1/ Over 1/2 of projects financed in sectors other than education are prepared principally by the borrowers (Source: Bank's Operations Evaluation Department (OED)).

2/ Annex VI discusses this subject further.

- (a) Sector Work - This has been an important segment of EFD's overall work, e.g., about 3/4 of PIM's, which comprised 53% of EFD's time from fiscal 1971-75. Such work has generally been considered useful to countries, the Bank and Unesco and can be performed by EFD. There is less likelihood of activity duplication and overlap 1/ than in project work, and coordination, while needed, need not be as close as is required when dealing with detailed project specifications. The Bank is increasing its emphasis on education sector work, e.g., by preparing "sector memoranda" for most if not all borrowing countries. EFD sector work could provide a good foundation for the Bank's sector lending strategy as well as for its subsequent project generation.
- (b) Project Identification. This activity is, among all EFD work, the most called into question currently. Under current (and likely future) conditions, the Bank tends to identify projects for its financing as a natural outgrowth of its direct, regular dealings with the country and its continuing analysis of country needs and opportunities. And, project selection is increasingly done in the context of the Bank's multiyear education lending strategy, taking into account intersectoral considerations, e.g., links with agriculture, industry, or rural development. It is particularly difficult for EFD, on an infrequent intervention basis in a given country, to contribute effectively to this function or any longer perform it as a primary responsibility per the 1964 Agreement.
- (c) Project Preparation - EFD has continued this as an appreciable segment of its work (19 missions from January 1973 to June 1975 and 23% of its net available time), 2/ essentially

1/ Assuming the Bank and Unesco agree on which countries each will cover and when.

2/ Annex IV provides further details.

on a one visit or "parachute" basis, as it has been called. Outside preparation for a country may speed up processing time, but it has limited value in helping the country develop its own preparation capability or its understanding of and commitment to the project. It may create in the country a sense of alienation, either with Unesco or the Bank. The Task Force believes there are major limitations in attempting to achieve quality by performing a final project preparation in a single, 4-5 week field mission, including both fact finding and report writing. While considerable preparation assistance will still be required in many countries, we believe the form of that assistance should change to that of assisting the government in its preparation. This was, in fact, the original intent of the CP Agreement, but has not been borne out in practice. In the future, the timing of Bank commitment will come later in the project cycle for many projects, as more detailed architectural design and curriculum development or syllabus preparation work is performed 1/ before rather than after loan approval as at present. The sequence could then be initial preparation (as at present, a "feasibility" step) followed by Bank first-stage appraisal, followed by detailed preparation (design work), followed by second-stage appraisal. 2/ Under this format, Unesco could still provide preparation assistance to the government for the initial preparation stage. In those instances in which appraisal continues to be done as at present on the basis of a feasibility study, some aspects of preparation may be combined with appraisal, in a Bank-led mission. This appears appropriate from a managerial point of view in that some of the information content is similar. Under this circumstance, EFD could pave the way for the Bank mission through advance work with the government and participate, as appropriate, in the Bank mission.

1/ In some cases, aided by "project preparation facility" financing; two such projects in education have been funded to date.

2/ However, other combinations are also possible.

- (d) Appraisal/Supervision - EFD's participation in the project cycle other than for preappraisal activities has been limited: averaging under 2 man-years for appraisal, fiscal 1971-75; and only 20 man-weeks for supervision and 5 for completion from 1973 to mid-1975. Such participation is viewed positively by EFD as a follow-up on its earlier work and to suggest modifications to future work. Some Bank division chiefs view such participation favorably as part of maintaining continuity in the project cycle. However, EFD staff are normally cut off from these subsequent activities and even when involved tend to be viewed as a source of consultant manpower. This has not contributed to creating a firm basis for a CP partnership. The Task Force concludes that EFD participation - at least as much as at present - in Bank appraisal and post-appraisal activities, particularly where EFD was involved earlier, is appropriate, draws on EFD's experience, and enhances the relevance of its other work.

Conclusions: Operational Work

11. The changed circumstances discussed above, particularly in the Bank and in its dealings with countries, have led to difficulties in adapting EFD's traditional work to that of the Bank and, we understand from sources in both agencies, causes some irritation and confusion on the part of borrowing countries. The organization and other changes noted above have not been accompanied by modifications to CP work processes and, as discussed in the next chapter, communications have been inadequate. We conclude that adjustments to the CP work program and a clarification of responsibilities between the two organizations is needed at this time.

Recommendations

12. We discuss below our recommended changes in the CP work program. Before considering those changes and their implications, we touch briefly on other alternatives considered.

Alternatives Considered

13. The Task Force's terms of reference assumed the continuation of the CP between the two agencies as a "given" in the study, and we did not examine seriously the alternative of closing down the Program. Moreover, during the course of the study our work has shown us that the CP has worked reasonably well in the past and with continuing management and attention should be able to function satisfactorily in the future.

14. We considered the "status quo" alternative, that of leaving the Program as is, with no work program change. Of course, change has already taken place in the 1964 Agreement, as the Bank and member countries as well as Unesco have become more involved in project identification and preparation. However, with both the Bank and Unesco involved in similar activities, often on the same projects, inefficiencies occur and all participants must attempt to cope with the ensuing confusion. The Task Force believes that continuing as at present would mean that the CP would fall into disuse within a relatively short time.

15. We also considered the implications of using CP/EFD staff exclusively as members of Bank-led missions. This could cut down duplication of effort. However, the Task Force does not believe that using EFD purely as a manpower source for the Bank would represent a partnership arrangement or reflect the spirit underlying a cooperative program between the two agencies - or be acceptable to Unesco. As a practical matter, this approach would be inefficient and difficult to administer across the Atlantic, even more so than the present arrangement. More unproductive EFD time than exists at present could be expected to result from this arrangement.

16. In summary, the Task Force considered a work program adjustment and clarification of Bank and Unesco/EFD responsibilities to be the most workable solution. To be effective, these changes will need to be accompanied by managerial and communications improvements. Given the rapid changes and continuing evolution in education project work, major attention will need to be devoted to Bank/Unesco CP "work process interrelationships" as a prerequisite for a sound Program.

Criteria for CP Work

17. In our view, any changes to CP/EFD's work program should take into account the following criteria:

- (a) Changes should be consistent with the objectives, policies, and broad roles of Unesco and the Bank; this implies the need to operate the CP as an effective partnership based on a rational division of effort in aid of country development and on a certain autonomy within an overall climate of close coordination and collaboration.
- (b) The work program should not result in both agencies performing the same or similar activities at the country level.
- (c) The work program should result in providing high-quality advice and assistance to member countries from the vantage point of each partner's particular competence and experience;

work should be consistent with the present and expected distribution of skills, experience and aptitudes of the staff in the two organizations.

- (d) The work program should recognize that certain tasks are not delegable by the Bank as the lender.
- (e) CP work as redefined should be susceptible to fairly simple, but rational, planning.

Review of Principal Functions

18. The Task Force analyzed broad project cycle functions and considered them in light of the above criteria to arrive at an optimal and feasible distribution of activities between the two institutions. These functions are discussed below:

- (a) Sector analysis - This is a function with which EFD has long familiarity through its PIM missions. Sector work draws on EFD's experience and provides a vehicle for tapping other Unesco resources. End products under this function can be of value to all parties: countries, before or after their national plan preparation; to Unesco, for example, in its country programming; and to the Bank in its sector lending strategy and project work. It can be performed autonomously by Unesco, i.e., in Unesco missions with Unesco reports produced, although in coordination with and supported by the Bank. Managerially, sector work is attractive because it does not require as close an operational "fit" with the Bank as does identification and it is susceptible to longer-term planning. For these reasons, sector analysis is a feasible function for EFD to perform.
- (b) Definition of Bank lending strategies - Unesco/EFD could not be expected to have a lead or autonomous role in defining Bank lending strategies. This is a Bank matter, involving such factors as country creditworthiness, Bank staffing constraints, equity in lending distribution, availability of IDA or Third Window funds, etc., that relate to overall Bank lending and Bank country program planning decisions. If Unesco were to do sector

work, however, we would expect this work to provide an important input to Bank strategy determination.

- (c) Identification - This function is increasingly performed as a natural outgrowth of closer and continuing Bank/country relations and it is now difficult for Unesco to have a primary, independent role here. Of course, sector work can pave the way and "narrow the focus" for the identification analyses and discussions performed by the Bank with country officials.
- (d) Preparation - Some of the need for this activity from outside sources should diminish as countries develop greater capacity to do this work. However, in many cases, outside assistance for preparation will still be required, and we believe EFD is equipped to aid countries in this "feasibility" work, often independently. ^{1/} Even where preparation/appraisal are combined in a Bank mission, EFD could well be involved in early-stage preparation work and/or participate in those Bank missions.
- (e) Appraisal - This is a function for which the Bank is responsible as the lender, and which EFD could not undertake independently. We believe that Unesco/EFD can and should participate in Bank appraisal missions, where this is appropriate, particularly where EFD has been involved in pre-appraisal work.
- (f) Post-appraisal - These functions include supervision, completion, and evaluation. Unesco/EFD has not been significantly involved to date in these post appraisal

^{1/} Unesco, other than EFD, could become involved in providing detailed curricula development support via its technical assistance role, on request of the country.

activities. Supervision of approved projects is not delegable by the Bank, but EFD could participate selectively on Bank supervision missions, again particularly where it had been involved in earlier preparation. Completion is in the same category and is becoming routinized as a Bank function. Some EFD participation would be appropriate. As for evaluation, which might be defined as the process by which a project's impact on socioeconomic development is traced and assessed, the cooperation of Unesco/EFD within the framework of the Bank's Operations Evaluation Department (OED) missions might well be useful in attacking the difficult, and often still unsolved, methodological problems associated with this kind of effort.

Work Program Recommendations

19. Therefore, the Task Force recommends four work program elements that we believe Unesco/EFD should perform. The first is sector analysis, which the Task Force believes EFD, with its experience and detachment from many of the day-to-day concerns associated with current Bank lending operations, would be highly qualified to undertake. We propose some differences between this work and the "sector portion of a PIM report;" these are discussed later in this chapter.
20. Secondly, we believe Unesco should continue to provide assistance to countries in their project preparation work; wherever possible, this should take the form of guiding countries in their own preparation. We believe that where Unesco provides the assistance, it could be in a relatively independent capacity. The circumstances and form of this assistance are described below.
21. Thirdly, we recommend that Unesco/EFD staff continue to serve as participants and advisors in all other stages of project cycle work and in this capacity take part regularly in Bank missions or provide other input as required from their country, subsectoral or other knowledge and experience. The amount of this assistance has been running about 10% of EFD's available time; this could remain steady or increase somewhat.
22. Fourthly, we recommend that a certain amount of EFD time be set aside on a regular basis to support appropriate Unesco Secretariat activities. These activities would include, but not be limited to, country programming, advice on technical assistance, and education finance training, e.g., giving courses at the International Institute of Educational Planners, a Unesco affiliate. Part but not all of this time (see below) would be offset by time to be provided by non-EFD Unesco staff to EFD or Bank education

activities. This recommendation recognizes that EFD has been relatively isolated from the rest of Unesco in the past, has not contributed its experience fully to the rest of the Secretariat, and has had difficulty in obtaining Secretariat support for CP activities. 1/ An exchange of time should help reestablish a two-way working cooperation between EFD and the rest of the Secretariat, which is both necessary and desirable, and part of the "cost of doing business" from a Unesco base.

23. It would not be realistic for the Task Force to recommend rigid proportions of EFD's time for each of the main activity areas above. Some flexibility will be needed to permit the Unesco/EFD resources to be applied where they are most needed and this will vary somewhat from time to time, country to country, and among activity categories. We would envision the approximate time proportions as follows, after a suitable transition period of one year or so. EFD, as a division, would devote 80% of its available time 2/ to the first three categories listed above and 20% of its time to related Unesco activities. Unesco, other than EFD, would contribute an equivalent of 10% of EFD's available time, or about 100 man-weeks, on a time sharing basis to CP activities, i.e., those in the first three categories. Therefore, in the aggregate, the equivalent of 90% of EFD's time would be allocated to sector work, preparation assistance, or participation on Bank missions. Overall, we would envision sector work eventually comprising a majority of the total time available (EFD plus Unesco and consultants), perhaps 50-60%, with preparation assistance and other project work running 30-40%, of which 10% or so would be for participation on Bank missions. Non-EFD Unesco staff would be applied either to EFD or Bank led activities, according to need. A comparison of current and proposed time is provided in Table 1.

Sector Analysis Work

24. As to sector analysis work, the Task Force recommends that an "Education Sector Reporting System" (ESRS) be established to carry out this portion of the CP work program. This newly defined sector analysis work would differ from the "sector portion of a PIM" in two respects. First, it should be a broader analysis than was typically made in a PIM. 3/ Second, it would provide a more comprehensive, longer term program comprised of a flexible array of missions and studies. PIM's, by contrast, often tended to be rigid in format and episodic in coverage, e.g., sometimes with several year intervals between EFD missions. This sector analysis work should provide the country concerned, Unesco, and the Bank with:

1/ This problem is discussed more fully in Chapter III.

2/ Approximately 1000 man-weeks, based on a 40-week man-year.

3/ Annex IX provides a fuller discussion of this subject.

- (a) objective assessments of the country's education and training system and its capacity to promote economic, social and cultural development efficiently and equitably;
- (b) an analysis of the needs, gaps, imbalance or other impediments in the present education policies, strategies or processes which affect the system's contribution to overall development;
- (c) an outline of alternative strategies of educational development and an examination of their implications in terms of resource requirements and availability, including priority areas for external financial assistance.

25. In the context of these analyses, education would be viewed as a comprehensive system of learning embracing formal, non-formal and informal education. Consideration should be given to those informal channels that may affect the learning process, such as mass media, on the job training, cultural activities and community and family relationships. The role of the educational system as an instrument for applying scientific research to the solution of development problems would also be considered.

26. This approach implies that a multiyear work program would need to be prepared for each country to be covered by the CP and that this program would rely on a variable combination of sector mission formats ("basic," updating, subsector, and special missions) over time, all designed to fit the specific conditions and key education issues of each country selected for this work.

27. The selection of countries and specific sector activities would be based on a regularly updated work program. Not all countries could be covered by EFD, and priorities would need to be set. For all CP/ EFD sector missions, the Bank would be consulted on draft terms of reference and would also comment on the draft reports. While Bank comments and areas of concern would be taken into account, the end product, as are PIM's today, would remain a Unesco responsibility and communication to the government concerned. Briefing sessions would be organized by the Bank to provide CP sector mission teams with the Bank's development perspective and concerns.

28. Sector analysis would become the principal CP/EFD activity in time, but would not become an exclusive Unesco responsibility. The Bank would continue to perform perhaps a third of all sector work done, as it does at present, and would also undertake certain sector activities, such as preparing Bank sector memoranda and sector briefs for Bank country program planning documents as its direct responsibility. Unesco's sector work would be designed to complement - and not replace or discourage - sector work to be conducted by the countries themselves.

Project Preparation Assistance

29. The Task Force believes that where EFD provides project preparation support to governments, it should move progressively toward a "guidance" or "assistance" rather than a "direct responsibility" mode. 1/ This approach would seek to develop the country's own preparation capability, in itself a form of educational development. This would mean that instead of writing a government's preparation report in a single field visit (as PPM's do), a series of shorter visits, over a longer period of time, but with fewer staff per visit, would be made. For example, a first visit could help set up the preparation effort, a second could check the progress at mid-point and a third could review findings and conclusions. This assistance would vary in number, type and format of missions, in keeping with the more tailor-made approaches to project work being undertaken generally. Assistance of this type would likely take more elapsed time, assuming that governments are less familiar with the mechanics of project preparation than EFD. However, it should in many cases require less applied time and costs 2/ by EFD.

30. Where the "bus-stopping" mode is used, EFD's work will need to be planned further in advance than at present. What was set up as a one-month or so task may now take three months or longer. Some time phasing in implementing "bus-stopping" may be necessary. In some least-developed countries, or with new borrowers of the Bank, a more active preparation role by EFD, i.e., on-site preparation, may still be needed for some time, even though viewed as a less desirable approach.

31. While EFD's assistance, where requested, could be relatively autonomous, it would need to take place in a climate of much improved communications, to avoid potential conflicts. We found in the study that when EFD must fit closely with the Bank on project operation details, duplication and overlap can occur. In this instance, there should be a clear understanding by all three parties - the country, Unesco/EFD, and the Bank - as to what project items were to be prepared. 3/ This was not always true in the past, with the government or the Bank having on occasion different understandings than did EFD as to the items covered or likely financing available. As in other areas of the CP, this will require before, during, and after-the-fact coordination.

1/ This approach was referred to as "bus-stopping" in the recent World Bank/FAO CP study.

2/ Cost implications are discussed further in Annex X.

3/ Without committing the Bank prior to appraisal and Board approval.

Feasibility of Work Program Change

32. Questions have been raised in the study concerning (a) the possible manpower loss for the Bank's regional divisions stemming from this work program and (b) the existence of sufficient demand for an EFD major emphasis on sector work.

33. As to the first point, more time would be devoted by EFD to sector analysis (after a transition period) and no time would, in the future, be devoted to project identification, per se. However, the increased time in EFD sector work should help, in those countries covered, to narrow the range of options and to focus and perhaps correspondingly reduce the time spent by the Bank in its subsequent identification. The "loss" of identification time to be spent by EFD should be viewed in the context of this work's current usefulness to the Bank and the activity repetition and backtracking the Bank's education staffs typically do. The overall amount of preparation assistance time needed would likely diminish as the per preparation applied time would not be as great by using a "bus-stopping" approach. And, as indicated above, in some projects, EFD preparation assistance would not be needed or needed to the same degree. In any event, this change in form of assistance would be phased in and would not leave the regional divisions caught short in the near term. Time freed from preparation could be applied to other project activities.

34. As for the second point - the level of demand for sector work - Unesco has been providing in recent years some 450-500 man-weeks of sector work per year (fiscal 1974-75 average: 512 man-weeks). Bank data show that the Bank allocates about 200 man-weeks per year to sector work out of its own manpower. This means the total demand level is about 700 man-weeks. On the basis of growth in the Bank's education program as measured by number of countries covered (74 in fiscal 1975-79 vs. 58 in the previous 5 years) plus informal regional indications, the total sector workload in education could increase to 900 or more man-weeks by 1980.

35. Under the Task Force proposal, Unesco/EFD's share would be from about 500-650 man-weeks or lower than the present aggregate demand level. This means that Unesco/EFD could satisfy about 2/3 of the total projected sector work demand, following a phase-in period, with the Bank doing the remaining 1/3, thereby maintaining the present proportional involvement in such work by both organizations.

TASK FORCE PROPOSALS ADJUST, BUT DO NOT RADICALLY ALTER, CP/EFD TIME DISTRIBUTION . . .

<u>CP Work Categories</u>	<u>Average Annual Distribution of CP/EFD time FY1971-75 (%)</u>	<u>Proposed Distribution of CP/EFD Time-Task Force Recommendations (%)</u> ^{1/}
Sector Work	41 - 3/4 of PIM's plus several sector studies	50-60
Project Identification	12 - 1/4 of PIM's	-
Project Preparation	18	20-30
Participation in Bank missions	10	10
Other activities/time spent	19 - includes ad hoc, unplanned activities; "down time"; planning slippage	-
Participation in Unesco Secretariat activities	- no time previously set aside	10 -
	100%	100%

some interchange possible among categories (includes 80% of EFD time proper, 10% from rest of Unesco)

Some "down time" may still occur in other categories

Net figure: 20% EFD time minus 10% equivalent from rest of Unesco to CP.

(EFD plus Unesco "House," consultants)

^{1/} EFD net available time calculated at 1000 man-weeks (40 man-weeks X 25 project officers) plus 3-4 man-years of consultants, as needed.

III. CP Management and Administration

1. Managing an effective CP between two major international agencies, particularly under the changed operating circumstances described above, requires close coordination, frequent communications and efficient work planning procedures. Problems have arisen in these managerial and administrative aspects of the CP, especially since the Bank's reorganization of 1972. In part, the problems stem from the participants not keeping pace with the managerial implications of the altered operating conditions of the Program. While not insoluble, we believe these problems must be addressed for the Program to continue on an effective footing. Our recommendations on management and administration are designed to complement and support the adjustments to the CP work program we recommended in Chapter II. This chapter provides the Task Force's findings and recommendations on program coordination, planning and scheduling, communications, time and cost sharing, and EFD internal management. Finally, cost implications of Task Force recommendations are considered.

Program Coordination

2. Several program coordination concerns exist among and between the organization components of the CP; in particular, we comment on Bank CP coordination and Unesco CP coordination. 1/

Bank CP Coordination

3. Since the Bank's reorganization, and the decentralization of education program operations, CPS Education has been assigned a staff, functional authority role over Bank education activities, with the regional offices, specifically, the 5 regional education divisions, responsible for program execution. As we described earlier, this decentralization has led to divergent approaches to carrying out Bank education activities. In this changed circumstance, we find that CPS Education has played only a limited central coordination role on CP operations or in initiating corrective action where needed to maintain overall Program efficiency and effectiveness. Several implications ensue from this coordination problem. One is that EFD's Acting Director relates to the 5 education division chiefs increasingly on a one-to-one, bilateral basis. While direct communication is appropriate on specific projects or missions, the task of managing EFD is rendered difficult in the absence of a single, consistent Bank "voice" on many CP matters, including planning and the interpretation and potential impact for the CP of new Bank policies and procedures. Second, relations between CPS Education and the regional divisions have been strained as regions adopt their own outlooks and management styles. And, the kind of work program adjustments we describe in the preceding chapter have not been made regularly as the program evolved.

1/ Selected views of the participants based on interviews are included in Annex V; these illustrate existing coordination/relationship problems further.

4. We believe CPS Education has an important function to perform in managing and overseeing Bank aspects of the CP. It should continue to have - and to strengthen - its overall responsibility for Bank liaison and coordination with Unesco/EFD. It should maintain an overview of CP operations and the patterns and trends in the use of CP/EFD resources. It should initiate corrective action and follow up on, and help to keep from recurring, the inefficiencies and work program problems identified in this report. We believe CPS Education must take this lead role for the Bank in that it is the only unit below the level of the Senior Vice President, Operations Office that can observe the pattern of activities in education in all of the Bank's regions and in the variances that are likely to continue in their approaches to education. Specifically, CPS education should coordinate a Bank position on CP policies and procedures; keep abreast of the nature of, and problems associated with, CP work; and review CP work products for quality and relevance to the Bank. CPS Education should also ensure that EFD is kept fully informed so EFD can do its work effectively. CPS Education's participation in CP missions would also be appropriate (as would that of the Bank's education staff generally).

Unesco CP Coordination

5. EFD has been relatively isolated from the rest of the Secretariat in that it was protectively managed for most of its 12-year existence. EFD has been viewed within Unesco as "elitist" (partly because of its higher average grade levels and its lack of involvement in Unesco administrative matters) and as "the Bank".^{1/} The isolation has inhibited an effective two-way cooperation between the rest of the EFD and the Unesco Secretariat. On the one hand, the Bank and EFD are unable to draw fully on Unesco's reservoir of education and other experience, e.g., mass media or book specialists, one of the anticipated benefits in having a CP. On the other hand, EFD's considerable country and education financing experience has not been made available as fully as it might be to Unesco, particularly when Unesco is becoming more country and operations oriented since its recent reorganization. Some steps have been taken over the past year or so by EFD to improve this coordination, but more such cooperation is needed.

6. In the context of Unesco CP coordination, we considered the question of the optimal organization location of the CP unit within Unesco. We conclude that the Unesco CP unit, EFD, should a) be retained as an integral unit of professionals and b) remain in the education sector at this time. We believe that EFD's strength in the past has stemmed in large part from its being a separately identifiable unit of professionals benefitting from their close collaboration. Second, we believe that at present and over the foreseeable future, CP/EFD's work will be primarily in the field of education and that most, but not all, Unesco working contacts will be in that sector. ^{2/}

^{1/} Annex V characterizes these views.

^{2/} A fuller discussion of other areas of possible cooperation is discussed in Chapter IV.

7. While we propose no change in organization location, we believe improvements are needed in EFD/Unesco working relationships. One such improvement is to establish EFD country coverage assignments 1/ for EFD staff to facilitate channeling country knowledge to and from EFD. Another is to set aside time formally for EFD to contribute to appropriate Unesco activities. Later in this chapter we discuss time and cost sharing that should help facilitate a two-way exchange of staff. We also believe a new working climate is needed that encourages better knowledge and experience transfer among EFD and other Secretariat staffs. Ensuring a two-way cooperation and exchange of staff between EFD and the rest of the education sector should be directed, in our view, by the Assistant Director General for Education. Where staff exchanges or other forms of cooperation between EFD and the rest of Unesco go outside the education sector, as they will for EFD's sector analysis work, a coordinating role should be performed by a mechanism already in place: Unesco's Coordinating Committee for Operating Activities (CCO) under the Assistant Director General for Cooperation for Development and External Relations. We recommend that the Director, EFD be made a member of CCO, given EFD's unique role within the Secretariat.

Planning and Scheduling of Work

8. Work planning and scheduling are among the principal operating problems in the CP. 2/ Central Bank coordination has been limited, requiring EFD to work out, and seek to balance, resource needs and staff availability individually with each region. Bank education division chiefs' variances in operating approaches also extend to planning. Some divisions plan ahead further than others in practice, with some maintaining ad hoc flexibility, e.g., to permit sending out a mission on several days' notice. Taken together, firm regional plans for CP involvement do not extend beyond 6 months and often are quite tentative more than two months ahead. This uncertainty means that familiarization time before a mission may be lost and that those whose missions are postponed may not be usefully employed while awaiting imminent departure. EFD morale is affected, efficiency is lost, and a sense of CP partnership is eroded. EFD is often viewed by Bank division chiefs as a source of consultant manpower. Requests are made for specific individuals, and others may be considered unacceptable as participants in Bank missions. Among the results of these planning problems are peaks and valleys in workload, particularly at the individual level, e.g., 2 EFD staff members were in the field more than 5 months last year; one had only 5 days at home between 2 lengthy missions. Individual scheduling and assignments are rendered difficult because of the "by name" requests. And, without overall, coordinated CP planning on the Bank side, there is no assurance that EFD services are provided to those countries worldwide where they are most needed, i.e., a first-come, first-served, as opposed to an overall priority, approach is used.

1/ Discussed below under EFD internal management and in greater detail in Annex VIII.

2/ Planning and scheduling problems, proposed solutions and procedures are discussed separately and in greater detail in Annex VII.

9. One key focus of EFD's future activities is to be on sector analysis. This work should be highly susceptible to advance planning. Preparation assistance will also need to be planned further ahead than at present, e.g., two years or more. We recommend that these EFD activities be planned on a multiyear basis, with an annual review and semi-annual plan adjustment. The sector planning effort should consist of

- (a) Identifying those countries needing - and receptive to - Unesco sector missions; this identification would be based in part on the state of existing sector knowledge of that country, from whatever source;
- (b) Determining priority countries for EFD attention on a worldwide and regional basis; this assumes EFD to be a limited and relatively "fixed" resource in size.
- (c) Determining the most appropriate type of sector work, i.e., basic, update, subsector, special mission or desk study;
- (d) Identifying the appropriate timing of EFD's intervention, e.g., within the Bank's project lending program and the country's national planning cycle.

10. The above factors should be considered individually by each Bank region and then collectively through the mechanism of a CP Planning Committee (discussed below). This approach to planning takes into account overall needs and priorities, determines the work to be done, and allocates the available resources accordingly. Once established as an agreed plan, individual staffing assignments would be EFD's responsibility. (Bank staff would be able to propose types of disciplines needed and review the draft terms of reference.)

11. A need to perform near-term planning will continue, e.g., 6 months ahead, for participation in Bank missions. This will entail identifying and aggregating requests and resolving scheduling conflicts that may occur. This near-term planning will also be applicable to EFD participation in Unesco Secretariat activities susceptible to such advance planning, i.e., those requiring one or more man-weeks of time.

12. To make this near-term planning element work effectively, EFD administrators will need to know the following:

- (a) Bank/Unesco mission schedules for 6 months ahead for which EFD or Unesco participation is requested.
- (b) The country, project, and type of mission involved and the characteristics of EFD/Unesco participation needed.
- (c) The types of disciplines and man-weeks involved and the start and end dates, including field and Washington phases if applicable.

- (d) Terms of reference (in advance of the mission) and a description of the end products required.

13. As to the Bank's coordination, the Task Force believes that an essential prerequisite for successful planning is the need to aggregate at regular intervals overall Bank-wide requests for Unesco/EFD services and to express them in a consolidated, consistent manner to Unesco. This planning effort should be done in the Bank by a CP Planning Committee composed of a representative of the Education Department and the five regional education division chiefs. CPS Education should chair the Committee. The EFD Director or his Assistant should be invited to participate in these planning sessions. Where a resource allocation conflict exists between two regions that could not be resolved by the Committee, the respective Assistant Project Directors would be asked to intervene, in consultation with the CPS Education Director. Further appeals would go up through the regional hierarchy, culminating in the Senior Vice President, Operations, if need be; this should be a very infrequent occurrence. The CPS Education Director should monitor the overall pattern of CP use and if it appears inconsistent with the CP Agreement, he should express his concerns to the Senior Vice President, Operations, via the Vice President, Projects; this should also be a rare occurrence. Procedures, illustrative documentation and descriptions, and other aspects of work planning and scheduling are discussed in more detail in Annex VII.

Information and Communications

14. Information gaps and communications problems have added to the strain in Bank/Unesco relationships in recent years. A key information gap has been EFD's lack of useful, timely information of direct relevance to its own operations, before and after the fact. Briefings before EFD missions have often been limited. There is little formal or informal constructive feedback on EFD work products provided by the Bank to EFD, although such criticisms are fairly commonplace in Bank internal memoranda. Accordingly, there is rarely an opportunity for an EFD rebuttal or clarification of misunderstandings or for a subsequent change of approach, if needed. In general, the exchange of comments on each other's work has not resulted in a satisfactory or free and frank exchange of views.

15. In part because of its concentration on the early stages of the project cycle, EFD is often cut off from knowledge about subsequent Bank appraisal or implementation and may not find out how the project progressed until much later. There is no specific follow-up mechanism or assigned responsibility for tracking this subsequent action or its consequences within EFD. As a result, EFD may be uninformed as to why its proposals were not adopted by the Bank, if they were not, and unable to take those reasons into account in subsequent work.

16. Another gap has been EFD's lack of awareness of recent Bank policy and procedural changes that have - or can have - a direct bearing on EFD's work. For example, the initiation of Bank sector memoranda and the establishment of the project preparation facility were brought to EFD's attention

for the first time only during the course of, and because of, the Task Force's review. Communications to EFD from the Bank have become more diffuse and are sometimes confusing since the Bank's regionalization. No consistent Bank "voice" on education policies or approaches is presented to Unesco/EFD as a basis for its work.

17. Changes in the CP's work program, in the approach to operations, and improvements in planning, to become fully effective, will need to be accompanied by corresponding improvements in communications and information exchange among the various participants in the CP. Our communications recommendations are recapped below and described more fully in Annex XI. 1/

- (a) Between EFD and the rest of Unesco: A first step will be to improve the coordination mechanisms for exchanging staff and information, under Unesco's education sector and via the Coordinating Committee for Operating Activities. EFD "country coverage" assignments (a part-time collateral duty) should be made as a vehicle for ensuring that EFD country knowledge is regularly made available to appropriate units of the Secretariat. The advance reservation of EFD time for Unesco activities should facilitate knowledge transfer among these units. Periodic staff rotations between EFD and appropriate Unesco units should be encouraged on a 1-2 year basis.
- (b) Between EFD and the Bank - A key need is for an improved mechanism for exchange of policy, organization change, and procedural information, particularly from the Bank to Unesco. 2/ CPS Education should take the lead here, drawing on other units as appropriate. Improved guidelines for CP work are needed, including changes in definitions of work roles and processes, expectations, and areas of Bank concern, in close cooperation with EFD. Staff rotations on a "tour of duty" basis between EFD and the Bank staffs should be encouraged. Professional seminars by discipline, e.g., economists or architects, should be established periodically. More frequent management and working staff visits to the other agency are encouraged, as is a greater participation by Bank staff on EFD missions, an infrequent occurrence at present. The EFD "country coverage" assignments would also provide a more formal means of tracking Bank actions in given countries.
- (c) Between CPS and the Bank Regions - The key communications improvements are to reassert CPS Education's functional authority role, particularly by taking the lead in monitoring Bank operating procedures with those of EFD as they relate to the CP and initiating corrective action as needed; and to establish the CP Planning Committee and make it work.

1/ A number of these improvements are also discussed in other contexts within this Chapter.

2/ Unesco policy changes relevant to the Bank have generally been available via EFD.

Cost and Time Sharing

18. The Bank's share of direct costs (salaries and operating expenses) of the CP (EFD plus its consultants) is 75%, with Unesco paying 25%. However, Unesco pays, in addition, the Director's salary (or the Acting Director's as at present), space rental and EFD's share of overhead. As assessed by the Task Force, and on a total cost (direct plus indirect) basis, Unesco pays about 47% and the Bank 53%. ^{1/} This is closer to cost parity than is generally realized. The "75/25" direct cost sharing arrangement and the view held within the Bank that it is largely paying for the Program, has tended to inhibit a true partnership between the two parties and to put the EFD on a "consultant pool" footing by Bank education staff.

19. We recommend that the cost arrangements for the Program be left as at present, at "approximate parity" on a total cost basis. This approach appears equitable and in line with the concept of a substantive partnership between the two agencies.

20. During the study, the issue came up as to which institution should pay for travel and subsistence on which missions. This is set forth in the existing Agreement. We believe the present arrangement, in which costs for EFD missions are paid out of CP funds and participation in Bank missions is paid out of Bank funds continues to be appropriate. Moreover, we understand that provision has been made (but not separately itemized) for the latter costs by the Programming and Budgeting Department as part of the Bank's regular budgeting process. In other words, Bank divisions are not penalized in using CP/EFD staff for their missions.

21. As to time sharing, no arrangement exists at present without a corresponding cost reimbursement. The Task Force feels such a "barter" (no cost) arrangement should be possible between EFD and other Unesco units with which it exchanges staff. This could help promote improved EFD/Secretariat relations and the exchange of advice and experience. We recognize that cost reimbursement may need to continue in some instances where EFD obtains assistance from a specialized unit to which it can provide no shared time in return.

22. With costs at approximate parity, we believe the CP time proportions should reflect a similar parity. As proposed, on an indicative basis, about 10% net of EFD's time would be provided to Secretariat activities and about 10% for Bank missions. The remaining about 80% would be for sector work and preparation assistance led by CP/EFD. The sector work would benefit all parties: countries, Unesco, and the Bank. Preparation assistance would principally benefit the country while being of interest to the Bank. It would also be a direct contribution to development made by Unesco and thereby reflect favorably on Unesco as well. In summary, we believe the Task Force's

^{1/} See Annex IV, Table 7 for methodology used.

cost and time sharing recommendations are in keeping with the principles of partnership and "approximate parity". In a broader context, all CP work is ultimately geared to aiding member countries' educational development, and the two organizations have an equal interest in supporting that objective.

EFD Internal Organization and Management

23. The Task Force examined EFD's internal organization and management because EFD is the only unit set up explicitly to carry out work under the CP. 1/ We found EFD to be a collegial and highly professional group with significant experience in education and in developing countries. 2/

24. The internal EFD organization and management problems are not considered insoluble, or even particularly unusual in a group such as this one. Our findings and recommendations follow:

- (a) EFD Administrators: EFD needs three full-time administrators: a permanent Director, a Deputy, and an Assistant to the Director. An Acting Director, aided by an "Assistant to," cannot manage this group of 27 professionals and support staff adequately.
- (b) Country Coverage Assignments: There is no current mechanism for keeping abreast of country education activities on a regular basis, except informally and on a personal interest basis, given EFD's world-wide, generalist orientation. This may mean long gaps in EFD knowledge of certain countries and makes relations with the Bank and with the Unesco Secretariat (now more country-oriented) less effective than they might be. We recommend assigning each EFD staff member with "country coverage" responsibility for 3-4 countries, as a collateral duty. This assignment would entail keeping abreast of external and Bank financing and other key educational developments in those countries. Where possible the individual would go on missions to those countries, but if not possible, would brief EFD missions teams that did. 3/
- (c) Quality Control: EFD needs a surer mechanism than exists currently for ensuring quality, consistency, and timeliness of its work products rather than to rely exclusively on the EFD divisional or Unesco review meetings. The divisional meeting in particular can be an effective review vehicle if the reviewing staff is available and able to devote the time and attention necessary for a sound review. We recommend that this

1/ This subject is discussed in greater detail in Annex VIII.

2/ Annex IV, Tables 2 and 4 provide EFD experience data.

3/ See Annex VIII for a further discussion of and rationale for this proposal.

work review function be strengthened. For example, a small group of senior EFD staff could be given the explicit review assignment, under the Director or Deputy Director's leadership.

- (d) Efficient use of Project Officers: With all Project officers at a senior level (P-5's or "M" equivalent in the Bank), they must often do detailed statistical compilations because no research assistants or more junior staff are available to assist them. Consideration should be given to hiring such staff, as openings occur, to permit delegation of some routine work and to establish a training program for potential new project officers.

25. We also looked at various other aspects of EFD organization and conclude that no additional supervisory layer is needed at this time, but the Division is about at maximum size for the present arrangement. We conclude that regionalization of staff, e.g., rigid assignments by geographic area, are not appropriate for a group as small as EFD. It would make scheduling impossible without requiring such a large number of exceptions that the original assignments would be rendered meaningless. Further, physical decentralization of some staff to the field, e.g., to Unesco (or Bank) regional offices, despite the current relatively heavy travel load, does not appear appropriate at this time, i.e., neither sector work nor preparation assistance, as defined, would require permanent residence. In addition, valuable contact with colleagues in Unesco headquarters would be lost.

Cost Implications of Recommendations

26. In the Task Force's judgment, the work program as redefined will not cost significantly more than present. No staff increase is proposed, except for the third administrator in EFD, and provision for this position is already budgeted in the CP. Other suggested changes in operating procedure are not expected to have an important effect on the 15% or so of total CP cost that is other than salary cost. Of course, this is only one aspect of the overall cost "equation". A further question beyond the cost of the CP is the total cost of Bank and CP activities given an adjustment to CP's work program.

27. In looking at this broader question, one should consider that the Task Force proposal is essentially to redistribute project cycle activities among the various participants (Unesco, Bank, and government), rather than to add fundamentally new activities. 1/ In part due to reducing duplicative activities and in part through improved planning and scheduling, we believe that existing resources can be used more efficiently than at present.

1/ Sector analyses would be broader in coverage for those countries included.

28. It should be pointed out that the proposed CP work program change would take place in a climate in which the Bank is increasing its overall emphasis on sector work in education. The change in Unesco/EFD's work in this area could be followed by increases in overall sector work resources. While this may well be important - as a means of improving project quality and country knowledge - it would not be a consequence of the proposed changes in this report. This subject is discussed further in Annex X.

IV. Other Areas Considered

1. In this Chapter we discuss two further matters reviewed during the study: other areas of possible Bank/Unesco cooperation and technical assistance.

Other Areas of Possible Bank/Unesco Cooperation

2. As part of the study's terms of reference, we considered the possibility of enlarging the cooperation between the Bank and Unesco into other sectors of activity than those covered in the Agreement. Specifically, we assessed cooperation in science, cultural tourism and communications, and how possible mutual interest in these areas might best be accommodated if a closer cooperation appeared warranted. Each of these areas is outlined below.

Science

3. We found a considerable difference in approach toward science in the two agencies. Apart from implementing UNDP country projects, Unesco is primarily concerned with the promotion of international cooperation through major intergovernmental programs, such as "Man and Biosphere" or those in oceanography or hydrology. It is interested in advancing and communicating the state of current knowledge.

4. The Bank, by contrast, finances projects that meet clearly defined needs in member countries and that contribute to the promotion of economic development. As such, the Bank's science interests tend to be more a "means to the end" of financing a variety of specific projects, typically using available and tested technology. Its types of projects in science or the environment, therefore, vary considerably from country to country and project to project. Most of the Bank's science-related projects support development of local industry or correspond to defined local or regional needs (e.g., nutrition, agriculture, transport, water supply). International research arrangements, such as the Consultative Group on International Agriculture Research (CGIAR) have been set up or supported by the Bank ^{1/} in cases in which certain well-defined and concrete needs have an international dimension, and can therefore be met through international or regional cooperation.

5. The basic difference in approach to science in Unesco and the Bank is reflected in the way in which the two institutions are organized and deployed to carry out their respective science activities. Unesco has an overall science program implemented by a major sector for science and headed by an Assistant Director General. The Bank, on the other hand, has no science sector, and is served by a small science staff: a science adviser and an environmental adviser reporting to the Vice President, Projects. Science in the Bank is therefore carried out largely within the context of specific project lending operations.

^{1/} In this instance, only after many years of proven experience under private foundation management.

6. The Task Force was unable, in its brief survey, to identify existing or possible new areas of science that are highly complementary and which would lend themselves to near-term "joint venture" type cooperation between the two agencies. By this we mean cooperation of the type that takes place in the CP, in which considerable manpower and financial resources are expended and tangible end products are prepared as a result.

7. We understand that recent discussions have taken place among Bank and Unesco science staff to explore possible areas of mutual interests. As a result of these discussions, there may be areas, such as hydrology, ecology, and earthquake research, in which a fuller exchange of information and views is appropriate. We, of course, support this kind of exchange and cooperation or "working dialogue". In the future, joint working groups might be considered, if both sides agree, to explore further any scientific opportunities that may arise from the informal dialogue approach.

8. Science education appears to be one area in which close -- and perhaps closer than at present -- cooperation is appropriate. This is an area already covered within the framework of the basic CP Agreement and has been a tangible subject for Bank/Unesco collaboration for some time. For example, when dealing with Bank lending for higher education, a Unesco input may be needed for questions related to engineering or in building scientific research capabilities generally. Obtaining this assistance as needed from Unesco's science sector staffs may require some procedural and/or communications improvements between the CP and the rest of the Secretariat.

Cultural Tourism

9. In this area, we do see tangible cooperation emerging. Unesco's culture staff, particularly those involved in historic monument restoration, have begun to participate in EFD and/or Bank missions and to help identify projects for possible Bank financing. The Bank's Tourism Department is working on its first project that focuses on the restoration aspects (Jordan, Petra Project); this was Unesco assisted.

10. In this sector, we find the "complementarity" necessary for cooperation. In effect, there is a direct and tangible relationship between Unesco's specialized expertise and Bank project financing action. The site or monument may be the project itself or the "attractive center" of a broader tourist infrastructure of hotels, roads, etc. The two organizations are also planning to collaborate on a joint seminar on the cultural aspects of tourism.

11. At this stage, however, the relatively limited degree of involvement in number and volume of projects leads both parties (the Unesco's Cultural Tourism staff and the Bank's Tourism Department) to proceed cautiously and, for the foreseeable future, on an informal as opposed to a "cooperative agreement" basis. We conclude that there need be no change in present practices to accommodate this mutual interest in cultural tourism.

Communications

12. We note that Unesco experts participate from time to time in EFD missions relating to communications in education, e.g., mass media or book production specialists. Preparation of textbooks and learning materials has been a traditional part of Bank education project financing. This collaboration is covered within the context of the existing Agreement. As to book publishing more generally, this area may be appropriate to explore further on an informal basis, given its potential on both social and economic grounds.

Conclusions: Other Areas of Cooperation

13. The Task Force considers that any emerging areas of new potential cooperative interest between the two agencies should proceed informally for some period of time (a) to see if the initial interest is sustained, (b) to determine that cooperation of a tangible "joint venture" nature emerges and; (c) to permit identification of those modes of cooperation susceptible to and appropriate for more formal cooperation, i.e., through an interagency agreement. Therefore, we do not recommend establishing any new Bank/Unesco agreements or expanding the existing one at this time.

14. The broadened sector analysis work we propose for CP/EFD may serve as a useful vehicle by which possible new dimensions of cooperation develop between the Bank and Unesco. For example, on a selective basis, participants from science, culture, or communications sectors might join CP/EFD sector analysis missions, leading to follow-up activities with the Bank in sectors other than education. In any event, the exchange of information on program policies, activities and results from both agencies should be intensified and put on a more regular basis via EFD, CPS Education and the respective external relations functions in the two agencies.

Technical Assistance

15. As part of its terms of reference, the Task Force briefly reviewed two aspects of technical assistance (TA), defined as the provision of expert advisory services or fellowships to a country through bilateral or multilateral aid sources. These are TA financed through a Bank education project and TA not related to Bank project lending.

Background: TA in Bank-financed Projects

16. The CP Agreement states that Unesco and the Bank will cooperate in arranging for TA required to implement Bank-financed projects. Until 1968, TA was not included in Bank/IDA financing for education; since that time it has been included for appropriate projects. From 1968 to the end of 1975, 19 agreements had been signed between Unesco and the governments concerned. Some \$12.5 million in Bank-financed TA is now being administered by Unesco, covering provision of field experts, consultants, fellowships and the organization of training activities. This figure represents about 30% of all Bank-financed TA in education.

17. Unesco feels it should have a privileged relationship with the Bank for providing TA. The Bank's position continues to be that the choice of executing agency should be left to the government to decide. The Task Force concurs in this basic principle. It also feels that the Bank staff, in discussing TA with the country, could suggest Unesco as one of the possible sources for providing TA. One area in which such TA may be appropriate is in developing detailed curricula and course syllabi for Bank projects.

Implementation Problems: TA in Bank-Financed Projects

18. Certain problems have arisen between the Bank and Unesco in implementing TA on Bank-financed projects. These include the following:

- (a) There is a time lag between credit/loan agreement signing and effectiveness of the TA agreement between Unesco and the government concerned. This can take six months or more, and efficiency may be hampered by the lack of a standard instrument that could be used (or adopted) covering such fundamental questions as facilities, privileges, and immunities. We recommend that Unesco look into establishing a basic document, such as exists for UNDP, to shorten Unesco/government negotiation time. We also suggest that the gray cover appraisal report now sent to EFD be circulated to the operating division in Unesco's education sector.
- (b) Recruitment of TA staff has been slow, but recently shortened through better Unesco and Bank procedures. The Bank requirement to review each expert's qualifications has resulted, according to Unesco interviews, in improved standards for expert selection, and a corresponding improvement in expert quality. We would not, therefore, recommend changing this requirement.
- (c) The amounts allocated in the loan/credit agreements to finance the programs of TA can be insufficient, due to unrealistic estimates of the costs of experts' services. Inflationary trends and the failure to consider local adjustment factors are among the most common sources of underestimates. The provisions for TA in the "unallocated" category may also be insufficient. Both base-line and contingency cost estimates for TA programs by the Bank should take these factors into account more fully.
- (d) Conflicting supervision instructions given TA staff in the field have been a source of strain. Unesco, as executing agency, the government, and Bank supervision teams all have a say in technical supervision. It may be appropriate from time to time for Bank staff members to coordinate directly with the assigned Unesco TA project officer 1/ in addition to the government and the TA field staff.

1/ Who would be in the education sector, but outside EFD.

Other Technical Assistance

19. The Bank has received recent requests to provide, or to arrange for, TA in education not related to Bank project financing, 1/ and in some cases the Bank has requested assistance from Unesco. The CP Agreement does not discuss TA other than in the context of Bank-financed projects.

20. The Task Force has defined in this report the kinds of activities it believes CP/EFD can best perform at this time, including sector analysis, preparation assistance and other related activities. We believe it would be appropriate for CP/EFD to provide this same kind of assistance, on request, to a country not financed by the Bank, e.g., an OPEC country. If such assistance were to be provided, it should be planned and scheduled as would any other appropriate EFD work, e.g., giving consideration to overall work priorities, individual travel loads, etc. We believe that assistance requests falling outside the scope of the work program we propose for EFD should then be handled by Unesco as it would other forms of TA.

1/ From members of the Organization of the Petroleum Exporting Countries (OPEC).

V. Implementation

1. Implementation of the Task Force's recommendations has two aspects: accomplishing the work program and operating changes and effecting the management and administrative improvements. We first discuss implementation factors and then provide an action program for making the needed changes.

Implementation Factors

2. Implementation will entail adapting the two organizations to the shift in work emphases and task definitions and moving toward a distribution of CP/EFD available time according to the approximate time proportions indicated in the report. Bank staff will also need to accommodate to these CP/EFD activity adjustments. A number of specific efforts will need to be undertaken during the transition period, including the following:

- (a) An early identification and selection will need to be made of the nucleus of countries to be covered by CP/EFD sector analysis work, along with agreement on a multiyear work program for EFD-led work, and the introduction of "country coverage assignments" within EFD. (This latter step should not be difficult; tentative assignments are already under consideration.)
- (b) Given the assignment of a majority of sector analysis to EFD and project identification per se to the Bank, attention must be given to adapting mission formats and approaches to help ensure EFD's work is used effectively and to reinforce the linkages of that work to Bank project identification specifics. The first objective could be met, for example, through preparing or updating the country Sector Memorandum in the Bank following Unesco's sector work. The second objective would require, for example, the redefinition of Bank RID and reconnaissance terms of reference to focus on identification and avoid repetition of sector work, when performed by EFD in a particular country.
- (c) Adopting progressively a "bus-stopping" form of preparation assistance by EFD implies a phasing out (or back) of traditional PPM's, except perhaps in some least-equipped countries. Some countries -- or projects at critical stages in the lending program pipeline -- may continue to need the more traditional approach for some time. This transition could take 2 or more years to complete. Where EFD preparation assistance is called for it must be planned well in advance and the sequence of events leading to commitment (i.e., with detailed design before or after appraisal) thought through carefully.
- (d) The managerial and administrative improvements proposed will also need to be given concerted attention over the next 9-12 months. In particular, CPS Education's role needs to be reestablished,

the planning mechanisms installed and the communications improvements specified in this report initiated over this period.

- (e) As appropriate, modifications to the Memorandum of Understanding may be needed. We believe the changes we propose could be handled via an exchange of letters between Messrs. M^r Bow and McNamara.

Action Program

5. The Bank education division chiefs are already moving in the direction indicated above, and the overall transition period may be shorter than expected. Based on available information, the division chiefs have requested a considerable amount (nearly 500 man-weeks) of EFD time for sector analysis (as opposed to PIM) work for fiscal 1977. The Task Force believes this aspect of its recommendations can be substantially achieved by early fiscal 1978.

6. Annex XII provides the key elements of a proposed implementation plan for effecting the changes proposed in this report. It includes key recommendations, related action steps, and an indication of responsibility assignments and approximate timing. The indicative dates may need to be modified.

7. As needed, a more detailed timetable, set of task descriptions and assignments will need to be worked out by the principals involved. Periodic Unesco/Bank meetings covering the CP during fiscal 1977 should address progress - and problems - in implementing the agreed changes.

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

MEMORANDUM OF UNDERSTANDING WITH RESPECT TO WORKING ARRANGEMENTS
BETWEEN THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION
AND THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
AND THE INTERNATIONAL DEVELOPMENT ASSOCIATION

Unesco and the Bank* have for several years been cooperating on an *ad hoc* basis on matters of common concern. Now that the Bank is entering into the field of financing educational projects, most of which are expected to be of types falling within Unesco's field of responsibility, this cooperation will have to be intensified and it appears desirable to both Unesco and the Bank that working arrangements be agreed upon setting forth the principles to govern such cooperation.

These working arrangements, as agreed upon by the Director-General of Unesco and the President of the Bank subject to the approvals specified in paragraph 7 hereof, are as follows:

1. *The Cooperative Program*

Unesco and the Bank will cooperate together in the following fields:

- (a) Assisting countries of common membership in the identification and preparation of educational projects of types which fall within Unesco's field of responsibility and which, in the framework of its economic development objectives and general policies, the Bank is willing to consider for financing.
- (b) Appraising projects of the foregoing types.
- (c) Providing end-use supervision of the execution and operation of Bank-financed projects of the foregoing types.
- (d) Arranging for technical assistance required for the implementation of Bank-financed projects.

Assistance to member governments in educational planning is recognized as an important foundation for investment programs in the long term and this activity, being a part of Unesco's own program, will continue to be the sole responsibility of Unesco.

2. *Allocation of Functions within the Cooperative Program*

(a) *Assistance to Governments in the Identification and Preparation of Projects*

It is agreed that, as between the two organizations, Unesco has primary responsibility for this function. Unesco's program of work in this connection, insofar as it forms part of the cooperative program, will be agreed with the Bank. Upon the request of Unesco, and assuming personnel resources permit, the Bank will be prepared to attach a staff member to serve as an adviser to a Unesco mission engaged in this work.

From time to time, the Bank sends general survey and other types of missions to its member countries whose functions may include identification of promising projects in various sectors. Upon request of the Bank, Unesco will provide, as part of the cooperative program, staff members or consultants to serve as advisers to such Bank missions.

* All references in this memorandum to the Bank shall be taken to include both the Bank and the International Development Association.

School design and construction fall within Unesco's field of responsibility. The Bank also has competence to assist member countries in planning and other work connected with the physical facilities involved in educational projects. To the extent that Unesco provides assistance in this field in agreement with the Bank, the work of the Unesco staff members or consultants involved shall be considered as part of the cooperative program.

(b) *Appraisal of Projects*

The Bank will be responsible for the appraisal of projects, upon the basis of which its financing decisions are made. However, at the request of the Bank, Unesco will provide staff members or consultants to serve as educational experts on Bank appraisal missions. The work of such experts will be part of the cooperative program.

(c) *End-Use Supervision*

The Bank will be responsible for the disbursement of funds and for the end-use supervision of the construction of physical facilities, the purchase of equipment and the maintenance of both facilities and equipment in connection with Bank-financed projects, and to this end will be responsible for such review as may be appropriate of the specifications, bids and awards of contracts, for examination of all documents relating to disbursements, and for whatever inspections of the project are necessary in this connection. Unesco will, in cases agreed with the Bank, assume responsibility as part of the cooperative program, to ascertain, both through field inspections and through review of periodic reports, and to advise the Bank whether the educational objectives of the project are being achieved and whether the obligations undertaken by the borrower in this connection are being fulfilled. The results of Unesco's end-use work on the educational aspects of projects financed by the Bank will be made available to the Bank and, in the event that representations to the borrower should be necessary on educational matters, Unesco and the Bank will consult together on how they might best be made.

(d) *Technical Assistance in Project Implementation*

In cases agreed with the Bank, Unesco will provide or arrange for and will exercise appropriate supervision over technical assistance required for the direct implementation of a Bank-financed project.

3. *Personnel**

It is agreed that the cooperative program requires a unit of specialized personnel of high calibre within the Unesco Secretariat which can devote itself exclusively and continuously to this work. The Director-General of Unesco will, therefore, establish such a unit (hereafter referred to for purposes of this Memorandum as "Educational Financing Division") as an identifiable group within the Unesco Secretariat. Unesco and the Bank will agree from time to time on the appropriate size of the Educational Financing Division and on the types and classifications of positions to be included within the Division, and the Director-General of Unesco will consult with the Bank on the appointment of staff to the Division. The Division, although it will be devoted exclusively to work in connection with the cooperative program, will be an integral part of the Unesco Secretariat and will operate under the exclusive authority of the Director-General of Unesco.

Both Unesco and the Bank agree that it is desirable to use Unesco regular staff members, to the greatest practicable extent, for work under the cooperative program. However, it is recognized that, from time to time, and particularly in the early stages of the program, it will be necessary to employ outside consultants. It will also be necessary and desirable, from time to time, to use Unesco staff members outside the Educational Financing Division for purposes of the cooperative program. In cases where Unesco intends to appoint an outside consultant to serve as educational adviser to a Bank mission, it will consult the Bank as to the person proposed to be appointed.

* As amended effective January 1, 1967.

4. *Financial Arrangements**

(a) Subject to the qualifications set forth below, the costs of Unesco in connection with agreed work under the program, including salary, allowances and other benefits and travel costs of the Educational Financing Division, of outside consultants, and of other Unesco staff members assigned to such work will, until December 31, 1966, be shared equally by Unesco and the Bank up to a ceiling figure to be fixed from time to time by agreement between the two organizations.

(b) The travel and subsistence expenses of Unesco staff members and consultants while serving as members of Bank appraisal, general survey or other missions, will be borne or provided for by the Bank.

(c) Unesco will pay for invisible overhead costs (including space) and for identifiable indirect costs (except as provided in sub-paragraphs (d) and (e)) involved in its participation in the cooperative program.

(d) The Bank will bear the cost of documentation, reproduction and translation undertaken by Unesco in agreement with the Bank.

(e) The cost of technical assistance directly required for the implementation of Bank-financed projects, including an amount for Unesco's estimated administrative costs in arranging for such technical assistance in cases agreed with the Bank, will be paid for out of the proceeds of the financing or will be otherwise met by the Bank. The amount for estimated administrative costs will be 12 percent of the direct cost of such technical assistance except where technical assistance is provided under contract between Unesco and some outside entity, in which event the amount will be fixed by agreement between Unesco and the Bank.

(f) For the calendar years 1965 and 1966, the agreed ceiling figure for purposes of sub-paragraph (a) above, to be shared equally by the two organizations, will be \$600,000 for 1965 and \$700,000 for 1966. If Unesco's costs should exceed this amount, the Bank will reimburse Unesco for the excess, provided that Unesco will not incur or commit itself to incur costs in excess of \$750,000 in 1965 or \$900,000 in 1966 without the prior approval of the Bank.

(g) For the calendar year 1964, Unesco's contribution under its existing budget cannot exceed \$75,000. Accordingly, the agreed ceiling for 1964 for purposes of sub-paragraph (a) above will be \$150,000. Unesco's costs in excess of this amount will be reimbursed by the Bank, provided that Unesco will not incur or commit itself to incur costs in excess of \$300,000 during 1964 without the prior approval of the Bank.

(h) The Bank and Unesco will agree on the procedures for payment of funds from the Bank to Unesco, and for accounting to the Bank by Unesco, in connection with the cooperative program.

(i) Beginning with the calendar year 1967, the costs of Unesco for agreed work under the program as defined in sub-paragraph (a) will be shared in the proportion of 25% by Unesco and 75% by the Bank, subject to the qualifications set forth in sub-paragraphs (b), (c), (d) and (e). The cost-sharing ceiling figure for each Unesco biennium will be fixed from time to time by agreement between the two organizations.

5. *Relations with other Agencies*

It is expected that most of the projects in the educational sector which are likely to be considered for Bank financing will fall within Unesco's field of responsibility. There may be cases, however, where, because of the type of project involved or because of special circumstances, it would be appropriate and desirable for the Bank to look to some other international agency, such as ILO or FAO, or to some national

* As amended effective January 1, 1967.

agency, public or private, to perform some or all of the functions which Unesco would ordinarily perform under these Working Arrangements. It is agreed that in all such cases the Bank will consult Unesco on the action it proposes to take. It is also agreed that the Bank will not subject Unesco's advice on educational matters within its competence and covered by the cooperative program to review by any outside agency.

6. *Modification and Termination*

These Working Arrangements may be modified or supplemented at any time by mutual agreement between the two organizations. Each organization may, after reasonable notice, terminate the arrangements, provided that, if they are terminated by the Bank, the Bank will reimburse Unesco for the financial consequences of cancelling personnel commitments entered into for purposes of the cooperative program. Continuation of Unesco's responsibility under these arrangements beyond 31 December 1964 is subject to the decisions of the General Conference.

7. *Effectuation of the Arrangements*

The Working Arrangements set out in this Memorandum of Understanding will become effective when approved by the Executive Board of Unesco and the Boards of Governors of the Bank and IDA and signed by the Director-General of Unesco and the President of the Bank and of IDA. It is contemplated that the necessary approvals will authorize payment by the Bank to Unesco retroactively to March 1, 1964, of expenses incurred for purposes of the cooperative program which would have been eligible for payment if these Working Arrangements had been effective on that date.

(Arrangements initiated on an interim basis by exchange of letters between the President of the Bank/IDA (March 30, 1964) and the Director-General of Unesco (April 3, 1964), pending approval by the agencies' governing bodies. Approved by the Bank/IDA Boards of Governors April 30, 1964, and by the Executive Board of Unesco June 5, 1964. Signed by the Director-General of Unesco June 5, 1964, and by the President of the Bank/IDA June 15, 1964).

SUPPLEMENT TO MEMORANDUM OF UNDERSTANDING

WHEREAS a Memorandum of Understanding with Respect to Working Arrangements between the United Nations Educational, Scientific and Cultural Organization and the International Bank for Reconstruction and Development and the International Development Association, was signed by Unesco on June 5, 1964 and by the Bank and the Association on June 15, 1964, and was amended by an exchange of letters dated June 27, 1967 and July 7, 1967, respectively; and

WHEREAS both Unesco and the Bank desire to include in the Cooperative Programme provided for in said Memorandum, as amended, the services of Unesco experts outside the Educational Financing Division (EFD) and to expand the scope of the Programme;

NOW THEREFORE the Memorandum, as amended, is hereby supplemented as follows:

1. *Extension of Co-operative Programme*

In addition to the activities provided for in said Memorandum of Understanding, as amended, the Co-operative Programme shall include, as may be agreed between Unesco and the Bank from time to time: (a) the preparation of sector studies and of recommendations for country programmes for the education sector; and (b) other services and studies relevant to particular aspects of educational development.

2. *Additional Personnel*

Unesco will provide, through its Educational Planning and Administration Division (EPAD) and its Department of School and Higher Education (EDS), for agreed activities in the Co-operative Programme, such man-years of professional services per year as shall be agreed from time to time by Unesco and the Bank. Accordingly, there shall be established in EPAD and EDS a corresponding number of Co-operative Programme posts at such levels and for such periods as shall be agreed from time to time by Unesco and the Bank. For an initial period of two years, commencing July 1, 1970 there shall be six such posts at P/5 level, three in EPAD and three in EDS.

3. *Agreement on Activities*

(a) All services to be performed under the Co-operative Programme by staff members of EDS and EPAD will be agreed in advance by Unesco and the Bank. They may be proposed by either Unesco or the Bank. Such agreement will normally be reached and subsequently reviewed during periodic review meetings of the programme. In reaching agreement the activity will be defined with respect to the country involved, the type of activity, the numbers and types of personnel required, their terms of reference and the timing and schedule of the activity. An estimate of the total man-months (or weeks) required will be made and travel and other supporting services (when necessary) will be indicated.

(b) Activities will normally be such as to require a substantial allocation of time (not less than one man-month). To ensure prompt completion and a high standard of performance, it is expected that staff members will be assigned to the activity on a full time and continuous basis to the fullest extent possible. Unesco will notify the Bank of any significant change in this expectation or in the forecast schedule for the activity.

4. *Selection and Assignment of Personnel*

(a) Appointment of Staff to fill the Co-operative Programme posts established in EDS and EPAD will be made by the Director-General of Unesco.

(b) To provide the agreed man-years of service to the Co-operative Programme by EDS and EPAD each of those units, following consultation with the Bank, will designate a panel of an agreed upon number of staff members of the unit for Co-operative Programme activities. Assignment of these staff members to agreed programme activities will thereafter be made by the Director of the unit. Occupants of the Co-operative Programme posts may or may not be designated as members of the panel. When necessary to accomplish an agreed activity within the Co-operative Programme, Unesco may propose other personnel in EDS or EPAD not on the panels and with the agreement of the Bank assign them to the activity.

(c) Nothing in this agreement is intended to preclude services by Unesco personnel outside EFD, EPAD, and EDS, as contemplated in the Memorandum.

5. *Accounting for Services*

Any services, including identifiable supervisory services, provided by the staff of EPAD or EDS for the Co-operative Programme will be chargeable against the man-years of service agreed from time to time under paragraph 2 above.

6. *Communications*

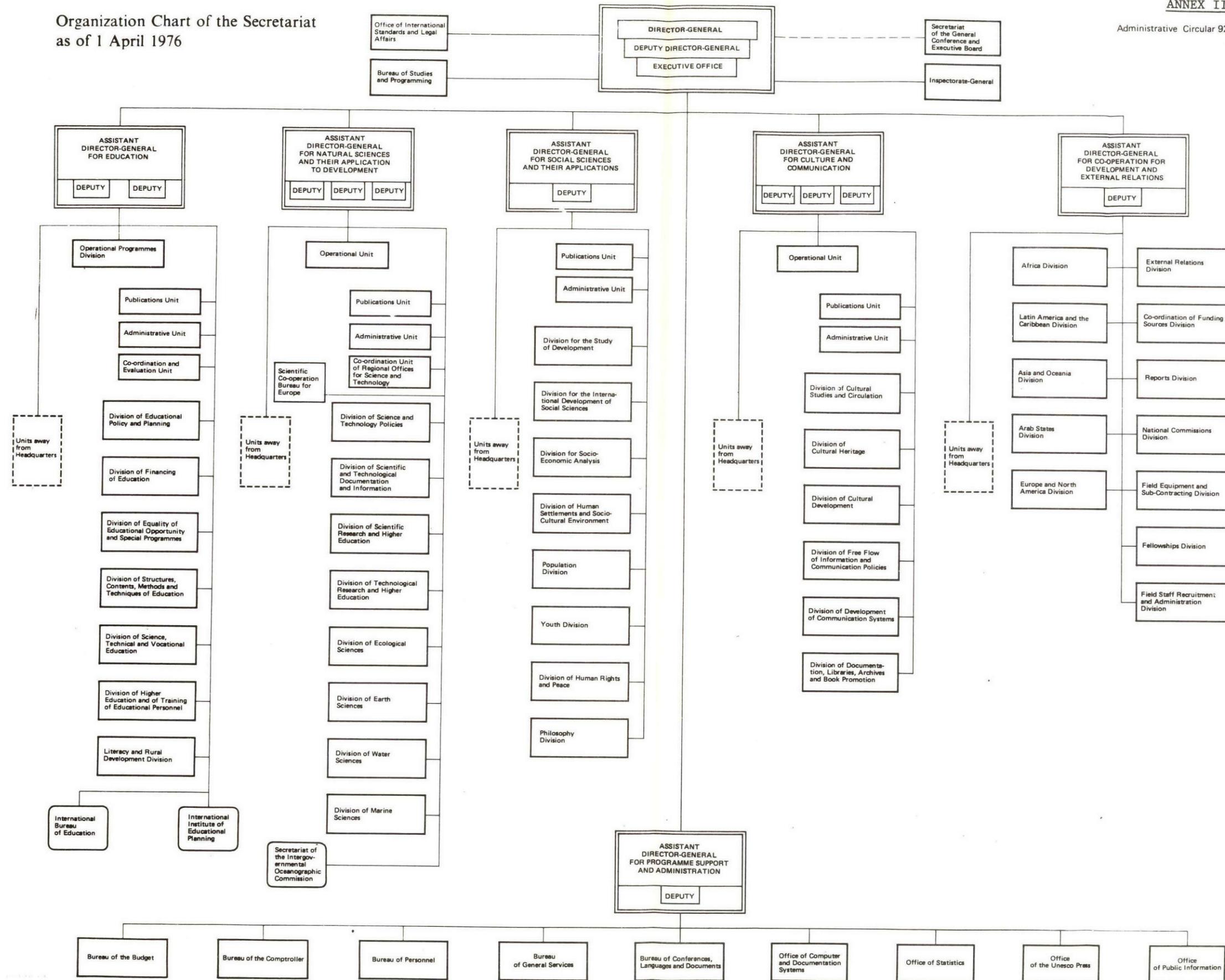
Communications concerned with normal operations of the Co-operative Programme will be through the Director of the Educational Financing Division.

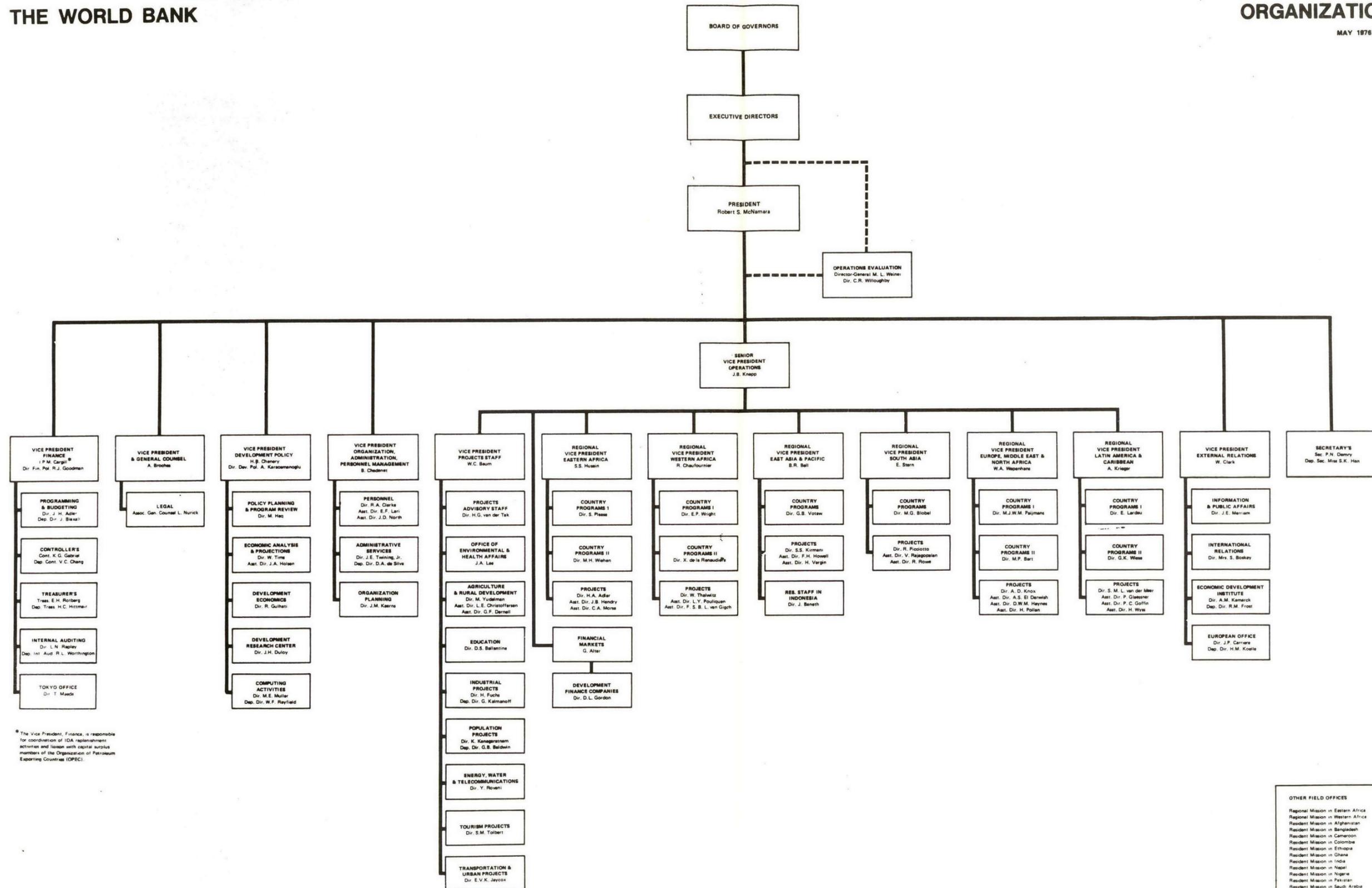
Except as otherwise provided herein, this Supplement and the activities provided for herein shall be governed by the said Memorandum of Understanding, as amended, and related administrative arrangements.

(Approved by the Executive Board of Unesco June 18, 1970, and signed by the Director-General of Unesco June 30, 1970. Arrangements initiated on an interim basis July 1, 1970, pending approval by the Bank/IDA Boards of Governors. Approved by the Bank/IDA Boards of Governors August 31, 1970. Signed by the President of the Bank/IDA September 9, 1970.)

Secretary's Department
March 29, 1974

Organization Chart of the Secretariat
as of 1 April 1976





* The Vice President, Finance, is responsible for coordination of IDA replenishment activities and liaison with capital surplus members of the Organization of Petroleum Exporting Countries (OPEC).

- OTHER FIELD OFFICES**
- Regional Mission in Eastern Africa
 - Regional Mission in Western Africa
 - Resident Mission in Afghanistan
 - Resident Mission in Bangladesh
 - Resident Mission in Cameroon
 - Resident Mission in Colombia
 - Resident Mission in Ethiopia
 - Resident Mission in Ghana
 - Resident Mission in India
 - Resident Mission in Nepal
 - Resident Mission in Nigeria
 - Resident Mission in Pakistan
 - Resident Mission in Saudi Arabia
 - Resident Mission in Sudan
 - Resident Mission in Tanzania
 - Regional Mission in Thailand
 - Resident Mission in Upper Volta
 - Resident Mission in Venezuela
 - Resident Mission in Zaire
 - Resident Mission in Zambia

Basic Data

1. The Task Force analyzed various statistical and quantitative aspects of the CP. These are summarized below under the following headings and detailed in the attached Tables 1-19. For convenience, a summary table highlighting this data is provided before Table 1.

- Staffing (Tables 1-3)
- Costs (Tables 4-9)
- Activities (Tables 9-19)

Staffing

Growth and Size

2. The Bank's total staff devoted to education has grown dramatically. In the period 1971-76, total authorized higher-level positions increased by 79% (from 47 to 84). Its on-duty strength increased over the same period from 47 to 77. CP/EFD's staff over the same period remained basically stable ranging from 25 on duty in 1971 to 27 in 1976. Thus, CP/EFD staff as a proportion of total on-duty CP and Bank education staff decreased from 35% in FY71 to 26% in FY76. ^{1/} Some regional education divisions grew considerably faster than others. From 1973-76 Eastern Africa (EAF) and Europe, Middle East and North Africa (EMENA) grew 56% in authorized strength, while Asia grew 20%, and Latin America and Caribbean (LAC) and Western Africa (WAF) each grew 33%; CPS Education also grew markedly over the same period in authorized strength: 45%.

Tenure

3. The median tenure of CP/EFD staff is considerably longer than that of the Bank's regional education projects staff: CP/EFD - 6.5 years; Bank regional education - 2.5 years. Comparing educators, 63% of CP/EFD educators have been with CP more than 5 years, while 49% of Bank Educators have been with the Bank less than 2 years. For economists, 72% of CP/EFD economists have been with CP more than 5 years; 54% of Bank regional education economists have been with the Bank less than 3 years. A comparison of Bank regional education divisions shows median tenure in LAC is 1.5 years; in EMENA, 2 years; EAF and WAF, 3.5 years; and Asia, 4.5 years.

Years of professional experience of CP/EFD staff before joining CP (Table 3)

4. Median professional experience of CP/EFD operational staff before joining CP is between 15 and 20 years. In education exclusively, prior

^{1/} It should be noted that the Bank operates on a July 1 to end June fiscal year (FY) and Unesco on a calendar year (CY) basis.

experience was between 12 and 15 years (median). This experience, in almost all cases, was both in teaching and research, as well as in administration and planning.

CP/EFD staff experience relating to developing countries prior to joining CP (Table 3)

5. Almost all current CP/EFD staff (24 out of 25) had prior experience in education in developing countries (median: between 12 and 15 years). Twenty-two out of 25 or 88% of CP/EFD staff lived in developing countries prior to joining CP (median residence: between 9 and 12 years).

Use of Consultants (Bank/EFD)

6. In FY75, Bank education divisions used in total 12 man-year equivalents of consultants' time. Almost half of this time (5.6 man-years) was used for appraisal, and 3.3 man-years were used for preappraisal; the rest was devoted to supervision, technical assistance and sector work. LAC and EMENA were the heaviest users of consultants: 4.6 and 3.1 man-years respectively. East Asia and Pacific (EAP) and EAF used about 1 man-year each, while WAF used 2.4 man-years.

7. CP/EFD's use of consultants has varied. In CY1971 it used 6.4 man-years; in CY1974, 3.4 man-years, and in the first half of CY1975, 2.0. Consultants include non-CP Unesco staff, staff from other UN agencies, and those outside the UN.

Cost

Cost of CP/EFD to the Bank (Table 4)

8. While the number of man-years provided by CP/EFD has remained basically stable in the last 4 years, the actual cost to the Bank went up from \$1,004,000 in FY72 to \$1,614,000 budgeted for FY76, an increase of 61% in 4 years. In real terms, because of high inflation in recent years, the cost has risen far less.

CP/EFD expenditures in CY74 (Tables 5,6)

9. Excluding the costs related to the Supplementary Agreement, CP/EFD's total expenditures in CY74 were \$1,473,029. This amounts to \$53,602 per CP/EFD staff man-year, excluding consultants and borrowed staff. It should be noted that this figure excludes an allocation for overhead provided by Unesco (see below).

Bank and Unesco shares of the cost of the Cooperative Program
(Tables 5, 7)

10. Although the Cooperative Agreement stipulates a 75-25 Bank-Unesco direct cost-sharing arrangement, this does not truly represent each organization's contribution to the CP. Based on assumptions concerning the cost of space and indirect Unesco costs attributable to the CP, we found that for the biennium CY73-74 the cost sharing proportion, in terms of total cost (direct plus indirect Unesco costs), between the Bank and Unesco is respectively 53% and 47%. (This figure does not take into account some time spent by CPS Education staff or regional education divisions in maintaining liaison with the CP or the attendant Bank indirect costs.)

Cost of a CP/EFD man-year compared to a Bank project
man-year (Table 8)

11. Based on FY74 data, the average cost of a Bank project staff 1/ man-year is \$61,100 (including salaries, personal services, office occupancy, cost of secretaries, travel and other selected overhead items). The direct cost to the Bank of a CP man-year (based on CY74 data) is \$40,202, while the cost to Unesco (direct and indirect) of a CP man-year is estimated at \$35,104. (The latter amount is based on the above assumptions regarding allocation of Unesco's space and indirect cost.) 2/

Activity

Bank Regional Education Divisions' Activities FY71-75 (Table 9)

12. Based on the Bank's time reporting system, regional education divisions in toto have applied their operational time in FY71-75 as follows: pre-appraisal - 18%, appraisal - 41%, supervision - 28%, sector work - 8%, negotiations and Board - 4%. Some regional differences 3/ are: EMENA spent, relatively, the most manpower on appraisal - 49%, while SAsia spent the least - 32%. In contrast, SAsia spent 26% on preappraisal, while EMENA spent only 16%. Sector work is highest in EAP - 12% and lowest in SAsia - 1% and WAF - 6%. Supervision is high in SAsia - 38% and low in EMENA - 23%. In absolute number of man-weeks, regional differences are small over F71-75, with the

1/ Figures are for all sectors.

2/ As the assumption for indirect cost is rather high, i.e., \$21,704 per CP man-year, one should exercise caution in making comparisons with the cost of a Bank projects man-year. CP/EFD indirect costs were determined on a different base. In addition, direct costs for EFD run higher because of higher average grade levels and tenure.

3/ The Task Force has not attempted to determine reasons for these differences.

exception of SAsia which had only 641 man-weeks. All other regions had between 2,050 and 2,450 man-weeks in total applied time for FY71-75. While the absolute amount of time on all activities has increased 60%, in the period FY71-75, supervision has increased the most: 82% more time in FY71, as compared to appraisal, with a 48% increase.

Bank regional education activity: Detail for FY1974-75 (Table 10)

13. The Bank's preappraisal activity, 18% of its total time in FY1975 and 21% in FY1974, was classified under identification and preparation categories separately for the first time in 1975. For all regions, the proportion of total preappraisal time was 39% identification and 61% preparation. This varied by region, with LAC and EAP heavier on identification (71% and 52% respectively) than the others. WAF devoted 92% of its preappraisal time to preparation work. As to sources of staffing for preappraisal work, projects staffs comprised 79% of all staff devoted to education work exclusive of Unesco and FAO, with CPS Education providing 2% and other sources 19%. For all regional work, projects staffs comprised 89%, CPS Education 2% and others were 9%.

CP/EFD Man-weeks by activity and by Region, FY1971-75 (Table 11)

14. Based on CP/EFD's time reporting system for the five-year period FY1971-75, EFD spent 41% of its total time on project identification-related work. Assistance on project appraisal comprised only 5.5% of its total time. All other operational work (sector, economic, or project supervision) comprised 6.2%. Stated another way, CP/EFD devoted 83.5% of its net available time (exclusive of leave and general time) over the period to its traditional activities: identification and preparation work. In FY1975, this percentage was 73%, but when its sector work is added (including two sector surveys), the proportion is 91%. As to patterns of Bank usage, LAC and EMENA regions used CP/EFD more for identification than did the other regions (25% and 22% respectively) from 1971-75. EAF and SAsia used EFD the least for this purpose (8% and 10% of the total). As to preparation, EMENA used EFD the most (24%), with LAC, WAF, and EAP close behind (20, 19, 18% respectively). EAF received 12% and SAsia 7% of EFD's total preparation time over the period. As to the proportion of total operational work over the period by region, EMENA and LAC received the most: 23% each, with WAF at 19%, EAP at 16%, EAF at 11% and SAsia at 8%.

CP/EFD missions by region (Table 12)

15. The total number of missions carried out with CP/EFD participation decreased from 47 in CY72 to 33 in CY74. In 1975 the number increased again --19 missions from January to June 1975. In the 3-1/2 year period, January 1972 to June 1975, all regions, except for Asia, had between 27 and 32 missions. Asia had only 17. LAC, a high user in 1972 (16 missions) decreased to 3 missions in 1974. WAF also dropped from 11 missions in 1972 and 1973, and each dropped to 5 in 1974. Other regions have had an increase in CP/EFD missions over time: EAF 6 in 1972, 9 in 1974; Asia: 4 in 1972, 7 in 1974. The

types of missions carried out by CP/EFD were primarily identification missions (PIM, RID, SS), 1/ 21% of the total, and preparation missions (PPM, RM), 1/ 47% of the total.

Unesco staff participation in Bank missions (Table 13)

16. In CY1974, Unesco staff participated in 32 Bank missions, with a total of 35 participants. This was considerably more than in CY1973: 18 missions with 21 participants. Input by CP/EFD staff in man-weeks to Bank missions has been about 10% of its total time available. Unesco-non CP staff had about one-fourth the time input of CP/EFD staff. The types of missions in which Unesco participated were mainly combined preparation/appraisal missions and appraisal missions. In 1971 Unesco staff participated for the first time in a Bank-led reconnaissance-in-depth mission. Its involvement in preparation/appraisal missions decreased in CY1975.

Bank staff participation in CP/EFD missions (Table 14)

17. Bank participation in CP/EFD missions has been very limited, varying from 5 to 14 man-weeks per year for CY1971-1974. This represents 1% or less of total EFD staff time.

CP/EFD Staff field time (Table 15)

18. Total CP/EFD field time has been increasing, despite a decrease in the number of missions (see para. 15 above). In 1973, 288 man-weeks were spent in the field (including report writing in Washington); in 1974, 329 man-weeks. Most of the time (70%) was spent on CP/EFD-led missions; the rest (30%) was devoted to Bank missions.

Bank approved projects with CP assistance (Table 16)

19. Of 77 education projects approved by the Bank's Board in FY71-75, 49 were identified and/or prepared by CP/EFD. Some regions received more CP support than others; e.g., in EAF, CP/EFD was involved in 5 out of 14 projects; in LAC, CP/EFD was involved in 12 out of 14 projects.

CP/EFD report writing time (Table 17)

20. Total time applied for a CP report (PIM, RID, SS) took an average of 32 man-weeks in 1972. For the first half of 1975 this figure is 56 man-weeks, a 75% increase. Elapsed time also increased from 15 weeks in 1972 to 25 in 1975. Principal causes for the increased time is the breadth of report coverage, e.g., inclusion of primary and non-formal education, and in part due to broadened Bank lending criteria.

1/ Project Identification Missions (PIM), Sector Surveys (SS), and Reconnaissance in Depth (RID), Project Preparation Missions (PPM), Reconnaissance Missions (RM).

CP/EFD consultants' time (Tables 18, 19)

21. As stated before under staffing, CP/EFD's use of consultants has decreased in recent years. As a proportion of total CP/EFD time it decreased from 26% in 1971 to 12% in 1974 and in field activities from 53 to 27%. Consultants have been used mainly for CP/EFD's own primary activities, identification and preparation-related work (81%). Two-thirds of the consultants' time was spent in the field.

Basic Data: Inventory of Tables

<u>Table</u>	<u>Title</u>
1	Growth and Size- Higher Level Staff - FY1971-76 Unesco-CP/EFD and World Bank Education Projects
2	Tenure in Years of Unesco-CP/EFD and Bank Regional Education Projects Staff in Total and By Functional Group as of January 31, 1976 in Percent and in Absolute Numbers
3	Years of Professional Experience CP/EFD Operational Staff Before Joining CP and Years of Activities in Relation to and Residence in Developing Countries
4	Cost of Unesco/CP to the Bank (FY 1964-76)
5	Bank and Unesco Shares of Total CP/EFD Cost (CY1973-77)
6	CP/EFD-Expenditures CY 74 in Total and Per Manyear in \$
7	Calculation of Unesco's Indirect Costs, Attributable to the Cooperative Program, Biennium CY 1973-74
8	Cost of a CP Man-year Compared to a Bank Projects Man-year (in \$) Based on CY74 (Unesco) and FY74 (Bank) Data
9	Regional Education Projects Divisions Man-weeks By Activity - FY71-75
10	World Bank - Education Man-weeks By Activity By Region FY75 & FY74 Broken Down Within Region: Regional Projects, CPS- Education and Other (Excludes Unesco and FAO-CP)
11	CP/EFD Man-weeks by Activity and by Region, FY1971-75
12	CP/EFD Educational Missions to Developing Countries With Participation of the CP (Regular) Staff and Consultants to the CP By Geographical Regions
13	CP/EFD Unesco Staff Participation in Bank Missions (Man-Weeks) Calendar Years 1973-1975
14	CP/EFD Participation of Bank Staff in Unesco CP Missions (Man-Weeks) Calendar Years 1971-1975
15	CP/EFD Field Time of CP (Regular) Staff By Type of Mission, Calendar Years 1973-1975

Basic Data: Inventory of Tables (Cont)

<u>Table</u>	<u>Title</u>
16	Cooperative Program Assisted (Identified and/or Prepared By Unesco) Projects as a Proportion of All Education Projects Approved By the Bank in FY71-75
17	CP/EFD Distribution of Time For Report Writing By CP Regular Staff and Consultants on Reports (PIM, RID, SS) Produced During Calendar Years 1972 - 1975
18	CP/EFD Consultants Time to the CP in Man-Weeks: Calendar Years 1971 - 1975
19	CP/EFD Consultants Time to the CP in Man-Weeks By Type of Mission: Calendar Years 1973 - 1975

SUMMARY OF SELECTED BASIC DATA

STAFFING

1. Growth and Size: (Higher Level Positions)

	Bank Education		CP/EFD	
	Authorized	On Duty	Authorized	On Duty
- 1971	47	47	33	25
- 1976	84	77	32	27

2. Median Tenure

	Bank Regional Educators		CP/EFD
- Total	2.5 years		6.5 years
- Educators	49% <2 years		63% >5 yrs.
- Economists	54% <3 years		72% >5 yrs.

3. CP/EFD Prior Experience

- Median Total: 15-20 years
- In Education: 12-15 years
- Work in developing countries: 12-15 years
- Residence in developing countries: 9-12 yrs.

4. Use of Consultants (Manyears)

Bank	CP/EFD
- FY75: 12.0 m/y	- CY71: 6.4 m/y
	- CY74: 3.4 m/y

COSTS

1. Cost Arrangements

- Direct costs: 75% Bank, 25% Unesco
- Indirect costs (space/overhead), director's salary: Unesco
- Actual total cost share (estimate): 53% Bank, 47% Unesco

2. Cost of CP/EFD

- Total (CY74): \$1.47 million
- Bank share, FY72: \$1.00 million; FY76 \$1.61 million (budgeted)
- Direct cost per CP manyear, excluding consultants and borrowed staff: \$53,602

ACTIVITIES

1. Bank Regional Education Activities (Manweeks)

- Total time spent, FY71: 1,892 m/w; FY75: 3,028 m/w
- Proportion FY71-75: preappraisal, 18%; appraisal, 41%; supervision, 28%; sector work, 8%; negotiations and Board, 4%
- Preappraisal time, all regions, FY75: 39% identification, 61% preparation

2. CP/EFD Manweeks by Activity/Region

- Proportion of total time FY71-75: 41% identification, 18% preparation, 5.5% appraisal assistance, 6.2% other
- Proportion of net available time (same period) 83.5% identification/preparation
- Total proportion of time by region: EMENA, LAC 23% each; WAF 19%; EAP 16%; EAF 11%; S.Asia 8%

3. CP/EFD Missions

- Total for CP since inception: 443 missions
- Total: CY72, 47; CY73, 35; CY74, 33; 1st half CY75, 19
- Jan. '72 to Jun. '75 by region: 27-31 missions each, except S.Asia, 17
- Types of missions (same period): identification (PIM, RID, SS): 36; preparation (PPM): 26; combined preparation/appraisal (PP/PAM): 14; reconnaissance: 29; other: 21
- EFD participation in Bank missions: CY73, 7.3%; CY74, 11.5%; 1st half CY75: 9.9% (of total CP time)
- Bank participation in CP missions (as % of CP time): CY71, 2.7%; CY72, 1.1%; CY73, 2.3%; CY74, 1.3%; 1st half CY75, 3.0%

4. CP Support to Bank Projects

- Total Bank projects to end FY75: 120; value \$1.28 billion (\$768 million Bank, \$513 million IDA)
- Total projects approved FY71-75: 77, of which 49 identified or prepared by the CP (64%)
- CP involvement by region: EAF, 5 of 14 or 36%; WAF, 11 of 15 or 73%; EAP, 8 of 12 or 67%; S.Asia, 0 of 2; EMENA, 12 of 17 or 71%; LAC, 12 of 14 or 86%

BANK STAFF IS INCREASING, WHILE EFD STAFF REMAINS RELATIVELY STABLE . . .

ANNEX IV
TABLE 1

^{1/} GROWTH AND SIZE - HIGHER LEVEL STAFFING - FY1971-76
UNESCO-CP/EFD and WORLD BANK EDUCATION PROJECTS

FY	Growth in percentages								Higher Level Staffing - Authorized and On Duty															
	UNESCO-CP/EFD				World Bank Education Projects				UNESCO-CP/EFD ^{2/}		Bank Education Total		EAF		WAF		ASIA ^{3/}		EMENA		LAC		CPS	
	over base year 1971		over previous year		over base year 1971		over previous year		Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty
	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty	Auth.	On duty
71									33	25	47	47												
72	0	0	0	0	15	13	15	13	33	25	54	53												
73	-3	4	-3	4	28	21	11	8	32 ^{4/}	26	60	57	9	10	9	9	10	10	9	8	12	11	11	9
74	-3	12	0	8	45	36	13	12	32	28	68	64	11	11	10	10	11	10	10	10	12	11	14	12
75	-18	8	-16	-4	68	51	16	11	32	27	79	71	12	12	12	11	11	11	13	11	16	13	15	13
76 ^{5/}	-18	8	0	0	79	64	6	8	32	27	84	77	14	14	12	11	12	11	14	12	16	13	16	15

^{1/} Bank numbers based on June 30 authorized position lists; CP/EFD numbers as of June 30 each year.

^{2/} UNESCO/CP/EFD staff numbers exclude "Supplementary Agreement".

^{3/} East Asia Education Projects also serves South Asia.

^{4/} Since 1/1/73 salary of EFD Director has been fully charged to UNESCO, thus a reduction of 1 position.

^{5/} FY76 numbers are as of Jan. 31, 1976

YEARS OF PROFESSIONAL EXPERIENCE CP/EPD OPERATIONAL STAFF BEFORE JOINING CP
AND
YEARS OF ACTIVITIES IN RELATION TO AND RESIDENCE IN DEVELOPING COUNTRIES

Years of Experience Intervals	Total Experience	Professional Experience			Non-Educational	Activities Related to Developing Countries			Residence in Developing Countries
		Teaching & Research	Adm/Plan. & Rel.Act.	Total Education		In Education	Non-Educational	Total Rel.to Dev. C's	
0		2	1	0	9	1	15	0	3
0 ≤ 3	1	2	2	1	3	5	2	2	4
3 ≤ 6		9	7	1	8	1	4	2	1
6 ≤ 9		7	6	3	1	4	2	3	1
9 ≤ 12	3	3	3	2	3	1	2	4	4
12 ≤ 15	4	2	2	7		8		6	7
15 ≤ 20	5		4	7	1	3		2	1
> 20	12			4		2		6	4

COST OF UNESCO/CP TO THE BANK^{1/}
(i.e., 75 percent of total cost)
(in \$1000)

<u>FY</u>	<u>Total Cost</u>	<u>Fees</u> ^{2/}	<u>Operational</u> ^{3/} <u>Travel</u>	<u>Other Expenses</u>
1976	1,614	1,364	167	83
1975	1,222 ^{5/}	1,034 ^{6/}	128	60 ^{6/}
1974	1,389	1,195	194	54
1973	1,130	928	155	47
1972	1,004	790	157	57
1971	747	565	163	19
1970	645			
1969	530			
1968	416			
1967	331			
1966	179			
1965	207			
1964	35			

^{1/} Source: General Ledger and P&B budget data.

^{2/} Includes regular salaries, consultant fees^{7/}, home leave, resettlement, etc.

^{3/} Includes consultants travel.

^{4/} 1976 - budgeted.

^{5/} FY75 costs appear lower than FY74, because in that year a reimbursement of \$163,000 by UNESCO to the Bank took place on account of the Supplementary Agreement, which was discontinued.

^{6/} Only a total for fees and other expenses was available, i.e., \$1,094,000. Assumption made: other expenses: \$60,000.

^{7/} From past experience it appears that consultant fees are around \$35,000 to \$40,000 a year, i.e., approx. 1 manyear.

ON TOTAL COST (DIRECT PLUS INDIRECT) BASIS, UNESCO AND BANK SHARE COSTS MORE EQUALLY THAN IS GENERALLY RECOGNIZED . . .

ANNEX IV
TABLE 5

BANK AND UNESCO SHARES OF TOTAL CP/EFD COST

CY1973-77^{1/}

	1973			1974		
	Total	Bank	UNESCO	Total	Bank	UNESCO
	US\$	US\$	US\$			
A. <u>Direct Costs</u>						
Funded under the CP (75% Bank and 25% UNESCO)	1,381,879	1,036,409	345,470	1,473,029	1,104,772	368,257
Salary of the EFD Director ^{2/}	28,500	-	28,500	31,500	-	31,500
Sub-Total	1,410,379	1,036,409	373,970	1,504,529	1,104,772	399,757
B. <u>Overhead/Indirect Costs provided by UNESCO</u>						
(i) Indirect costs ^{3/}	423,572	-	423,572	451,575	-	451,575
(ii) Space facilities ^{4/}	132,000	-	132,000	130,000	-	130,000
Sub-Total	555,572	-	655,572	581,575	-	581,575
Grand Total (A+B)	1,965,951	1,036,409	929,542	2,086,104	1,104,772	981,332
Share in %	100	53	47	100	53	47

^{1/} Based on actual expenditures, excluding the Supplementary Agreement.

^{2/} EFD Director salary paid by UNESCO; the amounts represent 70% of salary cost estimated to be attributable to CP.

^{3/} Indirect cost computation, see Table 7.

^{4/} Space facilities cost, see Table 8.

BULK OF CP/EFD COSTS RELATE TO SALARIES . . .

CP/EFD-expenditures CY74^{1/}
in total and per man-year
in \$

	<u>Total CP/EFD expenditures</u>	<u>Cost per man-year^{2/}</u>
<u>A. Staff Costs</u>		
1. <u>Management and Operational</u>		
Salaries, allowances, other staff cost	1,063,645	39,703
2. <u>Administrative and Secretarial</u>		
Salaries, allowances, other staff cost	<u>222,451</u>	<u>8,304</u>
<u>Total Staff Cost</u>	<u>1,286,096</u>	<u>48,007</u>
<u>B. Staff Operational Travel</u>	119,948	4,477
<u>C. Reports</u>		
Printing, postage	29,945	1,118
<u>D. Consultants and Staff Borrowed</u>		
(a) Fees and salaries	10,225	
(b) Operational travel	<u>26,815</u>	
Total Consultants and Staff Borrowed	37,040	
 <u>TOTAL</u>	 <u>1,473,029</u>	 <u>53,602^{3/}</u>

^{1/} Excluding cost of Supplementary Agreement

^{2/} In 1974 total management and operational man-years were 26.79 excluding the Director. who was paid for. from Unesco budget.

^{3/} Total, excluding consultants and borrowed staff.

INDIRECT COSTS BORNE BY UNESCO ARE CONSIDERABLE, EVEN WHEN SELECTIVE ESTIMATING PROCEDURE IS USED . . .

ANNEX 7
TABLE 7

Calculation of UNESCO's
Indirect Costs, Attributable to the
Cooperative Program, Biennium CY 1973-74 *

Category of Expense	(1)	(2)	(3)	(4)	(5)
	Expenditures ^{1/}	Applicability of Indirect Costs to CP	Applicable Indirect Costs	Indirect Cost Attributable to CP ^{3/}	Indir. Cost Attributable to CP in 1974 ^{4/}
	US \$	%	US \$	US \$	US \$
A					
<u>INDIRECT COSTS</u>					
1. <u>General Policy</u>					
General Conference	721,595	0	0	0	
Executive Board	1,064,655	0	0	0	
Director General	448,300	100	448,300	13,547	
External Audit	136,300	100	136,300	4,119	
Joint Inspection	169,800	100	169,800	5,131	
<u>Total General Policy</u>	<u>2,540,650</u>		<u>754,400</u>	<u>22,797</u>	
2. <u>General Administration and Program Supporting Services.</u>					
Executive Office of the D.G.	741,500	100	741,500	22,407	
Bureau of Studies for Programming	519,650	0	0	0	
Bureau of Management and Data Processing	1,085,400	100	1,085,400	32,799	
Legal Affairs	350,900	33	116,965	3,534	
Bureau of Relations with Member States and International Organizations and Programs	5,273,575	50	2,636,785	79,678	
Office of the ADG for Administration	282,900	100	282,900	8,549	
Bureau of the Budget	1,394,700	100	1,394,700	42,145	
Bureau of the Controller	2,857,000	100	2,857,000	86,333	
Bureau of Personnel	5,438,800	50	2,719,400	82,175	
Bureau of General Services	3,651,300	66	2,434,200	73,557	
<u>Total Gen. Adm. & Progr. Supp. Serv.</u>	<u>21,595,725</u>		<u>14,268,850</u>	<u>431,177</u>	
3. <u>Common Services</u>					
<u>Total Common Services</u>	<u>12,062,200</u>	100	12,062,200	364,495	
4. <u>Other Support Services</u>					
Computerized Document. Service of UNESCO	847,000	50	423,500	12,797	
UNESCO Library, Documentation & Archives	1,056,400	50	528,200	15,961	
Statistics relating to Education etc.	1,847,900	50	923,950	27,920	
<u>Total Other Support Services</u>	<u>3,751,300</u>		<u>1,875,650</u>	<u>56,678</u>	
<u>Total Indirect Cost</u>	<u>39,949,875</u>		<u>28,961,100</u>	<u>875,147</u>	<u>451,575</u>
B					
<u>Direct Operating Costs</u>					
1. Program, Operations and Services	82,887,110 ^{2/}				
2. Publications, Conferences, Documents etc.	11,589,600				
<u>Total Operating Costs</u>	<u>94,476,710</u>				

^{1/} Based on revalued expenses 1973-1974 as recorded in Draft program budget 1975-76.

^{2/} Total Program, Operation and Services Cost excluding certain costs considered "indirect", which are included under "Other Support Services" (A-4)

^{3/} "Attributable to CP" is arrived at by multiplying the amounts of column (3) by a factor representing the proportionate share of CP in the total UNESCO operating costs. This factor is \$2,854,908 (CP expenditure 1973-74) ÷ \$94,476,710 (UNESCO total operating cost (see table section B)) = 0.030218.

^{4/} "Indirect cost attributable to CP" in 1974 is arrived at by multiplying total 1973-1974 attributable cost by a factor representing the proportionate share of 1974 expenses of total 73-74 expenses. This factor is \$1,473,029 (CP 1974 expenses) ÷ \$2,854,908 (CP total expenses 1973-74) = 0.5160.

* N.B.: indirect costing is an estimating process and underlying assumptions may vary over time and among those performing the estimates. (Source: EFD staff, with Unesco Budget Office assistance).

Cost of a CP Man-year Compared to a Bank Projects Man-year (in \$)

Based on CY74 (UNESCO) and FY74 (Bank) data

	<u>Cost to the Bank</u>	<u>Cost to UNESCO</u>
Bank Regional Projects Staff ^{1/}	\$61,100	-
CP Staff ^{2/}	40,202 (75% share) ^{3/}	\$13,400 (25% share) ^{4/} 16,856 (Indirect cost) ^{5/} 4,848 (Space) ^{6/} <u>35,104</u>
Bank Consultants (fees only) ^{7/}	38,600	-
CP Consultants (fees only) ^{8/}	17,355 (75% share)	5,785 (25% share)

^{1/} Includes regular salary at \$22,575; other personal services (retirement, dependency allowance, staff benefits and tax reimbursements) at \$10,560; overhead/office occupancy, representation, staff hospitality and contractual services) at \$7,675; the full cost of secretaries and assistants at \$9,780; and travel at \$10,500-(P&B data for FY74)

^{2/} Total amount per CP man-year is \$53,602, including salaries, allowances, staff benefits, operational travel and report production. For details see Table 6.

^{3/} See Table 6. $.75 \times \$53,602 = \$40,202$

^{4/} See Table 6. $.25 \times \$53,602 = \$13,400$. Not included in CP share is the allocated cost of the Director CP/EFD, who is paid by UNESCO but spends an estimated 70% of his time for CP. At the same time the cost of Bank management time spent on CP work is not included as a Bank cost.

^{5/} See Table 7. Total "Indirect cost" (UNESCO overhead) attributable to CP in 1974 is \$451,575. Cost per CP man-year is $\$451,575 \div 26.79 = \$16,856$

^{6/} Space: Estimated at \$200 (900 FF) per square meter per year (charges not included). Cost based on information on the cost of office rents published in "le Figaro" (Dec. 12, 1975), and on the original cost of construction of UNESCO's building at Place de Fontenoy (1958) updated on the basis of indices of construction costs and applied at rental percent of 7% to the updated cost. Total space cost attributable to CP in 1973-74, thus derived, is \$262,000. This amount divided by the total man-years in that period (54.04) gives a space cost per man-year of \$4,848.

^{7/} Bank consultants; fees based on daily fee of \$148.00 times 260 billing days. This amount excludes operational travel, which for a Bank projects staff was \$10,500 per man-year (see footnote 1), but which for consultants is probably much higher. Also excluded are physical and clerical overheads and procurement and Bank management costs.

^{8/} CP consultants; fees based on average fee per manweek for 1974 of \$445 times 52 weeks = \$23,140. This amount excludes operational travel, which for a CP/EFD staff member was \$4,477 per manyear in 1974, but which for consultants is probably much higher. Also excluded are physical and clerical overheads, procurement and CP management costs.

* N.B.: Indirect costing premises differ in the two agencies and too close a comparison should not be made.

REGIONAL EDUCATION PROJECTS DIVISIONS^{1/}
MANWEKS BY ACTIVITY - FY71-75

(Source: TRS^{2/})

	Preappraisal	Appraisal	Negotiations & Board	Supervision	Sector Work Total	TOTAL
All Regions	<u>2277.0</u>	<u>5013.7</u>	<u>537.8</u>	<u>3475.3</u>	<u>977.9</u>	<u>12,281.7</u>
71-75	513.8	1335.6	140.0	888.6	150.9	3,028.9
75	523.3	871.4	85.1	853.6	234.4	2,567.8
74	371.4	955.4	132.1	675.7	265.9	2,400.5
73	463.8	949.7	90.1	569.5	219.2	2,292.3
72	304.7	901.6	90.5	487.9	107.5	1,892.2
71						
EAf	<u>466.5</u>	<u>894.1</u>	<u>108.3</u>	<u>662.0</u>	<u>196.7</u>	<u>2,327.6</u>
71-75	89.9	288.3	43.5	154.1	4.9	580.7
75	213.6	254.0	16.9	131.0	10.5	626.0
74	47.4	146.3	15.2	158.1	134.1	501.1
73	94.8	17.5	1.8	117.6	47.2	278.9
72	20.8	188.0	30.9	101.2	-	340.9
71						
WAF	<u>395.8</u>	<u>992.8</u>	<u>117.2</u>	<u>629.0</u>	<u>129.3</u>	<u>2,264.1</u>
71-75	134.6	161.6	39.4	171.3	20.0	526.9
75	64.4	150.1	8.6	144.7	55.3	423.1
74	81.2	257.8	25.0	102.7	23.7	490.4
73	50.5	152.8	29.9	100.6	30.3	364.1
72	65.1	270.5	14.3	109.7	-	459.6
71						
EMENA	<u>384.9</u>	<u>1205.2</u>	<u>107.5</u>	<u>570.3</u>	<u>189.1</u>	<u>2,457.0</u>
71-75	110.4	287.1	22.0	148.4	94.6	662.5
75	39.8	178.1	13.3	161.1	25.2	417.5
74	56.4	202.7	23.5	122.8	69.3	474.7
73	107.7	269.7	21.0	86.9	-	485.3
72	70.6	267.6	27.7	51.1	-	417.0
71						
LAC	<u>416.8</u>	<u>942.3</u>	<u>69.8</u>	<u>801.2</u>	<u>221.8</u>	<u>2,451.9</u>
71-75	80.1	288.1	16.6	223.9	21.4	630.1
75	115.5	247.8	20.5	162.5	19.9	566.2
74	90.4	193.1	15.5	122.7	38.8	460.5
73	78.9	162.7	3.3	158.9	141.7	545.5
72	51.9	50.6	13.9	133.2	-	249.6
71						
EAP	<u>398.5</u>	<u>771.2</u>	<u>115.2</u>	<u>569.9</u>	<u>235.5</u>	<u>2,040.3</u>
71-75	70.1	196.7	11.5	123.0	7.7	409.0
75	22.1	41.4	25.8	184.9	120.3	394.5
74	86.6	131.2	40.5	121.6	-	379.9
73	97.4	277.8	34.1	86.0	-	495.3
72	72.3	124.1	3.3	54.4	107.5	361.6
71						
SA	<u>164.5</u>	<u>208.1</u>	<u>19.8</u>	<u>242.9</u>	<u>2.5</u>	<u>640.8</u>
71-75	28.7	113.8	7.0	67.9	2.3	219.7
75	67.9	-	-	69.4	3.2	140.5
74	9.4	24.3	12.4	47.8	-	93.9
73	34.5	69.2	-	19.5	-	123.2
72	24.0	.8	.4	38.3	-	63.5
71						

1/ Includes some CPS-Education time spent on regional activities.

2/ Absolute numbers understate total time spent since not all time was recorded; also consultants were not always included. General time, training, leave and holidays, etc., take up an additional 27% of time on average.

WORLD BANK - EDUCATION
MANWEKS BY ACTIVITY BY REGION FY75 & FY74
BROKEN DOWN WITHIN REGION; REGIONAL PROJECTS, CPS-EDUCATION AND OTHER^{1/}
(EXCLUDES UNESCO AND FAO-CP)

Source: TRS^{2/}

	Identification ^{3/} (Preappraisal)		Preparation ^{3/}		(1) Preappraisal Total		(2) Appraisal		(3) Negotiations & Board		(4) Supervision		(5) Sector Work Total		Total (1) to (5)		
	75	74	75	74	75	74	75	74	75	74	75	74	75	74	75	74	
All Regions																	
Total	(241.9)		(370.8)		612.7	584.4	1351.1	933.4	221.1	119.1	1089.5	925.0	150.9	234.4	3425.3	2796.3	
Projects	(197.8)		(293.3)		491.1	505.1	1292.8	855.5	140.0	82.8	846.1	842.7	93.1	212.3	2863.1	2498.4	
CPS Ed.	(13.6)		(9.1)		22.7	18.2	42.8	15.9	-	2.3	42.5	10.9	35.9	21.6	143.9	68.9	
Other	(30.5)		(68.4)		98.9	61.1	15.5	62.0	81.1	34.0	200.9	71.4	21.9	.5	418.3	229.0	
EAF																	
Total	(41.3)		(73.9)		115.2	234.0	318.7	268.9	64.1	22.0	264.0	166.4	4.9	10.5	766.9	701.8	
Projects	(35.3)		(52.2)		87.5	202.1	267.6	253.4	43.5	16.7	148.4	131.0	3.1	9.2	550.1	612.4	
CPS Ed.	(1.7)		(.7)		2.4	11.5	20.7	.6	.2	.2	5.7	.1	.1	1.3	28.9	13.6	
Other	(4.3)		21.0		25.3	20.4	30.4	14.9	20.6	5.1	109.9	35.4	1.7		187.9	75.8	
WAF																	
Total	(12.4)		(137.5)		149.9	74.4	207.9	168.8	74.8	10.3	223.6	152.9	20.0	55.3	676.2	461.7	
Projects	(7.7)		(126.3)		134.0	64.3	161.5	146.8	39.4	8.6	160.9	143.8	7.9	54.3	503.7	417.8	
CPS Ed.	(.2)		(.4)		.6	.1	.1	3.3			10.4	.9	7.0	.6	18.1	4.9	
Other	4.5		(10.8)		15.3	10.0	46.3	18.7	35.4	1.7	52.3	8.2	5.1	.4	154.4	39.0	
EMENA																	
Total	(72.5)		(75.6)		148.1	58.6	299.7	184.0	28.6	22.5	157.6	172.0	94.6	25.2	728.6	462.3	
Projects	(59.4)		(47.5)		106.9	37.8	287.1	178.1	22.0	13.3	148.3	157.3	57.8	16.9	622.1	403.4	
CPS Ed.	(3.3)		(.2)		3.5	2.0	12.6	5.9	6.6	9.2	.1	3.8	26.9	8.3	30.5	14.1	
Other	(9.8)		(27.9)		37.7	18.8					9.2	10.9	9.9	-	76.0	44.8	
LAC																	
Total	(63.9)		(26.3)		90.2	121.3	314.6	265.8	30.6	35.4	234.0	170.4	21.4	19.9	690.8	612.8	
Projects	(52.8)		(21.8)		74.6	112.2	284.0	239.9	16.6	20.2	201.4	162.5	19.0	19.1	595.6	553.9	
CPS Ed.	(5.0)		(.5)		5.5	3.3	4.1	7.9		.3	22.5		1.9	.8	34.0	12.3	
Other	(6.1)		(4.0)		10.1	5.8	26.5	18.0	14.0	14.9	10.1	7.9	.5		61.2	46.6	
EAP																	
Total	(41.9)		(38.1)		80.0	25.9	217.6	45.7	16.0	28.7	140.8	190.1	7.7	120.3	462.1	410.7	
Projects	(33.4)		(29.7)		63.1	20.8	184.0	37.3	11.5	24.0	119.2	178.7	3.6	109.6	381.4	370.4	
CPS Ed.	(3.2)		(3.8)		7.0	1.3	12.7	4.1	1.8	1.8	3.8	6.2	4.1	10.6	23.5	24.0	
Other	(5.3)		(4.6)		9.9	3.8	20.9	4.3	4.5	2.9	17.8	5.2		.1	57.2	16.3	
SA																	
Total	(9.9)		(19.4)		29.3	70.2	128.6	.2	7.0	.2	69.5	73.2	2.3	3.2	236.7	147.0	
Projects	(9.2)		(15.8)		25.0	67.9	108.6		7.0		67.9	69.4	1.7	3.2	210.2	140.5	
CPS Ed.	(.2)		(3.5)		3.7	-	5.2						.6		8.9	-	
Other	(.5)		(.1)		.6	2.3	14.8	.2		.2	1.6	3.8			17.6	6.5	

1/ "Other" is: Programs, field, CPS-non Education, other regions.

2/ TRS (Time Reporting System); Absolute values understate actual time spent since consultant manweeks are not always included and, generally, not all time spent is recorded.

3/ Breakdown available for FY75, only.

SOME 84% OF CP/EFD NET AVAILABLE TIME (NOT COUNTING GENERAL AND LEAVE) IS DEVOTED TO SECTOR WORK, PROJECT IDENTIFICATION AND PREPARATION . . .

ANNEX IV
TABLE 11

UNESCO COOPERATIVE PROGRAM

CP/EFD MANWEEKS BY ACTIVITY AND BY REGION, FY71-75*

	FY	General	leave ^{1/}	Project ^{2/} Identification	Project Preparation	Sector Related Work ^{3/}	Economic Work	Project Appraisal	Project Supervision	Total	FY	No. of Project Officers ^{4/}	Gross Manweeks Avail- able ^{5/}	Supple- mentary Program Staff ^{6/}	Other Staff
All Regions	71-75	961.3	765.0	2446.8	1073.3	227.5	59.7	327.5	80.1	5941.2	75	25.0	1300.0	96.9	78.0
	75	99.3	170.0	390.5	361.1	178.9	6.0	74.2	11.6	1291.6	74	24.3	1263.6	126.6	41.8
	74	120.0	146.0	626.5	107.0	48.6	29.3	124.7	31.5	1233.6	73	22.5	1170.0	144.0	131.0
	73	230.0	169.0	488.0	166.8	-	21.4	48.4	23.4	1147.0	72	22.6	1175.2	94.2	101.6
	72	260.0	143.0	530.8	132.4	-	-	63.2	13.6	1163.0	71	21.9	1138.8	76.0	193.0
	71	252.0	137.0	411.0	286.0	-	3.0	17.0	-	1106.0					
E. Africa	71-75			202.2	127.8	45.7	6.0	76.3	7.6	465.6					
	75			35.7	55.9	45.7	-	15.5	3.2	156.0					
	74			76.1	10.7	-	-	50.8	3.4	141.0					
	73			17.4	20.2	-	6.0	1.0	1.0	45.6					
	72			73.0	17.0	-	-	1.0	-	91.0					
	71			-	24.0	-	-	8.0	-	32.0					
W. Africa	71-75			399.8	205.4	37.1	17.2	89.8	36.5	785.8					
	75			58.3	63.2	16.9	-	9.5	7.4	155.3					
	74			-	3.4	20.2	1.8	25.3	15.3	66.0					
	73			69.3	64.2	-	15.4	22.0	13.8	184.7					
	72			67.2	10.6	-	-	29.0	-	106.8					
	71			205.0	64.0	-	-	4.0	-	273.0					
EAP	71-75			434.6	192.4	22.5	-	21.7	-	671.2					
	75			110.2	80.3	22.5	-	8.5	-	221.5					
	74			46.8	2.0	-	-	-	-	48.8					
	73			141.8	21.1	-	-	1.4	-	164.3					
	72			13.8	29.0	-	-	11.8	-	54.6					
	71			122.0	60.0	-	-	-	-	182.0					
S. Asia	71-75			256.6	76.0	12.5	-	2.0	1.0	348.1					
	75			190.0	41.4	12.5	-	1.0	1.0	164.9					
	74			99.0	0.4	-	-	1.0	-	100.4					
	73			5.6	0.2	-	-	-	-	5.8					
	72			-	-	-	-	-	-	-					
	71			43.0	34.0	-	-	-	-	77.0					
EMENA	71-75			540.9	256.4	73.4	12.0	78.2	21.6	982.5					
	75			38.6	102.9	47.4	6.0	15.0	-	209.9					
	74			282.6	28.0	26.0	3.0	24.2	2.0	365.8					
	73			132.9	31.7	-	-	12.6	8.6	185.8					
	72			56.8	39.8	-	-	21.4	11.0	129.0					
	71			30.0	54.0	-	3.0	5.0	-	92.0					
LAC	71-75			612.7	215.3	36.3	24.5	59.5	13.4	961.7					
	75			38.6	17.4	33.9	-	24.7	-	114.7					
	74			122.0	62.5	2.4	24.5	23.4	10.8	245.6					
	73			121.0	29.4	-	-	11.4	-	161.8					
	72			320.0	56.0	-	-	-	2.6	378.6					
	71			11.0	50.0	-	-	-	-	61.0					

* Net of Supplementary Cooperative Program and Outside EFD Staff.

1/ Sick and Annual Leave (excluding public holidays).

2/ Includes Sector Surveys.

3/ Sector briefs, etc.

4/ Estimated manyears.

5/ 52 m/w per Staff.

6/ Corresponds to m/w of services rendered to the Bank.

EXCEPT FOR ASIA, WHICH HAS HAD FEWER MISSIONS, CP/EFD MISSION COVERAGE IS ABOUT EQUALLY SPREAD AMONG REGIONS ...

ANNEX IV
TABLE 12

CP/EFD

EDUCATIONAL MISSIONS TO DEVELOPING COUNTRIES WITH PARTICIPATION
OF THE CP (REGULAR) STAFF AND CONSULTANTS TO THE CP
BY GEOGRAPHICAL REGIONS^{1/}

Type of Mission	1972						1973						1974						1975 (1st half)									
	EAF	WAF	ASIA	EMENA	IAC	TOTAL	EAF	WAF	ASIA	EMENA	IAC	TOTAL	EAF	WAF	ASIA	EMENA	IAC	TOTAL	EAF	WAF	ASIA	EMENA	IAC	TOTAL				
PIM/RID/SS	-	3	-	3	7	13	2	2	2	4	2	12	2	-	3	1	-	6	-	2	-	2	1	5				
PPM	2	1	-	2	2	7	-	2	1	1	1	5	1	1	1	1	3	7	1	1	2	1	2	7				
PP/PAM	-	1	1	-	-	2	4	2	-	-	-	6	2	2	1	1	-	6	-	-	-	-	-	-				
RM	1	3	2	-	5	11	3	4	-	1	3	11	4	-	2	5	-	11	1	1	-	2	-	4				
Other	3	3	1	5	2	14	-	1	-	-	-	1	-	2	-	1	-	3	1	-	1	-	1	3				
Total	6	11	4	10	16	47	9	11	3	6	6	35	9	5	7	9	3	33	3	4	3	5	4	19				
Percentage	12.8	23.4	8.5	21.3	34.0	100	25.7	31.4	8.6	17.1	17.1	100	27.2	15.2	21.3	27.2	9.1	100	15.8	21.1	15.7	26.3	21.1	100				
Proportional distribution of the number of missions by region (1972-1975)											No.	%																
											EAF	27	20.2															
											WAF	31	23.1															
											ASIA	17	12.7															
											EMENA	30	22.4															
											IAC	29	21.6															
												134	100.0															

1/ Distribution by geographical region follows Bank classification of countries:-

EAF = Eastern African Projects
WAF = Western African Projects
ASIA = Asia
EMENA = Europe, Middle East and North Africa
IAC = Latin America and the Caribbean Area

2/ January to June inclusive.

NOTE :- Special missions which are not geared to a specific developing country have not been included, nor are those missions carried out by other organizations, e.g. FAO, in which Unesco has participated with non-CP (Regular) staff.

CP/EPD PARTICIPATION IN BANK MISSIONS HAS BEEN RUNNING ABOUT 10% OF ITS AVAILABLE TIME . . .

ANNEX IV
TABLE 13

CP/EPD

EDUCATIONAL FINANCING DIVISION

UNESCO STAFF PARTICIPATION IN BANK MISSIONS (MAN/WEEKS)

CALENDAR YEARS 1973 - 1975^{1/}

Type of Mission	1973					1974					1975				
	No. of Missions	No. of Participants		Man/weeks		No. of Missions	No. of Participants		Man/weeks		No. of Missions	No. of Participants		Man/weeks	
		CP ^{2/}	Non-CP	CP ^{2/}	Non-CP		CP ^{2/}	Non-CP	CP ^{2/}	Non-CP		CP ^{2/}	Non-CP	CP ^{2/}	Non-CP
RM	6	5	1	11.6	2.4	10	5	4	14.1	8.0	3	3	-	3.6	-
PP/PAM	5	6	2	36.5	13.6	6	6	2	40.4	16.0	-	-	-	-	-
PAM	2	2	-	9.2	-	6	6	-	30.9	-	1	1	1	5.9	6.1
PP/Assistance	-	-	-	-	-	-	-	-	-	-	3	3	1	13.4	8.7
RID	-	-	-	-	-	-	-	-	-	-	2	4	-	26.2	-
Supervision	3	3	-	8.6	-	3	3	-	7.5	-	2	2	-	3.4	-
Economic Survey	2	1	1	4.4	2.5	4	3	1	12.2	6.3	1	1	-	4.4	-
Completion	-	-	-	-	-	1	1	-	4.9	-	-	-	-	-	-
Manpower	-	-	-	-	-	1	1	1	13.3	1.7	-	-	-	-	-
Special	1	1	-	4.4	-	1	1	-	4.0	-	-	-	-	-	-
Total	18	17	4	74.7	18.5	32	27	8	127.3	32.0	12	14	2	56.9	14.8
CP Man/Weeks as % of Total CP Time				93.2	7.3%				159.3	11.5%				71.7	9.9%

^{1/} January to June inclusive.

^{2/} Means Regular Cooperative Programme including CP Management.

Note : Report writing in Washington sometimes takes place the calendar year after the mission was carried out in the field. In this case the mission is allocated (under No. of Missions) to the year the visit to the country took place. The input time (man/weeks) for report writing is, however, allocated to the year during which this took place in Washington, and the staff engaged in this function is not considered as participating during the report writing year.

CP/EFDPARTICIPATION OF BANK STAFF IN UNESCO CP MISSIONS
(Man/Weeks)CALENDAR YEARS 1971 - 1975^{1/}

Type of Mission	1971	1972	1973	1974	1975 ^{1/}
PIM	-	-	-	8.0	-
RID	8.0	-	5.0	-	-
SS	-	4.0	-	-	2.8
PFM	5.0	1.0	8.8	-	7.0
(i) Total	<u>13.0</u>	<u>5.0</u>	<u>13.8</u>	<u>8.0</u>	<u>9.8</u>
(ii) CP staff time on missions (field plus report writing)	483.7	437.8	607.3	625.9	327.7
(i) as % of (ii)	2.7	1.1	2.3	1.3	3.0

^{1/} January to June, inclusive.

Note : There is no record in Unesco of report writing time in Washington for some of the participants in PIM, RID and SS, therefore total time input and the corresponding percent may be underestimated.

CP/EFD

FIELD TIME OF CP (REGULAR) STAFF BY TYPE OF MISSION^{1/}
CALENDAR YEARS 1973 - 1975^{2/}

Type of Mission	1973				1974				1975 (First half)			
	No. of Missions	No. of Participants	Man/Weeks	Percent	No. of Missions	No. of Participants	Man/Weeks	Percent	No. of Missions	No. of Participants	Man/Weeks	Percent
PIM/RID/SS	13 ^{3/}	36	131.8	45.7	6	22	104.9	31.9	5	13	62.0	30.4
PPM	5	17	81.1	28.2	8 ^{4/}	21	111.1	33.7	7	22	92.3	45.3
RM	7	7	12.0	4.2	11	7	15.3	4.6	4	4	4.4	2.1
PPM/PAM	4	5	30.9	10.8	5	6	38.5	11.7	-	-	-	-
PAM	2	2	9.2	3.2	4	7	31.6	9.6	2	2	11.0	5.4
Econ.Survey	1	1	4.4	1.5	2	2	7.5	2.3	1	1	4.4	2.1
Impl./Super. & End-Use	2	2	11.6	4.0	3	3	7.5	2.3	2	2	3.4	1.7
Completion	-	-	-	-	1	1	4.9	1.5	-	-	-	-
Prep.Assist.	-	-	-	-	-	-	-	-	2	2	8.3	4.1
Special	3	3	6.8	2.4	5	5	7.8	2.4	5	6	18.2	8.9
	37	73	287.8	100.0	45	74	329.1	100.0	28	52	204.0	100.0

1/ Includes only those missions in which CP (Regular) staff has participated and excludes management time and consultants' time.

2/ January to June inclusive.

3/ Includes one FAO mission.

4/ Includes two FAO missions.

Note : Report writing in Washington is included as field time. This time is considered as part of a mission and is not counted separately as another mission. The same applies to participants.

ON AVERAGE, CP/EFD REPORT WRITING TIME IS INCREASING . . .

CP/EFD

DISTRIBUTION OF TIME FOR REPORT WRITING BY CP (REGULAR) STAFF AND CONSULTANTS
ON REPORTS (PIM, RID, SS) PRODUCED DURING CALENDAR YEARS 1972 - 1975^{1/}

Report on : (Country)	No. of Participants			Time in Man/Weeks for Report Writing				Type of Mission			Time (weeks) from mission's return to Hdqs. to com- pletion of report writing for final version
	CP Staff ^{2/}	Consul- tants ^{3/}	Total	CP Staff ^{2/}	Consul- tants ^{3/}	Total	Average per parti- cipant	PIM	RID	SS	
<u>1972</u>											
Peru	4	1	5	46.6	1.7	48.3	9.7	PIM	-	-	19.2
Costa Rica	1	3	4	17.6	11.5	29.1	7.0	-	RID	-	13.8
Madagascar	2	2	4	24.2	9.0	33.2	8.3	PIM	-	-	14.9
El Salvador	4	-	4	32.1	-	32.1	8.0	PIM	-	-	12.6
Mali	2	2	4	12.3	17.5	29.8	7.5	PIM	-	-	9.7
Nicaragua	3	1	4	25.5	4.3	29.8	7.5	-	RID	-	11.6
Syria	2	3	5	26.7	18.2	44.9	9.0	-	RID	-	18.6
Mauritania	1	1	2	7.3	1.5	9.3	4.7	PIM	-	-	22.6
Guatemala	3	1	4	22.5	8.0	30.5	7.6	-	RID	-	11.7
Total	22	14	36	215.3	71.7	286.0	7.9	5 %: 55	4 44	0 0	Av. 14.9
<u>1973</u>											
Ecuador	3	1	4	26.1	13.5	39.6	9.9	PIM	-	-	16.1
Ivory Coast	2	4	6	35.7	30.7	66.4	11.1	-	-	SS	34.3
Guyana	2	2	4	20.5	9.5	30.0	7.5	-	RID	-	13.7
Yemen PDC	3	1	4	32.8	8.4	41.2	10.3	-	RID	-	14.7
Gabon	2	1	3	19.2	6.8	25.8	8.6	PIM	-	-	15.0
Somalia	3	1	4	24.1	3.0	27.1	6.8	PIM	-	-	13.6
Sierra Leone	2	2	4	17.8	8.6	26.4	6.6	PIM	-	-	12.0
Jordan	2	2	4	18.0	9.0	27.0	6.3	PIM	-	-	24.0
Burma	2	1	3	12.1	1.0	13.1	4.4	PIM	-	-	22.7
Dominican Rep.	3	1	4	32.6	5.6	38.2	9.6	PIM	-	-	18.3
Total	24	16	40	238.9	95.9	334.8	8.4	7 %: 70	2 20	1 10	Av. 18.4
<u>1974</u>											
Greece	5	1	6	57.2	2.2	59.4	9.9	PIM	-	-	33.5
Afghanistan	4	-	4	47.1	-	47.1	11.8	PIM	-	-	21.4
Morocco	3	1	4	43.3	7.6	50.9	12.7	PIM	-	-	25.8
Barbados	4	-	4	47.1	-	47.1	11.8	-	RID	-	23.9
Korea	2	2	4	19.8	11.2	31.0	7.8	-	RID	-	19.2
Pakistan	4	-	4	48.5	-	48.5	12.1	PIM	-	-	20.9
Lebanon	4	1	5	49.1	4.6	53.7	10.7	PIM	-	-	25.5
Tanzania	3	1	4	38.2	3.5	41.7	10.4	PIM	-	-	18.4
Philippines	4	1	5	35.8	3.6	39.4	7.9	PIM	-	-	12.8
Burundi	3	1	4	34.0	6.8	40.8	10.2	PIM	-	-	27.6
Total	36	8	44	420.1	39.5	459.6	10.4	6 %: 80	2 20	0 0	Av. 22.9
<u>1975 (1st half)</u>											
Malaysia	4	-	4	62.7	-	62.7	15.7	PIM	-	-	24.2
Nepal	5	1	6	67.9	10.0	77.9	13.0	-	-	SS	27.8
Chad	1	1	2	14.6	13.7	28.3	14.1	-	-	SS	21.6
Total	10	2	12	145.2	23.7	168.9	14.1	1 %: 33	0 0	2 67	Av. 24.5

1/ January to June inclusive.

2/ Includes staff of the regular CP (operational, and the occasional management participation in education missions).

3/ Includes staff from the supplementary CP.

NOT COUNTING SUPPLEMENTARY PROGRAM, CP CONSULTANT STAFF FROM UNESCO AND OTHER SOURCES HAS BEEN RUNNING ABOUT 100 MAN-WEEKS PER YEAR ON AVERAGE, LAST 3 YEARS . . .

ANNEX IV
TABLE 18

CP/EPD
CONSULTANTS TIME TO THE CP (REGULAR) IN MAN/WEEKS
CALENDAR YEARS 1971 - 1975^{1/}

Year	Supplementary CP Staff			Non-CP Unesco Staff from :						Staff from other UN Agencies			Consultants from other Sources			Total Non-CP (Regular)			CP Staff Time		(v) as % of (vi)	
	Field	Hdqs.	Total	Hdqs. (Paris)			Field			Field	Hdqs.	Total	Field	Hdqs.	Total	Field	Hdqs.	Total	Field	Total	Field	Total
				Field	Hdqs.	Total	Field	Hdqs.	Total													
1971	34.0	20.0	54.0	25.6	32.4	58.0	12.0	-	12.0	24.3	4.0	28.3	44.2	61.5	105.7	140.1	117.9	258.0	262.7	982.0	53.3	26.3
1972	46.5	4.0	50.5	12.3	19.9	32.2	8.5	12.8	21.3	16.5	9.6	26.1	35.7	42.3	78.0	119.5	88.6	208.1	238.3	991.5	50.1	21.0
1973	43.0	39.8	82.8	4.0	-	4.0	5.0	3.2	8.2	11.4	7.8	19.2	20.6	37.1	57.7	84.0	87.9	171.9	287.8	1,022.1	29.1	16.8
1974	60.8	19.3	80.1	8.0	5.6	13.6	-	-	-	13.5	11.7	25.2	10.3	2.0	12.3	92.6	38.6	131.2	329.1	1,109.3	28.1	11.8
1975	-	-	-	19.2	-	19.2	-	-	-	14.8	10.6	25.4	21.8	16.9	38.7	55.8	27.5	83.3	204.0	575.6	27.3	14.5

^{1/} January to June inclusive.

CONSULTANTS, WHEN USED, PRIMARILY PARTICIPATE IN IDENTIFICATION AND PREPARATION WORK . . .

ANNEX IV
TABLE 19

CP/EPD

CONSULTANTS TIME TO THE CP IN MAN/WEEKS BY TYPE OF MISSION
CALENDAR YEARS 1973 - 1975^{1/}

Type of Mission :-	1973						1974						1975								
	RM	PIM/ RID/ SS	PPM	PP/ PAM	Total		RM	PIM/ RID/ SS	PPM	PP/ PAM	Econ. Sur- vey	Total		RM	PIM/ RID/ SS	PPM	PAM	Super- vision	Total		
					No.	%						No.	%						No.	%	
Source :																					
1. Supplementary CP (Total)	2.2	65.4	8.0	7.2	82.8	48.2	10.6	17.6	37.5	9.0	5.4	80.1	61.0								
Field	2.2	25.6	8.0	7.2			10.6	6.0	29.8	9.0	5.4										
Hdqs.	-	39.8	-	-			-	11.6	7.7	-	-										
2. Other Unesco Staff (Total)	-	4.0	-	8.2	12.2	7.1	-	5.6	-	8.0	-	13.6	10.4	2.0	4.6	9.6	2.0	1.0	19.2	23.0	
Recruited from :																					
(a) Hdqs.																					
Field	-	4.0	-	-			-	-	-	8.0	-			2.0	4.6	9.6	2.0	1.0			
Hdqs.	-	-	-	-			-	5.6 ^{2/}	-	-	-			-	-	-	-	-			
(b) Field																					
Field	-	-	-	5.0			-	-	-	-	-			-	-	-	-	-			
Hdqs.	-	-	-	3.2			-	-	-	-	-			-	-	-	-	-			
3. Other UN Agencies (Total)	-	15.8	3.4	-	19.2	11.2	-	21.2	4.0	-	-	25.2	19.2	-	10.0	15.4	-	-	25.4	30.5	
Field	-	8.4	3.0	-			-	9.5	4.0	-	-			-	-	14.8	-	-			
Hdqs.	-	7.4	0.4	-			-	11.7	-	-	-			-	10.0 ^{2/}	0.6	-	-			
4. Consultants from other sources (Total)	-	48.7	9.0	-	57.7	33.5	-	8.3	4.0	-	-	12.3	9.4	-	17.9	6.2	14.6	-	38.7	46.5	
Field	-	12.4	8.2	-			-	6.3 ^{3/}	4.0	-	-			-	3.0	6.2	12.6	-			
Hdqs.	-	36.3	0.8	-			-	2.0 ^{3/}	-	-	-			-	14.9	-	2.0	-			
Grand Total	2.2	133.9	20.4	15.4	171.9	100.0	10.6	52.7	45.5	17.0	5.4	131.2	100.0	2.0	32.5	31.2	16.6	1.0	83.3	100.0	
Field	2.2	50.4	19.2	12.2	84.0	48.9	10.6	21.8	37.8	17.0	5.4	92.6	70.6	2.0	7.6	30.6	14.6	1.0	55.8	67.0	
Hdqs.	-	83.5	1.2	3.2	87.9	51.1	-	30.9	7.7	-	-	38.6	29.4	-	24.9	0.6	2.0	-	27.5	33.0	

1/ January to June inclusive.

2/ Report writing following a mission carried out the previous year.

3/ Report writing as a Consultant following field part of the mission carried out as CP staff.

SELECTED VIEWS OF THE CP BY THE PARTICIPANTS

1. A summary or "characterization" of the views of the CP participants: EFD, Unesco at large, and the Bank's education units, is included in this annex as background. It is based on comments made during the Unesco and Bank interviews by the Task Force. The Comments do not necessarily coincide with those of the Task Force. Further, they may not represent the majority views of members of the respective organizations.

EFD Views

2. Some EFD staff members feel there is little cooperation from the Bank regarding the CP. The Bank is viewed as using the CP as a source of standby manpower, which it can turn on or off as it wishes.

3. CP work is duplicated by the Bank out of lack of confidence in it. This duplication is perceived to be due to Bank insecurity in using others' data, which arises in turn from increasing Bank lending pressure and the Bank's hierarchical review process.

4. EFD sees itself as part of Unesco and is therefore concerned with the overall Unesco approach, which is viewed as broad aid to country educational development. Therefore, EFD's orientation may include assisting countries in locating financial assistance from other sources than the Bank or in providing non-financial assistance for policy, organization change, etc. EFD staff feels that some of its project proposals may be more difficult to implement than those which, in general, the Bank may be willing to consider, i.e., local self-help school buildings or extensive non-formal training schemes in dispersed geographic areas.

5. The end products of EFD's work, PIM's or PPM's, are considered by EFD to serve the government concerned, other aid agencies, both bilateral and multilateral, while also being of interest and use to the Bank.

6. The CP serves as a meeting ground between the Bank's short-term, economic, financial and pragmatic perspective and Unesco's longer term, basic social rights' perspective, a broader approach. EFD regards itself as "caught in the middle" between these differences in approach inherent in each organization's orientation.

7. The CP staff considers itself innovative, having proposed many kinds of projects at first ridiculed, then years later accepted by the Bank, i.e., primary schools, educational television, curricula development.

Unesco View

8. If aware of the Cooperative Program, Unesco Secretariat staff regard it and EFD as, respectively, a Bank program and "the Bank Group". (Note: There is a role conflict for EFD staff as they view themselves Unesco and Unesco views them as the Bank.) Unesco staff considers that the CP could

work independently of the rest of Unesco, and that EFD is excessively loyal to the Bank.

9. EFD is seen as an isolated, elite unit, in part because all EFD staff have P-5 grade level (similar to "M" level in the Bank), and in part because the unit is organized to do exclusively professional work and no program administration. The amount and variety of EFD travel is also viewed as an advantage by the rest of Unesco.

10. EFD work products are seen as of high quality, but treated too confidentially within the Unesco "house", in part because EFD group was considered to be "over-protectively" managed for many years.

11. Unesco staff feels that the CP should respond to more Unesco concerns than exclusively those of education; for example, cultural tourism has considerable economic potential; engineering and medicine are key areas for development in LDC's; mass media for many different uses are not being sufficiently examined.

12. Unesco's basic "subject matter" orientation -- now changing somewhat toward a country orientation since the Unesco reorganization -- has created communication difficulties with EFD's country-oriented approach. In large part, EFD's end products vary from Unesco's end products -- project financing in specific countries versus conferences, seminars, and reports on world-wide, intergovernmental, or regionally-oriented subjects. Work style is therefore different, an example of which is the house-wide PIM review sessions in which participants have appeared inhibited in presenting candid views in EFD's "peer group criticism" environment.

13. EFD is viewed as being caught in the middle between Unesco and the Bank as specific policy differences may arise in education; an example is the issue of basic education as put forth in the Bank's education sector policy paper, i.e., with targeted groups in the population, which contradicts Unesco's General Conference resolutions on equality of opportunity and right of access to all ladders within the education system.

Bank Education View

14. There have been extensive changes in Bank practices which make the original CP role unsuitable; thus, the EFD is viewed as an extension of the Bank or as a source of trained manpower rather than as an independent entity within the project cycle. (With more staff and the natural tendency to use their own, and controllable, staff, Division Chiefs tend to use less outside staff from any source.) Prior to the Bank's 1972 reorganization, on many occasions, the use of the CP was decreed, which gave rise to resentment. Since the reorganization, a more continuous Bank/country dialogue with more flexible short-term work scheduling, has made use of the CP as a third party very difficult.

15. In general, the Bank is much less aware of the CP than EFD is aware of the Bank, its policies and procedures. There is some insensitivity to the EFD/Unesco institutional role and the constraints inherent to a UN Specialized Agency.

16. Bank staff feels that the CP/EFD should be able to provide more access than it does to other Unesco specialized services, i.e., mass media, rural development, text book production specialists; statistics; computer models.

17. The CP's "success" is often measured by EFD's ability to provide financeable projects for the Bank; the Bank staff tends to ignore its other contributions, which are viewed as academic and of relatively little value. Bank staff feels the CP deludes itself if it considers that PIM's serve broader needs than those of the Bank's investment program. In the Bank staff view, cooperation with Unesco should contribute to the Bank's specific project lending work, not just development in general.

18. The Bank staffs feel EFD should participate in Bank evaluation activities and Bank completion activities, especially the educators; accordingly, CPS should organize a training seminar in evaluation for EFD. It was viewed by some in the Bank as somewhat inappropriate that the Bank alone evaluates its own projects.

19. There are mixed feelings regarding the quality of EFD staff; on balance, the feeling is that they are equal to Bank staff with some exceptions. However, "there are good and not so good professionals in both the Bank and EFD". Exchange of staff between the Bank and Unesco is generally supported on a six-month or longer-term basis. The inability of the Bank to request EFD staff by name for missions is viewed by the Bank as creating a problem.

20. EFD's end products are viewed as being over-ambitious in scope. PIM reports try to combine sector analysis and project identification to the detriment of each. The CP is viewed as more skillful in sector analysis.

21. The Project Preparation Mission and the report is viewed as too much allied with a "Government shopping list."

22. The CP architects should be used in sector/identification work.

PROJECT CYCLE ANALYSISOF25 RECENT EDUCATION PROJECTSIntroduction

1. One of the most visible consequences of the regionalization of Bank education divisions has been the increasing variety of approaches to project generation and definition - a phenomenon often referred to as "project cycle fluidity". This has affected the Bank/Unesco Cooperative Program in a number of ways. The purpose of this Annex is to analyze the nature of project cycle fluidity, and assess its impact on the functioning of the CP.

2. This analysis is based on a sample of 25 recent projects - the last five projects presented to the Board or ready for Board presentation by each of the five regional divisions. Although in a few cases the beginning of the project cycle dates back to the period before the Bank's reorganization, most of the activities covered by the sample are concentrated in the last 2 or 2-1/2 years. On the other hand, the sample does not cover any project whose processing has just started - which implies that very recent variations in approach to the project cycle may not surface in the analysis.

3. The main results of the survey are tabulated in Table 1. Although an effort has been made to standardize terminology, this has proven to be a difficult task - perhaps not surprisingly, as the proliferation of "non-traditional" missions (i.e., missions not classifiable under the old categories) is the essence of "project cycle fluidity". By the same token, under the new approaches it is sometimes difficult to determine exactly the moment of "project conception", with the result that all inferences related to project cycle length have an element of ambiguity and subjectivity.

4. It should be made clear that the purpose of the survey was not to perform an in-depth analysis of the project cycle per se or to suggest a "preferred model" approach, but rather to examine the question as it relates to the Bank/ Unesco Cooperative Program. 1/

1/ Aspects of such assessments have been made under the CPS Education and Operations Evaluation (OED) Departments in the Bank.

Is the Project Cycle Really "Fluid"?

5. In a sense, the expression "project cycle fluidity" is both inappropriate and misleading. The project cycle is by definition a sequence of interrelated activities by various agents (government, Bank, Unesco, consultants, etc.), which involve first a narrowing down from an initial broad range of alternative solutions of a problem, to a specific solution sufficiently defined for execution, and then a series of steps to implement the project idea. In this respect, and at this level of generalization, it seems evident that there cannot be any question about "fluidity" of the project cycle - missing a step in the above sequence or altering the logical succession of activities would mean at best delays and at worst a badly prepared or executed project.

6. The question of "fluidity", therefore, does not relate to the logical structure or sequence of essential activities in the project cycle, but rather to the stages and mission forms in which the various agents (including the Bank) intervene in the cycle. In this respect, education projects have traditionally presented at least two peculiarities with respect to projects in most of the other sectors: (1) the Bank's decision to lend has traditionally taken place before "preliminary engineering" of the project was ready 1/; and (b) Bank/Unesco intervention in the project cycle was phased in accordance with a fairly rigid and uniform pattern - typically, Unesco Project Identification Mission (PIM); Unesco Project Preparation Mission (PPM); Bank Project Appraisal Mission (PAM), occasionally with a short reconnaissance mission between PIM and PPM. 2/

7. While the first peculiarity is now diminishing with the introduction of "engineering loans/credits" and the "Project Preparation Facility", the second one started giving way to more flexible and varied approaches to the project cycle after the Bank's reorganization in late 1972. This development has taken place in parallel with an increasingly active role of member

1/ In the Bank's Operations Evaluation Department (OED) definition, the "upstream" portion of the project cycle includes five standard stages - Identification, Pre-feasibility Study (or preliminary sorting and selection of alternatives), Feasibility Study (selecting the best solution, perhaps with variants), Preliminary Engineering (which in most education projects is equivalent to the preparation of preliminary architectural drawings), and Detailed Engineering. Preparation of education projects prior to Board approval traditionally did not go beyond the first three stages.

2/ In a sense, this rigid sequence is "institutionalized" by the 1964 Memorandum of Understanding, whereby Unesco is given primary responsibility for project identification and preparation and the Bank primary responsibility for appraisal and supervision.

countries in their own project identification and preparation, while also reflecting the Bank's policy of maintaining a more-or-less continuous dialogue with its borrowers and the attempt by the regions to adapt mission scheduling and staffing to the countries' specific needs and patterns of operation. Within this framework, it has become increasingly apparent that both the neat division of labor between Unesco and the Bank envisaged by the 1964 Cooperative Agreement and the traditionally rigid and uniform pattern of missions were difficult to reconcile in many countries with the new working conditions. The attempt by Bank managers to eliminate useless delays and apparent duplications of missions and activities, and the new multiplicity of management styles following the decentralization of operations formerly run by the Education Projects Department also played a role in this evolution. The resulting variety in the distribution of tasks among Unesco, the government and the Bank, together with the increased flexibility of Bank participation at various stages of project definition (with regard to mission scheduling, staffing and terms of reference) is what came to be known as "project cycle fluidity" where "fluidity" is interpreted as a question of "who is doing what and how" rather than a question of "what has to be done" in the various stages of the project cycle.

8. This interpretation seems to be confirmed by the analysis of our sample. The sample shows a remarkable variety of approaches to the project cycle, but in the largest majority of cases it does not lend support to the hypothesis that some essential steps in the project cycle might have been omitted to accelerate project processing^{1/}. In the few cases in which the sample did not show any activity between project identification and appraisal, it turned out that preparation was in fact combined with appraisal in one mission or completely undertaken by the government (or its consultants). Even in the case of "pure" appraisal missions, virtually all divisions reported fairly high percentages of total mission time (20%-30%) spent on "preparation" or even "identification" activities. Moreover, the sample shows a fairly high number of missions between project "conception" and loan/credit signature (averaging about 4 per project ^{2/} for the five regions), with some apparent repetition of activities, particularly in the identification stage. Therefore, instead of supporting the "corner cutting" hypothesis, the sample seems to suggest the opposite, namely that some further streamlining may be possible by the Bank and Unesco. The complaint, often heard from borrowers, about excessive repetition of activities and the tendency "to go back to basics" in the Bank's processing of education projects is another piece of evidence in the same direction.^{3/}

^{1/} The question of whether the particular approach chosen in each case was or was not the best one in terms of quality of project preparation is a different issue, which is not considered here.

^{2/} Excluding Bangladesh, Education I (which was a consolidation of two ongoing projects).

^{3/} These feelings are reflected in the responses received to a questionnaire survey of 1974 borrowers conducted by OED.

Summary of Basic Trends

9. The first and most evident aspect of the increased fluidity of the project cycle has been the gradual disappearance of the traditional sequence: Unesco PIM - Bank/Unesco Reconnaissance - Unesco PPM - Bank PAM. In our sample, this sequence is clearly recognizable in only 3 out of 25 projects. The reasons for this decline are various, but probably include the Bank desire to: (a) exercise greater control over initial project identification and definition; (b) save time and manpower by avoiding the repetition of activities and the problem of information transfer between agencies; and (c) abandon the "parachute" or episodic approach in favor of a policy of more continuous dialogue and interaction with the member countries. It is interesting to notice, however, that none of these factors, if taken separately, can explain much of the variance in the approach to the project cycle. For instance, the sequence: RID - Reconnaissance - PPM - PAM, which differs from the traditional one inasmuch as the Bank takes on the leading role in sector analysis and project identification, appears in only 2 cases. By the same token, the sequence PIM or RID - Reconnaissance - Combined Preparation/Appraisal, where the emphasis is obviously on time saving in the phase of preparation/appraisal, appears in only 4 projects.

10. Germane to this trend is the variety of approaches to the project cycle by regions, countries and even within the same countries in successive projects. Interregional differences emerge from our sample particularly in terms of frequency of "non-traditional" missions (e.g., in Western Africa or Latin America), length of the project cycle from conception to loan/credit approval (the median value being 5 quarters in Asia and EMENA; 6 quarters in Eastern Africa; 10 quarters in Western Africa), and the average number of missions (5-6 in Latin America against an overall average of about 4). Even more striking is the variety of approaches within regions, as illustrated by the Eastern Africa Region where the approach varies from the traditional sequence: PIM - Reconnaissance - PPM - PAM in the case of Tanzania V to the telescoped approach of Ethiopia IV, with a full range of intermediate combinations. Our sample does not include any instance of repeater projects in the same country, but scattered empirical evidence collected by the Task Force seems to support the hypothesis that the increasing fluidity of the project cycle also affects successive projects within each country. (For example, sector analysis tends to be "lighter" in the case of repeater projects; preparation is more easily combined with appraisal; etc.)

11. The survey shows a surprising variety of "project conception modes" in lieu of the traditional PIM's or RID's. These alternative modes, which include government sector work, Bank economic missions, Bank education planning assistance, sector surveys, reconnaissance missions etc., were reported by the five regional divisions as explaining 15 out of 25 projects (the other 10 "conceptions" being attributed two thirds to PIM's and one third to RID's). This trend appears in virtually all regions. As a result, Unesco's traditional leading role in project identification is clearly declining. Of the 25 projects, only about one third were identified by missions under Unesco's main

responsibility 1/ - only one out of five projects in Latin America, EMENA and Eastern Africa Regions.

12. It could be speculated that time pressure has been the main factor behind the progressive abandonment of PIM's. Indeed, our sample shows that the median length of project cycles (from conception to loan/credit signature) is 8 quarters when the project is generated by a PIM and less than 6 quarters when it is generated by a RID. The analysis of the relationship between modes of project conception and project cycle length, however, becomes more uncertain when other modes of project conception are considered. The median project cycle length here is about 6 quarters, but the variance is considerable. Unfortunately, the set is too small to be stratified into samples of sufficient size to permit meaningful inferences.

13. As mentioned above (paragraph 8), one of the principal factors explaining the increasing project cycle fluidity has been the attempt by Bank management to save time and avoid the problems associated with information transfer between different missions. A consequence of this has been the relative decline of Unesco's PPM's and the rapid increase of Bank-led preparation or combined preparation/appraisal missions. In our sample, it appears that only 7 preparation missions were the traditional Unesco's PPM's, while Bank-led preparation or combined preparation/appraisal missions accounted for 14 of the 25 projects. Still relatively rare is the case of education projects predominantly prepared by the government or by government consultants: not more than 4 in our sample. The traditional argument that this is not feasible due to the lack of qualified staff in member countries seems difficult to reconcile with the fact that over one half of the projects being financed by the Bank in sectors other than education are prepared principally by the borrowers themselves 2/. It seems therefore that the tendency to interpret preparation work as external assistance to the government rather than direct responsibility for the entire work (as manifested by the increasing frequency in virtually all regions of so-called "pre-preparation" and "pre-appraisal" missions) is a useful first step in the right direction. As in the case of agricultural projects 3/, "bus-stopping" - or several assistance missions over a period of time - may be the best approach for the medium term future.

1/ The question of the relationship between PIM recommendations and the actual content of Bank operations is a very complicated issue which is not considered here.

2/ Per OED; available evidence also seems to suggest that local project preparation generally tends to facilitate effective implementation.

3/ FAO/World Bank Task Force - Cooperation Between FAO and the World Bank, August 8, 1975.

14. Unesco involvement in project appraisal and supervision missions has traditionally been limited, and our sample does not show any new trend in this respect. Analysis of data on mission staffing seems to suggest a consistent attempt in virtually all divisions to ensure some elements of continuity between missions. This applies to both Bank and Unesco staff, although under present arrangements Bank requests for specific individuals by name are considered "illegal". As mentioned above, the fact that no preliminary engineering is generally available or required at the time of appraisal occasionally permits the identification and preparation of "new" items during appraisal - a somewhat risky practice. Moreover, analysis of the links between the project and the overall sectoral issues and policies is typically an important component of project justification (in lieu of rate of return analysis). Both factors are somewhat peculiar to education projects and may partly explain the fairly high percentages of mission time (20-30%) reportedly spent by many appraisal missions on preparation or even identification/sector analysis activities. The rest of the explanation is, of course, sheer "back-tracking" and repetition of activities.

Some Conclusions

15. The analysis of the project cycle of 25 recent education projects reveals (or confirms) three main trends resulting from the increasing variety of approaches to project generation and definition: (a) virtual disappearance of the traditional approach as expressed by the standard mission sequence Unesco PIM - Bank/Unesco Reconnaissance - Unesco PPM - Bank PAM; (b) remarkable variety of project conception modes in lieu of the traditional PIM's and (c) emergence of new approaches to project preparation (e.g., combination of preparation and appraisal missions). These trends reflect both the new working environment since the Bank's reorganization and the Bank's tendency to exercise greater control over its own lending cycle. They appear incompatible with the traditional interpretation of Bank and Unesco roles in the project cycle, which emphasized Unesco's primary responsibility in project identification and preparation.

16. This annex tries to define the nature of the so called "project cycle fluidity" and the close links of this phenomenon with the new organizational structures and policies in the Bank. One conclusion may be that the variety of approaches may decline somewhat after an initial period of "groping" and the consolidation of management styles in the various regions, but it is most unlikely to disappear. In this sense, the project cycle fluidity is probably a trend that is unlikely to be reversed in the Bank, given its decentralized structure and its more "tailor-made" relations with each borrowing country.

17. The question of whether this situation is desirable in terms of its implications on the quality of project identification and definition is an important issue, and no simple answer will be attempted here. The sample does show some isolated evidence of "accelerated delivery" of projects, presumably in response to lending program considerations; but in general it provides no evidence of "corner cutting" or leaving out essential steps for the sake of

accelerating project processing. On the contrary, the sample seems to suggest the opposite, namely that some further streamlining of activities may be possible. Opinion evidence collected by the Task Force suggests that the impact of project cycle fluidity on the quality of project identification and preparation has been either positive or neutral, while some negative influence on quality may have resulted from the pressure to increase the volume of lending or from ambitious attempts to start more "difficult" projects in "difficult" countries. In other words, these may be situations in which information needed for decision making may be inadequate or in which managerial or technical skills needed for implementation are in short supply. In view of the complexity of these issues, it is suggested that the question be systematically addressed in all future completion or project evaluation missions.

PROJECT CYCLE IS HIGHLY "FLUID"; COMBINATIONS, SEQUENCES, AND TIMING OF MISSIONS VARY WIDELY . . .

Activities
EM : Economic Mission
S.A. : Sector Analysis/Planning Assistance Mission
P.I.M. : Project Identification Mission
R.I.D. : Reconnaissance-in-Depth Mission
Rec. : Reconnaissance
PPM : Project Preparation Mission
PAM : Project Appraisal Mission
PP/AM : Combined Preparation Appraisal
SPN : Supervision
Pre-AP : Pre-Appraisal
Pre-PAM : pre-project appraisal mission^{1/}
Post-PAM : post-project appraisal mission^{2/}

Staffing:
B : Bank/IDA
U : Unesco
G : Government
O : Other (e.g., Consultants)
In case of joint missions,
the first listed has main
responsibility

PROJECT CYCLE ANALYSIS OF 25 RECENT BANK/IDA EDUCATION PROJECTS

■ Loan/Credit Signature
● Loan/Credit Effectiveness

Region and Project	1972				1973				1974				1975				1976	
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2
a. EASTERN AFRICA REGION																		
i. Ethiopia, Education IV		G/B/O							G		B	G	B					
ii. Rwanda, Education I																		
iii. Malawi, Education II																		
iv. Kenya, Education III																		
v. Tanzania, Education V																		
b. WESTERN AFRICA REGION																		
i. Benin, Education I*																		
ii. Gabon, Education II																		
iii. Ivory Coast, Education II																		
iv. Senegal, Education II																		
v. Sierra Leone, Education II																		
c. ASIA REGIONS																		
i. Bangladesh, Education I (consolidation of two on-going Projects)																		
ii. Indonesia, Education II																		
iii. Korea, Education III																		
iv. Malaysia, Education III																		
v. Singapore, Education II (Second Phase University)																		
d. EUROPE, MIDDLE EAST, NORTH AFRICA REGION																		
i. Israel, IDBI IV (Education Component)																		
ii. Greece, Education III																		
iii. Tunisia, Education III																		
iv. Algeria, Education II*																		
v. Yemen A.R., Education II*																		
e. LATIN AMERICA REGION																		
i. Brazil, Education II																		
ii. Guatemala, Education II*																		
iii. Haiti, Education I*																		
iv. Nicaragua, Education II**																		
v. Paraguay, Education II**																		

* Not yet effective.
** Not yet signed.
1/ May include reconnaissance or preparation assistance.
2/ Typically, appraisal follow-up or continuation.

WORK PLANNING AND SCHEDULINGDescription of Problem

1. Work planning and scheduling are among the principal operating problems in the CP between the Bank and Unesco. Part of the problem stems from the regionalization of the Bank, which now means that EFD management must relate directly to 5 education divisions as well as the Education Department on planning. The latter, while nominally charged with overall CP coordination, has not assumed an important role in consolidating Bank requirements, sorting out priorities, or resolving schedule conflicts. This is, in part, due to the fact that since the Bank's reorganization, the Central Projects Staff (CPS), and the Education Department within it, no longer exercises direct operational authority over the education divisions, which report up through the regional "chain of command" to their respective Regional Vice Presidents.
2. The style of management and -- perhaps more importantly -- the perceived need to service different countries according to their unique needs, leads to variances in approach by the education divisions. Some regions plan their work ahead farther than others in practice, with others maintaining conscious ad hoc flexibility, e.g., to permit sending a mission out on a several-day-notice basis. Firm regional plans for CP involvement do not extend out beyond 6 months and often may be quite tentative beyond 2 months ahead. Bank intentions for CP mission participation or terms of reference are not communicated in a timely manner to EFD in some instances. For example, one EFD staff member went to the Bank's Paris office for travel tickets for a Bank mission only to find through that means that the mission had been cancelled. Last minute changes, postponements, or cancellations are fairly frequent. This means that "gear up" time (i.e.; familiarization before a mission) is lost and that those whose missions are postponed may not be able to undertake other meaningful work while waiting for imminent departure. Further, EFD's draft mission schedule is not given a regular or timely response in the Bank.
3. Another problem has been the view of EFD as a "manpower pool" or source of individual consultants. This means, in part, that requests are made for specific individuals and others may not be sought by the Bank division chiefs for Bank missions (or even EFD-led missions).
4. Among the consequences of the above problems are that:
 - (a) EFD staff is not being used at the maximum efficiency level, with both lost time and effort and frustration on their part;
 - (b) There is no assurance that EFD services will be provided where they are most needed, i.e., a "first-come, first-served" approach is used as opposed to an overall priority approach.

Discussion of Proposed Improvements

5. As discussed elsewhere in this report, the two principal EFD-led activities will be sector analysis and preparation assistance to governments. These activities will need to be performed well in advance of actual Bank loan decisions and, as such, should be highly susceptible to advance planning. In addition to these principal emphases, an appropriate amount of EFD staff time should be set aside and made available for participation in a variety of Bank missions and for planned support to designated Unesco Secretariat activities.

6. Therefore, it will be necessary to plan carefully the use of several discrete categories of CP work. One category is longer-term planning of sector analysis and preparation assistance. There will also be a need to perform near-term planning and scheduling of CP participation in Bank missions and participation in agreed Unesco activities. At given times during the year, principally at an annual review meeting and updated semi-annually, a need exists to integrate these planning elements, adjust imbalances, and to make an allocation of available CP/EFD resources according to overall priorities: by country and type of activity.

Longer-Term Planning

7. Sector analysis planning should be done on a multiyear (e.g., 5-year) basis that would be updated annually in a formal planning session of all interested parties followed by a midyear adjustment. This would consist of Bank and Unesco collaboration in the following decisions:

- (a) Identifying those countries needing - and receptive to - Unesco sector missions. The need identification step would depend on such factors as existing (or otherwise planned) sector knowledge concerning the country, 1/ the past and future pattern of Bank lending for the country, and the country's relative need for the kind of objective, outside assessment Unesco/EFD could offer.
- (b) Determining priority countries for EFD attention on a worldwide and regional basis. Because CP/EFD is a limited resource, 2/ some selectivity

1/ Whether performed by the country itself, the Bank, Unesco, or others.

2/ This planning approach assumes CP/EFD as a relatively "fixed" resource in terms of size.

is implicit in determining its work program. Some attention to regional balance in the use of the CP - if not in a given year, then over the period of the plan - may need to be taken into account.

- (c) Determining the most appropriate type of sector missions and analyses. That is, does the country need a basic survey, an updating mission or a more targeted subsector or special survey? (A special survey might involve, for example, an analysis of a region or group of regions only within a country.)
- (d) Identifying the appropriate timing for EFD intervention. This decision could take into account the Bank's project pipeline and the country's national planning cycle, among other considerations. (The sector analysis might be designed to contribute to a country's national plan if prepared in advance of the plan's completion or serve to carry out detailed analyses of plan decisions and implications after the plan's preparation.)

8. The above factors should be considered by each region individually and then collectively by the Education division chiefs in a joint meeting with the participation of the Education Department. ^{1/} Unesco administrators should also be involved in this planning meeting. The result of this meeting or meetings would be an overall Bank-wide statement of sector analysis requirements for the CP/EFD, covering the next 5 years. Once established as a multiyear plan, the actual mission scheduling and individual staffing assignments would be left to Unesco. However, the Bank would be able to review and comment on draft terms of reference and request specific types of disciplines to be included, e.g., science educators, mass media specialists, etc.

9. Preparation assistance, particularly in the "bus-stopping" mode, which takes longer in elapsed time will need to be planned well ahead, i.e., 2-3 years and nominally for 5.

^{1/} Procedures are discussed below.

^{2/} Assumption: Unesco/EFD is a relatively "fixed" resource in terms of size.

10. This approach to planning takes overall needs and priorities, determines the work to be done and divides up the available manpower resources accordingly. It must take into account the availability of manpower (staff plus consultant) and budgetary resources as a constraint. It also implies an ability to estimate reasonably accurately the applied (and elapsed) time requirements for particular types of missions, modified (by factoring in more or less time) by the particular conditions likely to be encountered in given countries. This forecasting capability was possible within EFD's past work, i.e., for PIM's, PPM's, etc., and should be facilitated by the existence of an accurate EFD time reporting system and historical data base. ^{1/} Under the revised work program proposed for EFD, manweek estimates for various types of missions will need to be made and modified through actual experience.

Near-Term Scheduling

11. There will continue to be a need to aggregate incremental requests by Bank divisions for participation by EFD staff (or others obtained by EFD) on Bank missions and to resolve any scheduling conflicts that may exist. This near-term (e.g., 6 months ahead) scheduling will also be applicable for EFD participation in Unesco Secretariat activities. To make this near-term planning element work effectively, EFD administrators will need to know, at a minimum, the following:

- (a) The schedule of those Bank missions over the next 6 months for which EFD (or other Unesco Secretariat) participation is requested. This planning could be done essentially on a semiannual basis, but should be updated in the interim as necessary so that EFD could keep ahead on a "rolling" or perpetual 6 months-ahead basis, to help avoid last minute disruptions or excessive uncertainty. This implies a need for regular, e.g., monthly, updating. It will also call for some discipline on the part of Bank managers in establishing, maintaining and adhering to schedules for CP involvement.
- (b) The country, project, and type of mission involved and the characteristics of Unesco/EFD staff participation needed.

^{1/} EFD appears to have an adequate time reporting system; some new reporting categories may need to be added as a result of Task Force recommendations.

- (c) The start and end dates for the participation, differentiating field and Washington phases if applicable. This would also indicate the number of man-weeks by discipline required and for which phases.
- (d) The areas for proposed CP/EFD coverage and a description of the end product required, e.g., a specific section of an appraisal report. (This information would be supported with mission terms of reference, as appropriate.)

12. A similar approach would need to be established within Unesco to identify requirements for EFD staff assistance. This assistance would generally be of two types: (a) participation in those activities requiring predetermined blocks of time, e.g., for provision of training at IIEP, and (b) ad hoc assistance and advice to other units in Unesco, e.g., on country programming or to those providing technical assistance to Bank-financed projects. The former type would require advance planning as would Bank mission participation; the latter could be provided essentially on a more informal basis. However, all time provided should be carefully recorded for monitoring and subsequent evaluation purposes. To differentiate the two types, a minimum threshold of time (e.g., one man-week) would need to be established to "qualify" for formal, advance planning. A central coordinating mechanism would be needed to pull requirements together and to assist with the two-way interchange of staff (from Unesco to the Bank and to EFD; from EFD to Unesco) within the overall man-week limits prescribed. To the extent these interchanges of staff are within the education sector, they should be coordinated by that sector. An appropriate entity, currently in place, for ensuring this coordination, where such coordination is needed outside the education sector, is the Coordinating Committee for Operating Activities (CCO) under the supervision of Unesco's ADG/CPX.

Bank Coordination

13. An essential prerequisite for successful planning on the Bank side is the need to aggregate at regular intervals overall Bank-wide requests for Unesco/EFD services and to express them in a consolidated, consistent manner to EFD management. That is, the requirements should be stated so that gross peaks and valleys are worked out by the Bank. This should be done in the Bank by a CP Planning Committee composed of a representative of the Education Department and the five education division chiefs, under CPS chairmanship. The EFD Director or his assistant should be present and participate fully in this meeting and bring up any practical constraints that might affect fulfilling the agreed plan.

14. In those instances in which a resource allocation conflict arises between two regions, an attempt would first be made within the Committee to

resolve it. If not possible, the two Assistant Project Directors concerned would be requested to intervene, in consultation with the Education Department Director. Further appeals would be made up the regional hierarchy, culminating in the Senior Vice President, Operations, if need be. (This should be a very rare occurrence.) If the overall pattern of use of the CP/EFD resources were not considered by him to be in the spirit of the Agreement, e.g., if all requests were for "manpower pool" use, the Education Department Director could intervene and make his concerns known to the Senior Vice President, Operations, via the Vice President, Projects. (This should also be a very rare occurrence.)

15. The CPS Education Department would have overall responsibility for liaison with EFD management. On plans related to specific operating matters, direct communications between division chiefs and EFD would be appropriate, with CPS Education kept informed for continuity. Essentially, CPS Education would serve in this planning exercise as a kind of "honest broker," which monitors overall CP use, but without decision authority over specific resource allocations.

Internal EFD Scheduling

16. At present, internal EFD scheduling is done without much consultation, if any, with the individual project officers. This is, in part, a consequence of the uncertainty encountered in dealing with the Bank on planning and scheduling. However, preferences for type of assignment or country should be conveyed on a regular basis to the Assistant to the Director (or to the Director) so that they can take into account these interests in mission scheduling. It is not enough to learn of these interests "through the grapevine" or on an informal basis. Such preferences change over time. For example, a project officer may wish to go on a specific country mission if he had not been to that country or region before. After the mission, he may not continue to have that preference. On an informal basis, with the proposed mission leader, the composition of the team should be discussed to iron out practical problems and to help ensure overall balance for the particular task at hand. While it may not be possible to take into account all mission leader or potential mission member interests in scheduling, given the constraints, some informal discussion on assignments would be appropriate. In an organization such as EFD, where the field work is of such primary importance and consumes a large amount of each professional's time, the Director himself needs to be directly involved in the finalization of mission assignments.

Planning Procedures

17. To facilitate establishment of new planning procedures within the context of the Task Force's overall recommendations, we provide below an illustration of how the planning process might function. Details will remain to be worked out by the principal Bank and Unesco administrators concerned, including EFD management, the CPS Education Department, and the regional education division chiefs.

Documentation

18. Attachment #1 provides an overview of several illustrative CP planning documents and their relationships. Possible documents include the following:

- (a) Form #1: Regional CP/EFD Activity Request, containing essentially country, type of mission and manpower estimates by given time period for 5 years ahead (for use in CP/EFD-led sector analysis/preparation assistance work).
- (b) Form #2: CP/EFD Activity Description, providing backup detail for each item listed on Form #1. This includes an amplification on areas for special emphasis, proposed staffing, timing, priority, and, for sector work, the status of current sector knowledge for the country in question.
- (c) Form #3: Regional CP/Bank Activity Request, for EFD/Unesco participation on Bank missions, containing type of mission, key target dates and manpower estimates by time period.
- (d) Form #4: CP/Bank Activity Description, the analogous backup description form to Form #2 for sector/preparation work; this form indicates specifics of CP assistance requests for Bank missions, including areas of proposed coverage, staffing requirements, and timing.
- (e) Form #5: CP Requirements Plan; this form aggregates the 5 regions' manpower requests (presented on forms #1 and #3 by each region) and provides a basis for resolving differences between and among regions. When agreed on, this form and the accompanying regional and mission descriptive information would then be presented to EFD as the basis for its detailed scheduling.
- (f) Form #6: Unesco Assistance Request; this form would be used to capture Unesco requests for EFD participation and is analogous to the CP/Bank Activity Request (Form #3). It would be accompanied by a description similar to that provided on Form #4 for each listed item.

Procedures

19. A sequence of steps and responsibilities for carrying out the annual planning process could function as follows:

<u>Step</u>	<u>Lead Responsibility</u>
(a) Issue "planning call" to regions, including any special guidelines (at the time of initial Bank budget formulation)	- P&B initiates annual budget process <u>1/</u> - CPS Education initiates CP planning cycle for CP Planning Committee
(b) Prepare draft CP planning requests in regions	- Regional education division chiefs, in consultation with regional management, program coordinators
(i) CP/EFD Activity Requests (Form #1, Form #2's)	
(ii) CP/Bank Activity Request (Form #3, Form #4's)	
(c) Aggregate and review regional requests; identify uneven demand levels, schedule conflicts (Draft Form #5)	- CP Planning Committee (regions, CPS Education); CPS Education to provide staff support
(d) Review total CP Requirements Plan and resolve conflicts collectively (Form #5)	- CP Planning Committee, plus EFD managers
(e) Submit adjusted/updated CP Requirements Plan to EFD (Form #5 and all supporting documentation)	- CPS Education, as liaison for CP Planning Committee
(f) Prepare Unesco Assistance request for EFD staff	- Education sector and CCO/CPX (coordinate) - Other parts of Unesco (submit requirements)

1/ See paragraph 22.

- (g) Review EFD-led sector, Bank assistance, and Unesco assistance requests vis-a-vis available resources; raise and resolve planning issues - EFD administrators, working with CPS/Education, Unesco staffs and, as appropriate, regional division chiefs directly
- (h) Agree to CP plan - All parties

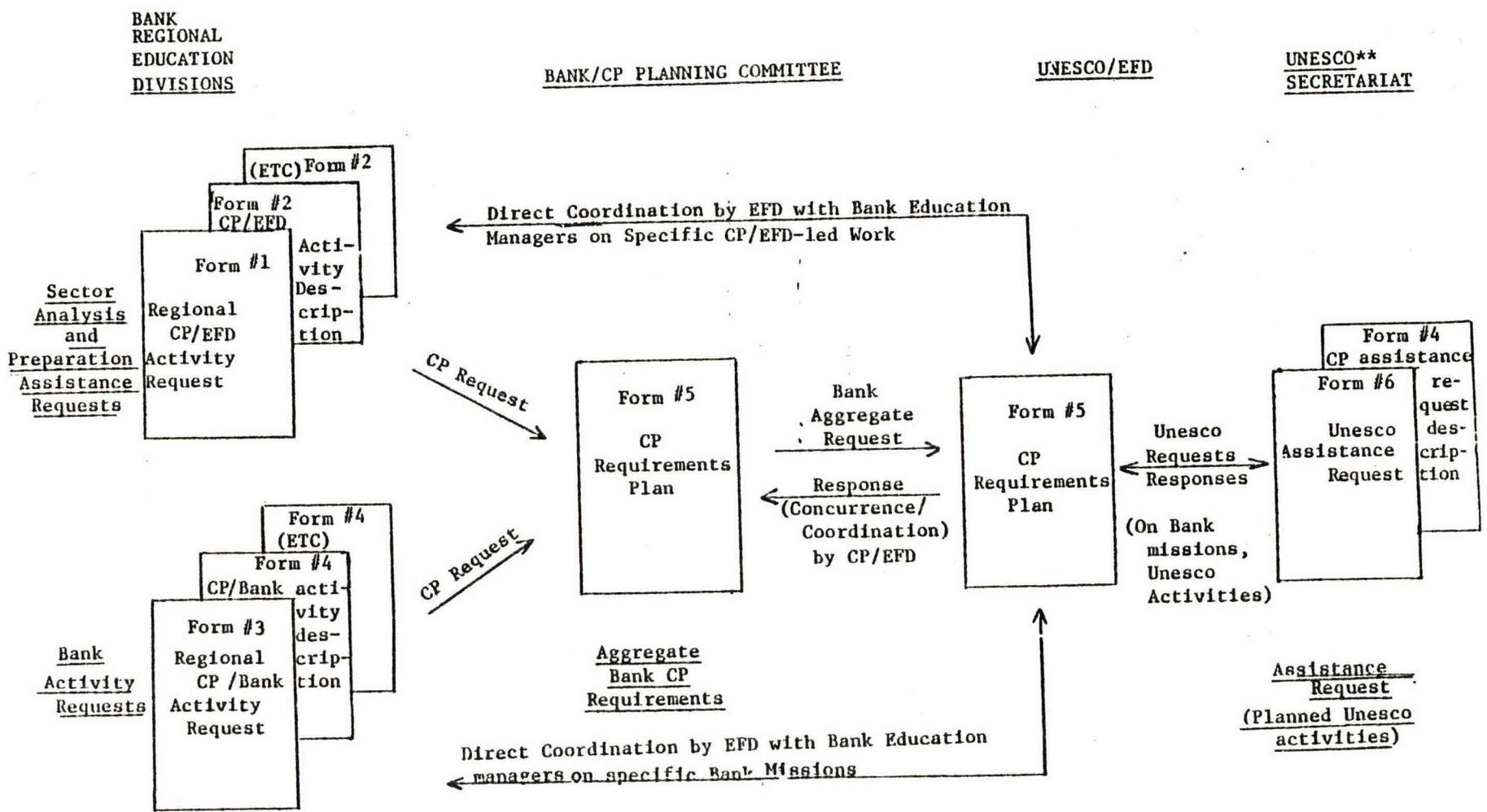
20. A mid-year update procedure would follow a similar pattern to the sequence above, but perhaps could be handled more expeditiously. A key difference would be that sector analysis and preparation assistance changes would be relatively infrequent at the mid-year review; therefore, the review would focus largely on Bank (and Unesco) assistance requests for the succeeding 6 months. The same basic forms could also be used for the mid-year review.

21. As needed, assistance request changes may need to be made on an "out-of-cycle" basis, that is, changes in plans and schedules that must be made at other than the time of the annual or mid-year planning reviews. To the fullest extent feasible, such changes should be minimized as they are disruptive and result in an inefficient use of CP manpower. The implication is that where CP participation is to be used on Bank or Unesco activities, it should be planned on a 6-month ahead basis and adhered to wherever possible.

Note on Budgeting

22. It should be recalled that Unesco is on a biennial budget and the Bank is on an annual budget. This means that actual CP cost changes for the Bank as a result of the annual plans can be made annually, but only every other year for Unesco. (This should not be too great a problem in that EFD is considered to be a relatively fixed resource, except for inflationary increases.)

CP PLANNING DOCUMENTS* AND RELATIONSHIPS



*See attached illustrative forms
 **Coordination: Education Sector Staff and CCO (as needed)

Region

Date

I L L U S T R A T I V E

REGIONAL CP/EFD ACTIVITY REQUEST

Annex VII
Form #1

Country	Type of Mission	Manpower Estimates										Priority
		19					19	19	19	19	Total 19__ to 19__	
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Year Total						
1. X---	Basic Updating		120			120			30		120 30	High Medium
2. Y---	Preparation Assistance		10	10	10	30					30	High
3. Z---	Special Basic				30	30				120	30 120	High Medium
			130	10	40	180	-	-	30	120	300	

Comments:

Region _____

ANNEX VII
Form #2

ILLUSTRATIVE

Date _____

CP/EFD ACTIVITY DESCRIPTION

1. Country: X---
2. Mission Leader: Mr. Ygrec
3. Type of Mission:
- | | | |
|--|--|----------------------------|
| <input type="checkbox"/> Basic | <input checked="" type="checkbox"/> Subsector(specify) | <u>Secondary education</u> |
| <input type="checkbox"/> Updating | <input type="checkbox"/> Special (specify) | _____ |
| <input type="checkbox"/> Preparation assistance* | | |
4. Areas for special emphasis:
- Analyze rural education and vocational training in Northern Districts
5. Proposed Staffing:
- | | <u>Manweeks Requested</u> |
|---------------------------------|---------------------------|
| - sociologist | 2 |
| - agricultural educator | 4 |
| - public health specialist | 2 |
| - vocational technical educator | 4 |
| - economist/manpower specialist | 4 |
| Total | <u>18</u> |
6. Timing: (end product needed by 11/76)
7. Priority:
- | |
|--|
| <input checked="" type="checkbox"/> high** |
| <input type="checkbox"/> medium** |
| <input type="checkbox"/> low |
8. Current sector study status:
- | |
|--|
| <input type="checkbox"/> no sector study available |
| <input checked="" type="checkbox"/> sector study available, prepared by <u>USAID</u> , dated <u>1/72</u> . |
9. Comments: project lending planned for FY78.

* for this category, estimate elapsed time required and indicate in comments probable nature of assistance required, * and periodicity of missions, timing of needed staffing.
** no more than 1/3 of requests in this category.

Region

Date

ILLUSTRATIVE

REGIONAL CP/BANK ACTIVITY REQUEST*

ANNEX VII
Form #3

COUNTRY/ PROJECT	Type of Mission	Key Mission Dates				Manpower Estimates (M/W)					Probability of Schedule Adherence	Secondment Priority	
		Field		Washington		1977							1978 (Total)
		Start	End	Start	End	1st. Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Year Total			
1. X--- (Secondary General)	Preparation/ Appraisal	1/1/77	2/1/77	2/17/77							H	H	
2. Y--- (Rural Primary)	Completion	4/1/77	4/21/77	-	-								

* For use in CP/EPD participation in Bank-led mission/activities.

Region

ANNEX VII
Form #4

Date

ILLUSTRATIVE

CP/BANK ACTIVITY DESCRIPTION

1. Country: X - - -
2. Project Name: II, Secondary General
3. Type of mission/activity: Preparation/appraisal
4. Areas of proposed CP coverage:
 - rural school needs in Eastern District
 - curricula development for same
5. Description of CP end product:
 - chapters on above for appraisal report
6. Staffing requirements:

<u>Description of disciplines required:</u>	<u>Manweeks Requested</u>
- general educator	6
- agricultural educator	6
	<hr style="width: 100px; margin-left: auto; margin-right: 0;"/> 12 Total
7. Timing:
 - a. Washington briefing required No Yes; dates _____.
 - b. Field work: Start date 1/1/77; end date 2/1/77.
 - c. Washington work: Start date 2/3/77; end date 2/15/77.
8. Comments:
 - T.O.R. to be mailed 10/76.
 - Mission may be postponed 1 month due to government delay (decision by 11/1/76).

COOPERATIVE PROGRAM REQUIREMENTS PLAN

Date _____

ILLUSTRATIVE

REGION	Type of Requirement	MANPOWER ESTIMATES (M/W)										COMMENTS	
		19__					19__	19__	19__	19__	19__ to		
		1st Qtr (1)	2nd Qtr (2)	3rd Qtr (3)	4th Qtr (4)	Year Total (5)	(6)	(7)	(8)	(9)	19__ to 19__ (10)		
LAC	CP-led*												
	Bank-led**												
	Subtotal												
EMENA	CP-led*												
	Bank-led**												
	Subtotal												
WAF	CP-led*												
	Bank-led**												
	Subtotal												
EAF	CP-led*												
	Bank-led**												
	Subtotal												
ASIA	CP-led*												
	Bank-led**												
	Subtotal												
TOTALS													

Note: Column (1)-(6) Totals equal all work; Columns (7)-(10), sector and preparation assistance only.

* for CP-led sector and preparation assistance work
** for participation in Bank missions/activities.

Date _____

ILLUSTRATIVE

UNESCO ASSISTANCE REQUEST:
WORLD BANK/UNESCO COOPERATIVE PROGRAM

ANNEX VII
Form #6

Requesting Unit	Description of Assistance Request	Key Dates				Manpower Estimates (M/W)*						Comments
		Field		Paris		1977					1978 (Total)	
		Start	End	Start	End	1st. Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	Year Total		
IIEP	Training Course on Project Preparation	-	-	1/1/77	3/1/77	16	-	-	-	16	16	Annual Course; 2 General Educators per course
Education /EPP	Planning Assistance Mission/Country X	4/1/77	5/1/77	5/1/77	6/1/77	-	8	-	-	8	-	Agricultural Educator
						16	8	-	-	24	16	

Overall Comments:

* Minimum request for planning: 1 manweek.

EFD INTERNAL ORGANIZATION AND MANAGEMENT

1. This annex addresses the question: should the internal organization and management of EFD be changed, or is it efficient and effective as it is? This assessment is made as a part of the overall Bank/Unesco CP study in that EFD is the principal operating arm of the CP, i.e., it was set up in the agreement between the two parties as the unit in Unesco exclusively devoted to carrying out the CP work.

2. After a brief description of the unit, this annex covers problems identified in organization and management, 1/ discusses a number of related issues and provides recommendations.

Characteristics of EFD

3. EFD has a collegial, professional working environment. It carries out its work under a "mission team" approach, with a fluid internal organization depending on the nature of the field work and follow up to be performed. Thus, it is the mission leader, more than the Division Director, who organizes, executes and largely controls the work to be performed and its end products. There is also a peer group review of work, or "division meeting" which is generally held to be an effective form of constructive criticism and review when an adequate number of staff is available and able to devote attention to the effort. There is considerable trading off of mission leader responsibilities, with a mission member on one assignment becoming a mission leader on the next assignment. The "project officers" (the name given to all operational staff) essentially work independently in terms of their respective contributions.

4. The Division has been characterized as a unit with "one general and 26 colonels." In fact, the grade structure of all project officers is the same, P-5 (similar to the "M" level in the Bank). Thus, it is egalitarian, with no intermediate hierarchy, or supervisory layering. There are no other internal groupings within the Division, except on highly informal grounds. There are no geographic groupings or regionalization of assignments. 2/ Similarly, there are no formal groupings by professional discipline (such as economists, technical or agricultural educators) or by level or type of education (such as primary, higher, teacher training).

1/ Planning and scheduling of CP work is covered in Annex VII.

2/ Some staff, because of language training, interest, or prior experience, tend to gravitate toward certain countries or regions.

5. In general, it is a unit in which there is considerable mutual respect and close working relationships in Paris and in the field. There has appeared to be considerable professional satisfaction in the CP work content over the years, perhaps one reason for the very low staff turnover. As shown in the basic statistics (Annex IV), the group is highly experienced, both in education and in work and residence in developing countries.

Identified Problems

6. It appears that the work review exercise via the "division meeting" to critique draft work products may be uneven as a quality control procedure. Some EFD staff feel it has decreased in quality recently. Its success depends on those operational staff present in Paris who also are able to devote sufficient time and effort to the review. In other words, a given report may pass through the process with less than a full critique. There are no assignments made currently for taking leadership in the review, e.g., an "assigned reader" function or a review committee. At present, one administrative position is unfilled, which was explicitly a quality review function when previously assigned. This means that the Acting Director, also involved with Unesco Secretariat planning, budgeting and related matters is able to devote relatively less time to work review activities than before - or that is probably warranted.

7. Similarly, there is no internal procedure or follow-up in place to ensure the timeliness of work products. The former EFD director felt that it was appropriate to devote 100 calendar days from the return of a project identification mission (PIM) to the completion of the report. For a variety of reasons, the preparation of the PIM report has typically taken five or six months or more to complete (see Annex IV).

8. At present, assignments are made on a worldwide basis, with relatively little concentration of individuals by country. This is considered necessary in practical terms, given the small size of the staff and the variety of mission demands placed on the Division by the Bank regional divisions. This geographic universality has the "plus" of adding a comparative education dimension (as a complement to the Bank's geographic specialization), but the considerable "minus" of loss of country continuity as EFD staff undertake their own missions or participate in those of the Bank. This means that EFD in general and individual project officers specifically may lack familiarity on a regular basis with certain countries and their educational needs. For example, EFD conducted a PIM mission to Chad in 1968, but did not return until 1975, a gap of 7 years. In Bolivia, it was 6 years between EFD preparation work and the next PIM mission. ^{1/} Further,

^{1/} There may have been, in the interim, EFD individuals participating in Bank reconnaissance or other missions; this was the case in Bolivia.

there is no assurance that a given individual will go back to the same country subsequently.

9. The size of the unit is about at, or even over, the maximum given the current form of organization (i.e., with no intermediate hierarchy). For example, there are indications that the Acting Director has been unable to devote sufficient time recently to the mission scheduling and assignment process, as he did before.

10. The travel load is very high for some EFD staff members, e.g., with 8 project officers in the field over 100 days in fiscal year 1975. Two were in the field 5-6 months last year. The EFD average (90 days) is equal to the Bank's desired maximum for its operational staff. This is due in part to the nature of EFD's work, but is also a reflection of planning and scheduling problems, resulting in peaks and valleys and individual imbalances, with some staff over and some under utilized.

11. The Acting Director has been in an acting capacity for one year. This has a bearing on the ability to manage effectively and comprehensively the work of the Division. For example, only two administrators are in place at present, where three functioned earlier. The Acting Director cannot make this third administrator assignment at present because of the uncertainty of his own assignment.

12. A homogeneous staff also means that senior, experienced persons must do detailed statistical or data compilation that could be done by less experienced staff, such as a research assistant. In other words, the professional experience of the project officer may be inefficiently utilized or becomes "watered down" as he performs work that could be done by others. (This has been particularly acute on field preparation missions, where project officers are found to be typing, collating, etc.). 1/

13. The amount of nonoperational time (e.g., other than pre-mission, mission, and post-mission report writing time), is high in EFD (approximately 18% of the total). Some of the residual is "down-time" that is not being used as productively as it might. In part, this nonoperational time is a direct result of planning and scheduling problems in dealing with the Bank's 5 divisions, or in other words, not controllable by EFD. (It may also reflect a recent diminishing of Bank "demand" for EFD services). For example, one individual was kept on weekly travel notice from May to November because proposed missions were constantly being postponed or cancelled. With a "packed suitcase," the individual could not readily undertake another significant project that he might have performed during the interim. On the

1/ EFD secretaries have participated on some preparation missions.

other hand, a greater contribution could (and we believe should) be made than is presently the case to the Unesco's Secretariat's support to member countries (e.g., in training, country programming, or advice on technical assistance). This would require a more rational advance planning approach than is presently in place. 1/ (This may be a contributing factor to the fairly pervasive view within Unesco that EFD is an aloof and isolated unit.)

Discussion of Issues: Internal Division Management

Need for Director

14. A need exists to appoint a permanent Director. As mentioned above, only two administrators are in place at present for 27 operational and 18 support staff. 2/ Much of the Acting Director's time is devoted to Unesco relations, and participation in Secretariat planning and budgeting activities is time-consuming. At the same time, internal management needs require considerable attention, probably more than is currently provided, in (a) work planning and scheduling; (b) resource allocation to EFD, Bank, or Unesco activities, (c) work quality review and follow up, and (d) assurance of timely work outputs.

15. The Director, when appointed, should be thoroughly familiar with the Division's technical work, and preferably have similar credentials to those being supervised. This would help to ensure the maintenance of high quality standards and the concentration of the project officers on professional work.

Deputy Function

16. If both a Director and Deputy were in place -- as we believe they should be -- we could envision the Director covering outside-EFD relations (e.g., overall relations with the Bank) and dealings on policy and plans at the Secretariat level, as well as overseeing the work of the Division.

1/ Discussed in Annex VII.

2/ In the Bank, it is considered appropriate to establish a new division when the size of the unit reaches 20 professionals. (Workload, of course, differs in the two organizations, and too close a comparison should not be made.)

17. The Deputy could then devote the bulk of his attention to internal operations within the Division, with particular emphasis on work review. In our view, it is important that the person performing this review have the authority to direct change, if needed. This was not the case with the previous incumbent assigned to the review function who was in a "peer group" situation.

Third Administrator

18. A third administrator would be appropriate, drawn from the ranks of project officers on a rotating (e.g., 1 or 2 year) basis, and assigned as "Assistant to the Director" for operational planning and scheduling. 1/ The exact division of duties between this function and that of the Deputy would need to be worked out, but should not pose a major problem.

Editor Function

19. If a more purely editorial function were to be included, it would likely be restricted to improving report writing style per se. An editor would not likely have the grounding in education to perform the substantive review of a quality control reviewer. It may be appropriate to ask for assistance as needed from Unesco Secretariat editors to read reports before they are sent to governments. This would not be an assignment to the Division, but a support service to it from Unesco.

20. As to the need for English language reports for the Bank, this is considered necessary. The Bank's working language is English and the projected larger readership envisioned for the broader sector analysis reports we recommend 2/ will call for that report to be in English. This is one way to help ensure its relevance to Bank managers. Local language versions should also be prepared as a regular matter and in a timely fashion.

Other Needed Functions and Staffing

21. It does not appear that other needed functions are required in the administrative group. It may be appropriate to add one or more research assistants as staff openings occur to aid in report preparation. This should be cost effective, particularly in terms of project officer productivity. More junior operational staff other than P-5's might also be phased in over time for mission-related work and in a training status for full project officer duties. They might have to serve in an "apprenticeship" capacity in their first few field assignments. Of course, the sector analysis role also will call for other disciplines and specialties than those currently available

1/ This function is, of course, performed at present.

2/ See Chapter IV.

in EFD. These should be drawn from Unesco at large as frequently as necessary. As certain specialties may become needed regularly (such as manpower or behavioral sciences specialists), they should be added to the staff, within staffing ceilings.

Intermediate Hierarchy

22. On balance, with the present size of staff and the mission-oriented approach used, it does not appear necessary to establish an intermediate supervisory layer, e.g., by professional discipline, by seniority or on some other basis. (This recommendation assumes that the size of the Division does not increase and that a Deputy is in place.)

Regionalization of Staff

23. It does not appear appropriate at this time to regionalize the staff according to rigid geographical lines. The number of project officers available is too small a group to be assigned exclusively to regions. Scheduling would be rendered more difficult if not impossible and the strong plus of comparative education, which is particularly useful since the Bank has regionalized, would be lost. This is not to say that certain individuals with specialized language skills, prior background, or current interests should not tend to be assigned to work on certain countries on a recurring basis. In fact, it makes sense for mission leaders on sector analysis missions to follow through with reconnaissance, appraisal or subsequent missions with the Bank wherever possible. The key point on regionalization is that it would restrict EFD staff to specific geographic areas; this does not appear feasible or appropriate at this time and is not recommended.

Country Coverage Assignments

24. However, the Task Force believes that the EFD staff should be given "country coverage assignments." This would not be regionalization, but implies assigned responsibility for each project officer to monitor educational developments in a group (say 3-4) countries on a regular basis. Assignments could be rotated after several years, but not so frequently as to lose continuity. Initial assignments should focus on countries in the multi-year work program (see Annex VII).

25. This approach would have the following advantages:

- (a) Country educational development and Bank-financing information ^{1/} for that country would be collected and maintained within EFD by assigned individuals on a regular basis.

^{1/} This would not be a "statistical warehouse", but targeted information germane to (i) EFD's basic work, and (ii) external, including Bank, financing.

- (b) A greater EFD continuity than at present would be maintained on an explicit basis with individual countries.
- (c) EFD could then be prepared to advise Unesco units better (for example, in education or CPX), that are organized on a regional basis. These assignments should facilitate EFD contributions to Unesco (and ultimately to member state) thinking on such matters as other sources of financing for education projects, educational planning, technical assistance or other Unesco assistance to individual countries.
- (d) EFD would be at a greater "state of readiness" to mount a sector analysis mission or participate in a Bank appraisal or other mission. When a particular mission assignment comes up, the mission leader and team would first consult with the individual who maintains the dossier of information and who is up to date on current developments. (If schedules permit, the assigned individual would go on the mission.)
- (e) This activity can be fit in readily between other assigned duties, even if only one or two days are available at a given time.

26. Disadvantages include the possible tendency to concentrate individuals on only a few countries and a possible diminution of the "universal/comparative" education perspective. This does not appear to be likely, and assignments can and should be rotated periodically. There might also be a tendency to be called upon by Unesco country-oriented staff too much. A balance would need to be struck between provision of assistance and advice to the Secretariat (or going on Unesco missions) and the performance of EFD's own sector analysis and Bank-related or other work.

Assignments to the Field

27. The EFD staff spends a great deal of time in the field. The question arises as to whether or not some EFD staff should be physically decentralized to the field. This question is inevitably related to CP/EFD's role. 1/ Given the principal recommended emphasis on sector analysis and

1/ Unesco's possible further decentralization/regionalization would also be a factor.

preparation assistance work, both of which have an outside assessment or assistance connotation, it does not appear appropriate for any EFD staff to be assigned to the field permanently or on a tour of duty basis at this time. More rational and longer-term planning should help minimize field work overloads presently encumbering individuals. And, there would be a loss of synergy with the rest of EFD and a loss of needed contacts with other technicians and specialists within Unesco if decentralization occurred now.

Size of EFD Staff

28. This is a complex question arising out of (a) determining the number, type and amount of missions and other work projected over the next 3-5 years, (b) assessing the manpower requirement estimates and required disciplines for each type of work or task.

29. The Acting Director of EFD has already taken steps to reduce the number of project officer authorized positions within Unesco. The work program defined by the Task Force is designed to replace, not supplement, the current project identification and preparation work of EFD. Sector analyses, after basic surveys in a given country, may give way to updates or subsectoral analyses requiring less time. Participation in Bank project-related or other missions and in selected Unesco activities to the extent likely to be needed and appropriate should be possible within existing staff limits. It is true that a variety of Unesco specialist participation is likely to be sought in the future. At least a key portion of this support should be available for "time-sharing" with EFD, and the rest from the existing CP consultant budget. Thus, it does not appear that EFD's regular staff would need to expand as a result of the Task Force's recommendations. (See Annex X for a further discussion of cost factors.)

EDUCATION SECTOR REPORTING SYSTEM

Introduction

1. This annex summarizes the main features of the proposed "Education Sector Reporting System" (ESRS). After a brief review of the main types of the Bank's and/or Unesco's present activities involving sector work, the objectives, coverage, structure, and instruments of the ESRS are discussed. A preliminary assessment of manpower requirements is also provided together with an outline of suggested procedures. The discussion of the reasons why we propose to suggest to assign Unesco responsibility for the ESRS is provided in the text of the report (Chapter II).

Types of Sector Work

2. At present, education sector work undertaken by the Bank and/or Unesco encompasses a wide variety of activities -- some with a project orientation and others without it; some "analytical" or "positive" in nature and others "policy-oriented" or "normative"; some with an intrasectoral perspective and others with a broader, intersectoral horizon ^{1/}. In fact, there is no one kind of Bank or Unesco mission which is synonymous with sector work. Neither is sector work necessarily associated with sector missions to the field.

3. The following list summarizes some of the most important types of sector work, based on present practices:

(a) Education Sector Review (e.g., Ethiopia, Iran, Kenya, Zambia, and Sudan). ^{2/} This is a very thorough and comprehensive analysis of a country's educational needs and priorities, which typically involves the elaboration of alternative long-term educational strategies and the preparation of detailed, phased programs of implementation of the strategy chosen by the government. (The whole process may take 2-3 years). Education sector reviews are typically carried out by the countries themselves, normally with a view to significantly overhauling present orientations and are often supported by appropriate inputs of outside expertise in areas and/or specializations in which local expertise may not be available. In most of these cases, the external provision of advice has a connotation of "educational planning assistance."

^{1/} Whenever reference is made in this annex to an "intersectoral" approach, the term "sector" is used in its economic definition (e.g., agricultural sector, industrial sector, etc).

^{2/} The first two have been completed; the others are in progress.

(b) Sector Survey (e.g., Unesco's survey in Zaire or the Bank's surveys in Saudi Arabia or in Indonesia). This is a comprehensive type of sector work, comparable in its scope to Bank basic economic reports and designed to provide a wide-ranging analysis of sector issues, needs and policies cast in a medium to long-term perspective. The emphasis is typically on intra-sectoral priorities, but with a view to the broad pattern of socioeconomic development.

(c) Sector Review for Economic Reports. The purpose of these reviews is to update, integrate and reconcile the results of previous sector work into an overall economic analysis. Consistent with the nature of the report, the emphasis tends to be on overall resource mobilization and allocation, and should include intersectoral links and priorities.

(d) Project Identification Mission (PIM) or Reconnaissance-in-Depth (RID) Reports. For all practical purposes these reports are presently equivalent. The coverage tends to be narrower than in sector surveys and the analysis focuses on areas that lend themselves to external financing (the Bank being the main possible financing source). In most cases, each PIM or RID report is an essential component of the project cycle for one given project, rather than the basis for a series of projects, as is the case with sector surveys.

(e) Sector Memorandum. This document includes a discussion of the main education issues, priorities and policies in a country (as well as of present gaps in sector knowledge and the proposed sector work program), but the main emphasis is on the identification of a lending strategy and program for the Bank;

(f) Project Brief. This document -- which is now being experimented with in the Bank -- is designed to improve the project content of country operations programs and provide a better link between project design and sectoral priorities.

(g) Other Project-Related Activities. These are activities which have a different main purpose, but which often include a significant proportion of sector work: (a) reconnaissance missions (the definition of a project's possible contents often involves discussion of broad sectoral issues and priorities); (b) project preparation missions (there is typically a certain amount of sector work to spot-check PIM or RID findings and recommendations and/or to update them); and (c) supervision missions (in accordance with the Bank Operations Manual, Section 3.50, supervision reports are expected to include a section on "overall policies in the sector or subsector and a summary of the borrower's future investment plans").

Objectives of the Education Sector Reporting System

4. The basic objective of the proposed Education Sector Reporting System would be to provide a program of systematic monitoring of educational issues and priorities in selected member countries using a flexible array of

missions, studies, and ensuing reports. By "selected," the Task Force acknowledges that (a) the Bank will continue to perform a significant amount of all sector work done (1/3 or so) and that such work would be the principal, but not an exclusive, Unesco responsibility and (b) the ESRS would not cover all countries for which Bank lending is anticipated. This latter point implies that priorities for sector work will need to be established through the CP planning process.

5. Specifically, the system should provide the country concerned, Unesco, and the Bank with:

(a) Sound, objective and up-to-date analyses of the country's education and training system and its capacity to contribute to economic, social and cultural development efficiently and equitably;

(b) An identification of the needs, gaps, imbalances or other impediments in the country's present education policies, structures, processes, or provision of education and training services, as they affect the education system's contribution to overall development, and a review of government policies, strategies, and approaches designed to address the above issues;

(c) An outline of alternative strategies to overcome these gaps and imbalances and an examination of their implications in terms of resource requirements and availability, including investment needs and possible priority areas for external financial assistance, particularly that of the Bank.

Thus, the analysis would move from a broad, overall examination of the educational system to a more focused review of selected areas in need of and susceptible to financing by the Bank or perhaps other sources.

6. For the purposes of undertaking the above tasks, the education system should be viewed comprehensively as embracing formal, non-formal, and informal aspects of learning. In this broader view of the learning process, consideration would be given to such dimensions as cultural, community or family activities, mass media, and on-the-job training, as well as the more traditional modes of educational delivery. The role of scientific research and its application, as an adjunct to the learning and educational and socioeconomic development process, would also be considered.

7. The sector reporting system would include the following characteristics:

(a) It would provide an outside, objective analysis of country education issues, policies and potentials. As such, one of its contributions would be to help assist the Bank, as a prospective lender, in establishing the country's eligibility for external financial assistance. It would also provide a principal basis on which a sector lending strategy could be built by the Bank and with which one (or a series) of projects could be identified and designed. The analyses, if found acceptable, could also make an important

contribution to the country's formulation of its own education programs and policies and also represent a useful background for the units in Unesco dealing with member states on education and providing planning and UNDP country programming assistance. However, because of its nature, (as an "outside" assessment), it would not be viewed as a direct input to such assistance.

(b) It would identify priority areas for both internal and external investment, but would leave specific project item identification and costing for possible Bank financing to the Bank, in direct dialogue with the country. (This is in contrast to current practice with the PIM reports.)

(c) The system would assess, qualitatively and quantitatively, the education and training needs of the various socioeconomic sectors in the country. However, it would not seek to evaluate the overall pattern or "mix" of resources to be allocated among the various sectors, e.g., education vs. industry or agriculture.

(d) The system would attempt to estimate the amount of external resources required to implement the educational development strategy selected by the government and those education areas or subsectors in priority need of external financing, either by the Bank or other multilateral or bilateral agencies. The establishment of a specific borrowing strategy would be, of course, the country's prerogative. Similarly, as indicated above, the Bank would define its lending strategy vis-a-vis the country, taking into account, as appropriate, the analyses prepared under the ESRS.

8. Further, the ESRS analyses would serve to complement, but not to substitute for, the development of a country's own sector analysis capability. Such a capability would be an integral step in the country's capacity to plan and manage well its own education system, and is to be encouraged whenever and wherever possible. The analyses done by outsiders - such as the Unesco CP - and those done by country officials themselves should be mutually reinforcing.

Possible Instruments of the Education Sector Reporting System

9. The nature of the task to be performed by the ESRS calls for both systematic and flexible approaches to sector work as against the present relatively fixed nature of both PIM and RID missions. ^{1/} This implies that a long-term sector work program will have to be prepared for each country covered by ESRS and that this program will rely on a variable contribution of desk studies and sector missions, the latter timed and sequenced to fit the specific conditions of each country assessed. The principal instruments to be used would be as follows:

^{1/} In a sense, the ESRS would play an analogous role, in a sectoral perspective, to Bank economic reporting.

(a) Basic Sector Analysis Reports, providing a comprehensive review of educational development in the country concerned (including a historical analysis, an assessment of present structures and processes and an evaluation of long-term strategies and trends). These reports would normally be coincidental with the preparation of the country's socioeconomic development plan (typically every 4-6 years) and other available sector knowledge ^{1/}, and would build on previous updating, subsector and special reports. Whenever possible, preparation of these reports should be coordinated with the preparation of Bank basic economic reports -- to avoid duplication of efforts and to maximize interaction.

(b) Updating Reports, providing a review of the most important educational developments since the last basic reports; the frequency would be every two or three years, which implies one updating report about midway in a national plan's implementation cycle.

(c) Subsector Reports or Special Studies, covering a wide variety of education subsectors (e.g., "primary/basic education", "vocational training", etc.) or topics (e.g., "distribution of education opportunities", "the management of the formal education system", etc.) and at various levels (region, country, group of countries). This could be the preferred approach in some geographical areas (e.g., Latin America), where other reliable sources of overall sector analysis may already exist. Subsector reports and special studies may or may not be associated with a mission.

Possible Coverage of "Basic" Reports

10. Given the flexibility that needs to be built into the ESRS, no rigid prescription of detailed report outlines is possible. Even in those cases in which a "basic" mission is required, it is probably inappropriate to provide a priori a detailed outline of the basic report, as the basic report is not intended to be uniform and encyclopedic, but should rather be issue-oriented and therefore have a fairly flexible format. However, it can be expected that the "logical skeleton" of many basic reports would be as follows:

(a) The Learning Needs. This would first examine the country's overall socioeconomic development objectives and relate to them the country's learning needs. This would include the traditional analysis of manpower and training needs in the modern sector, but should also include, where possible and appropriate, assessment of learning needs in the transitional and traditional sectors, including questions relating to cultural and technological development.

(b) The Present Delivery Systems. This would analyze the process of formation and the present structure of the country's system of delivery of formal, non-formal and informal education. The discussion would focus on the

^{1/} Scheduling the sector work before the completion of the country's development plan would emphasize the "planning assistance" function over the "analytical" and "evaluation" functions.

basic issues of relevance of contents, distributional equity, educational efficiency and cost/effectiveness, covering aspects such as aims and objectives of education, curricula contents, education technology, planning and management, education finances, etc. The overall focus of the analysis would be on the ways in which the present system responds to basic learning needs; in other words, in contrast to PIM's, the analysis should not be conditioned by the need to justify a given project.

(c) Education Development Strategies, Plans and Policies. This would include a systematic analysis of the policies, plans, and existing and proposed programs of the various education authorities in light of the perceived learning needs of the country. Where appropriate, such additional dimensions to the learning experience as the impact of local communities, the family or the private productive sector would be taken into account. While detailed contents of alternative educational development strategies would be beyond the scope of the mission, suggestions as to broad lines of alternative options could be useful to all parties concerned. However, a more thorough assessment of the preferred alternative and its rationale would be needed.

(d) Identification of Priority Areas for Investment. This would comprise identifying education subsectors or areas for investment and, in particular, those suitable for external financing and which deserve priority, either because they are essential instruments of the chosen development strategy or because they constitute essential components of optional alternative strategies recommended to the authorities.

12. In summary, the ESRS would complement indigenous sector work by providing an objective, outside assessment of country needs, plans and programs. It would focus on priority areas for external financing, rather than on project item identification and costing. The ESRS would provide background analyses and an information base to help support Unesco work related to country programming, Unicef cooperation, Funds-in-Trust administration, country educational planning assistance, etc. And, ESRS would provide background analyses that would contribute to the Bank's country lending strategy, its sector memoranda formulation, and aid in its projection selection.

Suggested Procedures

11. An outline of suggested procedures is provided in the Appendix to this Annex. The selection of the country and the identification of the types of sector activities to be performed would be based on a five-year sector work program agreed upon between Unesco and the Bank. For all Unesco sector work, the Bank would be consulted on both the draft terms of reference and the content of draft reports and due consideration would be given by Unesco/EFD to the Bank's comments and indications of "areas of concern" (see Appendix). Always, in the case of "basic" sector missions, and whenever feasible in the case of other missions, the Unesco mission leader would be given an in-depth briefing in the Bank before the mission's departure. In order to provide a comprehensive picture of the Bank's expectations and the Bank's view of broad

development patterns as well as intersectoral links and priorities, these briefing sessions would normally involve the regional divisions concerned (education, programs, selected projects divisions as appropriate) and CPS. As appropriate, the Bank may request the participation of Bank specialist(s) from CPS and/or regional divisions), reporting to the leader of the Unesco sector mission. 1/ CPS Education should help ensure that appropriate briefings of EFD staff are conducted.

12. Following the briefings by the Bank, and the conduct of the sector work the draft sector report would be discussed with the authorities of the country concerned to eliminate as far as possible factual errors or misunderstandings. However, the report should not be formally cleared with either the government or the Bank -- it should remain an independent technical assessment by the staff of the Unesco Secretariat. (This aspect of the present PIM reports would be retained.) Normally, the reports would not be published; they would be addressed to the government and copies distributed only to the Bank and the agencies or governments indicated by or agreeable to the country concerned. The reports would be marked and treated as "confidential."

Staffing Implications

13. The flexibility suggested for the ESRS makes it difficult to specify other than broad indications of staffing requirements. The staffing of subsector or special studies would depend on the objectives and nature of the task involved, the amount of data available and the extent to which local expert cooperation can be obtained. In the case of updating missions, a general educator/education planner, a vocational/technical educator and an agricultural education/rural development specialist would probably suffice in most countries. 2/ Assuming two weeks for preparation (total: 6 man-weeks), three weeks in the field (9 man-weeks), four weeks for each mission member to produce his portion of the report (12 man-weeks) and four weeks for the mission leader to assemble the draft, discuss and revise it, the whole process could typically take some 31 man-weeks - say, 35 man-weeks including a reasonable provision for contingencies.

14. The team for a basic mission would necessarily be larger and would probably comprise a number of the following:

- a demographer or an anthropologist/sociologist
- an economist/human resource expert
- a general educator/education planner
- an agricultural educator/rural development specialist

1/ The Bank should also allocate the time required by the Bank participant for report writing, as needed.

2/ An economist may be needed in lieu of one of the above.

- a vocational/technical educator
- a higher education specialist
- an education architect/facilities planner 1/

In addition, the team might include experts in adult education, health training, production of teaching/learning materials, mass media, etc. -- if and when required. In any case, most of the specialists in this group would probably be needed for short periods only, say, 2-3 weeks in the field followed by 2-3 weeks for report writing. On the whole, it can be estimated that about 120-150 manweeks at the outside (including contingencies) would be required for the completion of the basic mission.

15. It should be emphasized that both the typology of sector activities as well as its staffing implications as outlined above should be interpreted as illustrative of possibilities rather than as a prescription for a uniform pattern of activities. As suggested above, the optimal combination of sector work activities in each country can only be decided in terms of the specific conditions of that country. There seems to be little doubt, however, that a wider range of highly specialized skills than is presently available in EFD would be required to implement the ESRS. However, the introduction of the ESRS would be accompanied by a progressive "opening" of EFD toward the rest of Unesco with a consequent greater participation of the rest of the House in CP activities. It is not suggested, therefore, to add any new specialists to the present EFD staff at this time, until specific demand for such services can be determined more fully. On the contrary, EFD staff as mission leaders of these sector missions might have to emphasize their experience as "generalists" over their skills as narrower specialists. Also, the priority need for "generalists" (economists, general educators/education planners, rural sociologist/rural development experts) should be recognized when hiring new staff for EFD as openings occur.

16. In view of the "systematic" and longer-term (as opposed to a "parachute") or one-visit nature of the work involved, a substantial degree of

1/ The role of the education architect/facilities planner (who should also have some experience in school building inventory and mapping) would be to analyze and assess physical planning and school building construction (norms and standards, administrative arrangements for school building construction, architectural briefs, selection of architects, civil works procurement methods, supervision arrangements, and other quality control measures, maintenance arrangements, etc.). This would provide a better evaluation of physical planning in education and permit an early identification of implementation issues, which could result in more realistic design of projects and more efficient project implementation.

staff continuity is indispensable for the success of the ESRS. Since regionalization of EFD is not feasible because of its limited size, "country coverage" assignments will need to be made in which responsibility will be assigned to each EFD staff to monitor and follow up on educational developments in a small group of countries among those to be covered by the ESRS.

Questions of Feasibility and Suggested Approach

17. The need for a broader and more thorough education sector knowledge is generally recognized in the Bank as a basis to support an increased lending program (108 projects in 74 countries in FY1975-79 versus 77 projects in some 58 countries in FY1971-1975), spread over a larger number of countries and focused on new types and levels of education. A quantification of the total projected "demand" for sector work is now being prepared by the regions as part of the elaboration of their five-year sector work programs. It is expected that the "demand" will grow further from its present level which can be estimated at some 650/700 man-weeks per year.

18. Against this demand, the number of man-years of specialists' services to be allocated to the ESRS would depend on (a) the proportion of total demand for sector work that the Bank is prepared or willing to satisfy out of its own manpower resources; and (b) the country coverage assigned to the ESRS and, for each country covered, the planned temporal frequency and distribution of activities. The Task Force does not propose to extend the system immediately to all member countries or even to all the countries in which the Bank has a major lending program. This would be premature and infeasible.

19. The approach suggested by the Task Force is to experiment with the system in selected countries within the limits set by the present availability of human resources at EFD. The country coverage of EFD would thus depend, among other factors, on (a) Bank program needs, (b) the extent of EFD involvement in activities related to project preparation or other Bank activities and (c) the degree to which EFD personnel will perform other functions in the Unesco regular programs. At the present time, some 1,200 manweeks of experts' services are available in EFD (90% from EFD staff and 10% from other sources). In the period 1971-1975, the total proportion of EFD available manpower allocated to PIM's and sector work was about 53% (75% of which is estimated to be for sector work proper). If it is assumed that the proportion of EFD net available time allocated to sector work will increase from the present 41% level to about 50-60% after a transition period 1/, corresponding to some

1/ This would allow an initial period of gradual redeployment of EFD available manpower resources. It should also be emphasized that the recommended 50-60% time allocation for sector work is an order of magnitude required for a meaningful implementation of the Education Sector Reporting System. Even after transition, actual deployment of EFD staff may be expected to vary somewhat from region to region and from year to year.

500-650 or so man-weeks 1/, then the total annual output of the ESRS could be up to:

- 4-5 basic missions or
- 18-20 updating, sub-sector or special missions 2/ or
- some combination in between.

In turn, this means that over a normal 5-year planning cycle some 20-25 basic missions could be organized or some 90-100 updating or subsector missions. With a judicious planning of activities and a conservative use of "basic" missions, the ESRS could thus probably cover some 25-30 countries, including such desk studies as were appropriate.

Conclusions

20. In summary, it seems that the establishment of an "Education Sector Reporting System" would be feasible, consistent with the objective of maintaining and reinforcing the Cooperative Program between Unesco and the Bank and be responsive to a priority need for better sector knowledge, which is felt in both developing countries and lending institutions, including the World Bank. Among the anticipated benefits would be the support which would be provided to countries' education planning and programming and to the Bank's formulation of its sector lending strategies. One of the main features of the system would in fact be to provide outside, independent assessments of education sector issues and policies in selected member countries. The ESRS would thus not replace, but in many respects complement and reinforce, other sector work activities which would be conducted by the countries themselves or by the Bank.

1/ This would already be less than the present total estimated demand. By the time the ESRS becomes fully operational the Bank demand may well have grown substantially. If it is assumed that the Bank total sector work demand will increase in the next five years roughly in proportion with the number of countries covered by the education lending program, it can be expected that the demand will reach the level of 900 or more man-weeks by FY1980. The ESRS could thus satisfy only some 2/3% of that total at most.

2/ Assuming these missions take about the same amount of time.

EDUCATION SECTOR REPORTING SYSTEM

SUGGESTED PROCEDURES

1. Selection of Country and Identification of Type of Sector Work to be Performed

Within the framework of the Bank's overall sector work program for education, a five-year sector work program would be developed by the Bank CP Planning Committee, comprising the regional education division chiefs and CPS Education, with EFD management participation. The program, which would indicate for each country the type of sector activity requested, the estimated staffing needs, the timing, etc., would be discussed, amended as required, and agreed upon with the Unesco/EFD manager at the annual review meeting and updated semi-annually. (See Annex VII for a more detailed discussion of this process.)

2. Mission Scheduling

The country concerned would be advised by the Bank of the intention to send an education sector mission under the CP. However, all subsequent official correspondence related to the mission should be between the government concerned and Unesco. Within the framework of the agreed program of work, mission scheduling and assignments would be Unesco's responsibility.

3. Terms of Reference

The terms of reference, including indications about the number and types of specialists required, would be drafted by the mission leader and sent to the Bank for comments not later than 4 weeks before the scheduled date of mission departure. Bank comments (if any) would be provided within 10 days of the receipt of the draft terms of reference and would be taken into account by the mission leader when preparing the final draft. This would be approved by the Director, EFD, in accordance with the same clearance procedures traditionally followed for PIM's.

4. Staffing

Given the terms of reference, mission staffing would be Unesco's responsibility. It is expected that Unesco would rely not only on the resources available to EFD, but also encourage active participation of the required specialists from other divisions and/or sectors within the Unesco Secretariat. From time to time the Bank may request the inclusion of Bank specialist(s) in Unesco sector missions. However, these would remain Unesco missions and the Bank staff would report to the Unesco mission leader.

5. Briefing of Sector Missions

The leader of all "basic" sector missions would spend at least one week in Washington before the mission's departure and have briefing sessions with the regional divisions concerned (Education Division, Programs Division, selected Projects Divisions as appropriate) and CPS. For all other sector missions, the Education Division concerned, in consultation with CPS, would have the responsibility of forwarding to Unesco, together with its comments on the Terms of Reference, a list of potential "issues" or "areas of concern." (This would also indicate whether a back-to-office report to the Bank would be required).

6. Back-to-Office Report

If requested by the Regional division concerned, upon the mission's return from the field, the mission leader would prepare for the Bank (normally within ten days to two weeks) a brief confidential back-to-office report outlining the mission's comments on the "areas of concern" mentioned above as well as on any other issue that he may feel appropriate to bring to the attention of the Bank. Even if not requested to prepare such a report, the mission leader should do so if there were matters that came up that needed to be brought to the division chief's attention.

7. Draft Report

The mission leader (assisted by members of the mission) would be responsible for drafting the report, circulating it for comments within Unesco and revising it in accordance with the guidance given by the Director, EFD and by the Unesco review meeting(s). The whole process would normally take about 3 months after the return of the mission from the field (for a "basic" mission). The draft would then be sent to the Bank for comments and the Education Division concerned would have the responsibility, in consultation with CPS, of eliciting the views of all parties concerned and preparing within 15 working days a list of comments and recommendations for Unesco consideration. The mission leader would take these suggestions into account 1/ when revising the report for distribution or review with the country.

8. Review Draft Report with Country

Normally, the mission leader of each "basic" mission would return to the country to discuss the draft report. Occasionally, he may be accompanied by Bank staff as observers. The purpose of the review would be to eliminate as far as possible factual errors or misunderstandings; it would not be to obtain the government's clearance. Country review of reports other than "basic" reports would be decided by EFD, in consultation with the Bank.

1/ However, Unesco/EFD would be under no obligation to incorporate these suggestions; neither would this be a "clearance process."

9. Report Distribution

The final version of the report, amended as necessary to reflect country discussions and re-cleared as necessary within Unesco, would be addressed to the government by Unesco and copies would be distributed only to the Bank and to the agencies or governments indicated by or agreeable to the country. The preface to the report would indicate that the report (a) was prepared by the Unesco Secretariat under the Cooperative Agreement between Unesco and the Bank, (b) emphasize its nature as an independent technical assessment by the staff of the Unesco Secretariat, and (c) stress that the views and recommendations expressed in the report do not reflect necessarily the views and policies of the Bank. This would continue, therefore, this feature of the present Unesco PIM reports.

Cost Implications

1. Perhaps the most fundamental cost issues to address are whether or not the Task Force's recommendations will result in increased costs and, if so, to whom. In the Task Force's judgment, the CP as such will not cost significantly more than the present situation. No staff increase is proposed, except for the third administrator, and provision for this position is already budgeted in the CP. Other suggested changes in operating procedures are not expected to have an important effect on the 15% or so of total CP cost that is other than salary cost. Of course, this is only one aspect of the overall cost "equation". A further question beyond the cost of the CP per se, is the total "cost of doing business," given a redefinition of the CP's role.

"Cost of Doing Business"

2. In addressing this broader question, one should consider that the Task Force proposal is essentially to redistribute project cycle activities among the various participants (Unesco, Bank and government), rather than to add new activities. As a result of this redistribution, it appears likely that resources will be used more efficiently, i.e., more output can be obtained from a given level of input or the same output would require less input. In part, this improved efficiency would stem from reducing duplicative and overlapping activities in the field and in part from improved planning and a recuperation of some EFD "down time" 1/. Therefore, the marginal cost in real terms of our proposals is expected to be either zero (in case no efficiency is gained) or negative (if available resources are used better).

3. In looking further at past project activities, one might say that, in theory, economies could have been realized by combining "sector work" with "project identification", either in a PIM or a RID mission, i.e., in that no information transfer between agencies was required between these stages (and therefore less applied time was spent), or that there were possible savings in travel expenditures. However, PIM's had diseconomies as well, in that work was repeated by the Bank and resources as a consequence were inefficiently used by both parties. Moreover, project identification was not concluded by the PIM, but normally followed by a Bank/Unesco reconnaissance mission. The comparison is therefore Unesco PIM - Bank reconnaissance under the old approach vis-a-vis Unesco sector analysis - Bank project identification, including reconnaissance, as proposed. The Task Force believes that, other things being equal, the total use of resources would remain roughly constant, but that the relevance of the work products should improve over time.

1/ A certain amount of "down time" in an operation such as the CP is perhaps inevitable.

4. It should be pointed out that the proposed work program change would take place in a climate in which the Bank generally is increasing its overall emphasis on sector work. The change in Unesco/EFD 's work emphases could be followed by increases in resources devoted to this type of activity. This may be appropriate, in terms of improving overall project quality and country knowledge, but would not be a consequence of the suggested role change.

5. As to project preparation and appraisal, several cost-related factors should be considered.

- (a) The cost of "preliminary engineering" is now borne by the borrowers during project processing, but is not a cost to the Bank or Unesco of project processing. However, the "2-stage" approach to project appraisal ^{1/} where that may be applied could have some impact on the total human and material resources (including those of EFD) required to complete preparation/appraisal. It could be asserted that the same resources are not applied during supervision. In any case, this change is not related to the Task Force's proposed change in Unesco/EFD's role.
- (b) The introduction of the "bus-stopping" form of preparation assistance should not have any major effect on the total cost of project preparation (given the existing definition or "preparation"), but would imply a redistribution of cost (or time spent) from the Bank and/or Unesco to the government, as the latter assumes greater responsibility for preparation. One could anticipate a longer elapsed time between project conception and appraisal and perhaps some increase in the total number of man-weeks required, if it is assumed that government staffs are less experienced than the Bank or Unesco in preparing projects for the Bank.
- (c) The difference in cost for the Bank or Unesco between traditional PPM's and "bus-stopping" is difficult to forecast with precision. The total PPM's cost is about 20-25 manweeks of applied time, an equal amount of per diem and 4-5 round trip tickets. "Bus-stopping" could vary from about the same real cost in the "most difficult" countries down to some 4-5 man-weeks of applied time and 2-3 round trip tickets in the "least difficult" countries. Perhaps 10 man-weeks could represent a reasonable estimate for an "average" country in the medium term using the preparation assistance mode.

^{1/} I.e., adding a detailed engineering stage prior to appraisal.

- (d) Other things equal, dropping the traditional sequence of Unesco PPM - Bank PAM and replacing it with Bank-led combined preparation/appraisal missions should lessen the problems of information transfer and "backtracking", and thus result in some net saving of applied resources at this stage. Where appraisal is still to be done on the basis of feasibility, as it will in some cases, combined Bank preparation/appraisal missions may be appropriate.
- (e) To the extent that EFD staff participates in "downstream" activities more than at present (that is, other than preparation assistance as discussed above), the cost of travel and hotel accommodation could increase somewhat, but this is not expected to be significant. Overall, this would be covered in the basic CP budget or by Programming and Budgeting in the Bank's travel budget.

Distribution of Costs

6. A further series of considerations involves the distribution of costs among the Bank, Unesco and the governments.
- (a) As indicated above, the Bank borrowers would be expected to bear an increasing share in the applied time required to do project preparation, perhaps between 15-25 man-weeks per project. (This time investment would, of course, serve to build their own preparation capabilities and help ensure that the proposed project was "their" project.)
 - (b) Given that no significant increase in the "cost of doing business" is anticipated, nor in the cost of the CP per se, and that we do not propose a major change in cost sharing (except for the "barter arrangement" on at least some of the time shared between EFD and the rest of the Unesco House), it follows that no significant change is expected in the costs to be borne by either organization.
 - (c) On the contrary, because of anticipated efficiency improvements and the borrowers' increased role in preparation, the unit cost of each lending operation (in terms of applied time and dollars) should become less for both organizations over time.
 - (d) The proposed "barter arrangement" between EFD and the rest of the House will not result in increased costs for the Bank, which will continue to receive at least as much and

perhaps more 1/ of EFD's net available time as before, but with a wider range of specialized skills brought to bear.

7. Assuming a dynamic workload framework, the proposed work program change needs to be interpreted in light of a projected continued growth in the number of projects, countries covered, and perhaps in Bank staffing as well. In this framework, the overall contribution of Unesco/CP would be expected to decline in relative (if not absolute) terms. The work program change could then be interpreted as:

- (a) EFD concentrating a majority of its effort to sector work, about 2/3 of such work done now and about the same proportion of an increased workload by 1980, with 150-200 man-weeks added to that which it currently supplies. This would represent essentially all of the incremental demand for sector work over the next 5 years (from 700 to 900 or more man-weeks in all per year).
- (b) Using new Bank staff in education to meet essentially all of the incremental demand for Bank project-related work.

In other words, the cost of growth must be differentiated from the cost of the proposed work program change.

1/ Via improved planning and reduction of duplicative effort.

RECOMMENDED CP COMMUNICATIONS IMPROVEMENTS

<u>Recommendation</u>	<u>Discussion</u>
<u>EFD/Rest of Unesco, Secretariat</u>	
1. Improve Unesco coordination on CP activities	1. Within the education sector, planning for the exchange of staff on assignments to and from EFD and the rest of the sector should be coordinated in the Office of the Assistant Director-General for Education. Exchanges outside the education sector should come under the purview of the Coordinating Committee for Operating Activities (CCO) in CPX. The Task Force believes the Director, EFD should become a member of CCO to enhance overall two-way communication and exchange of information with the rest of the Secretariat.
2. Assign "Country Coverage" responsibilities to each EFD staff member	2. This proposal would provide a basis for rendering country advice to those units of the Secretariat concerned with country-related matters, e.g., on country programming or on technical assistance on Bank-financed projects. This collateral duty assignment should provide a recognized focal point for the Secretariat and help break down the isolation barriers that exist.

Recommendation

Discussion

3. Provide EFD "reserved" time for participation in Unesco activities

3. Such time, when provided in the past, was informal and ad hoc in character. The Task Force proposes to set aside 10% net of CP time specifically for support to the House. The specific activities would be agreed on by EFD management in coordination with sector officials and the CCO as appropriate. (Note: this contribution to Unesco activities would not require prior approval by the Bank). This should further "open" EFD toward the rest of Unesco.

4. Rotate staff: EFD/rest of Secretariat

4. The Task Force believes that periodic rotations of staff between EFD and the rest of the House would provide a useful and beneficial "cross-fertilization" of ideas and experience and improve understanding and the essential variety important for continued professional growth. Such rotations might include up to 10% of EFD staff per year and be for a 1-2 year exchange basis. Appropriate and agreed-on Unesco staff should be rotated on the same basis to EFD, in consultation with the Bank.

EFD/Bank

1. Improve overall policy information exchange

1. Policy proposals and decisions within Unesco are regularly communicated to the Bank via the documentation from General Conferences, Executive Board Sessions and the Unesco Program and Budget and Medium Term Planning documents. Unesco receives the Annual Reports of the Bank, but there are few comprehensive program and policy documents in the Bank as there are in Unesco. The Bank sector policy papers are distributed to Unesco, but there should be within CPS a closer monitoring of the various

<u>Recommendations</u>	<u>Discussion</u>
<u>EFD/Bank</u> (Cont'd.)	types of policy documents used in the Bank and the communication to EFD of those necessary for a thorough understanding of Bank policy.
2. Improve exchange on organization and procedures	2. Since the Bank's reorganization, and with Unesco's current reorganization, the need to understand the changing organization and procedures in each institution is highly important. The Bank regions' variations in approaching the project cycle should be thoroughly understood by EFD and closer coordination on the exchange of such information should be organized by CPS and EFD management. (Recent examples include information on the sector memorandum, project preparation facility, and on project briefs in the Bank.) (Note: as needed, work process adjustments should be made regularly)
3. Improve guidelines for, and feedback on, results of CP-operated work	3. Better guidelines as to expectations, areas of concern, and terms of reference are needed by Bank managers for CP/EFD staff; part of this is built in to the proposed planning process. EFD end products need to be critiqued carefully to ensure that Bank thinking is known and factored in to EFD work.
4. Rotate staff EFD/Bank	4. The Task Force proposes that rotation of staff between EFD and the Bank on a 1-2 year "tour of duty" basis be considered. The benefits accruing from such rotation should outweigh logistical considerations. The lack of understanding of the other institution's inherent constraints and accepted working patterns has caused much strain in the CP. For full and successful cooperation, better knowledge of such constraints and patterns is essential, and exchanges on a several week mission basis are not sufficient.

<u>Recommendation</u>	<u>Discussion</u>
<u>EFD/Bank (Cont'd.)</u>	
5. Conduct professional seminars	5. Periodic meetings of specialists from both organizations, e.g., economists, general educators, architects, should be established on a systematic basis. These meetings would offer staff a useful opportunity to deal with substantive professional matters and provide a forum for a frank and candid exchange of views on new developments and operating problems.
6. Assign "country coverage" responsibilities to EFD staff (see above)	6. The EFD country assignment responsibility would also benefit EFD/Bank relationships. Since the Bank's reorganization, EFD staff have kept their worldwide approach, while Bank staff have become country or, at least, regional specialists. EFD staff are felt to be out of touch with a given country in that there may be long gaps between visits and no "built-in" follow-up responsibility. Monitoring responsibility by a given EFD staff member of a particular country would provide improved continuity, e.g., in briefing outgoing EFD missions.
7. Encourage more management visits to the other agency	7. Bank regional division chiefs, CPS staff and EFD management staff should schedule regular and frequent visits to the other agency. Such working contacts provide opportunities for frank discussions and contribute toward keeping each group better informed about the other's work and concerns.
8. Exchange staff on missions more frequently	8. The Task Force recommends that more Bank staff participate in EFD missions, as well as continuing to have EFD staff take part in Bank missions. Bank participa-

<u>Recommendation</u>	<u>Discussion</u>
<u>EFD/Bank (Cont'd.)</u>	<p>tion in EFD mission work has been minimal (see Annex IV, Table 14) and if increased, would contribute to better understanding of EFD and Unesco by Bank operational staff. In particular, new Bank staff members should be encouraged to take part in an EFD sector mission as part of their training.</p>
<u>CPS/Regions</u>	<ol style="list-style-type: none"> 1. CPS Education should assert its functional authority role by taking an active part in drafting CP sector or other work guidelines, monitoring briefings and feedback by regions related to CP work, and performing quality control, including selected participation in CP missions. This should help ensure that EFD is fully informed and that the Bank speaks with "one voice" on policies and overall education operations to Unesco/EFD. CPS Education should take a lead role in reconciling Bank work processes with those of EFD and initiating corrective action as appropriate.
2. Improve CP planning mechanism	<ol style="list-style-type: none"> 2. The establishment of a CP Planning Committee, as discussed in Chapter III and Annex VII, including regional division chiefs and CPS, should contribute to a major improvement in overall communications on CP work and on Bank requirements for it.

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing*	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg.Educ. divisions			
<u>Overall Implementation Actions</u>							
1. Review draft Task Force report; provide comments to Chairman		Joint Steering Committee	Members		Aug.1976	Chairman decides if comments warrant second Steering Committee meeting (meeting to be conducted if necessary)	
2. Reviews comments; prepares and submits Steering Committee decision recommendations to Messrs. M'Bow and McNamara		Chairman,	Joint Steering Committee		end Aug. 1976		
3. Following approval, undertake implementation program	Dir., designated staff	ADG/ED, ADG/CPX (monitor)	Dir., CP liaison officer	Division Chiefs participate	Sept, 1976- June, 1977	Responsibility assignments for implementation should be designated in EFD and CPS Education; others as appropriate	
4. Draft any needed changes to Memorandum of Understanding; gain agreement	Dir., (lead role)	as appropriate	Director (lead role)	Div.Chiefs (input/review)	by end 1976	Changes should be possible using an exchange of letters between Messrs. M'Bow and McNamara	
5. Monitor implementation effort; take corrective action as appropriate	Dir.; designated staff	as appropriate	Director; CP liaison officer	Div. Chiefs	During FY1977	Principals should use semi-annual (and other) joint meetings to review progress of implementation over next year	

*Dates subject to change

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Overall Implementation Actions (Cont.)</u>							
6. Shift to revised work program	All	-	Director (monitor)	All	July, 1977	Signifies end of implementation program, per se; may need procedural or other adjustments at this time	Chapter II Annex IX
7. Examine substance of work performed under revised work program	Dir., staff	ADG/ED, ADG/CPX Others as appropriate (participation in review)	Dir, staffs (also others in Bank, such as OED, regional departments, etc.)	Division Chiefs, Staffs	June 1979	Sufficient body of CP end products will exist on which to base a "relevance/usefulness" assessment for all concerned; some country contact also may be appropriate	Chapter II
<u>Work Program Change</u>							
8. Shift CP/EFD's principal activity to that of sector analysis, in place of PIM work (Note: Bank to continue to perform selected sector analysis)	All	(rest of Unesco staff participate in sector work (as appropriate)	serve as liaison in implementing work program change	support CP/EFD in sector work (with guidelines, feedback)	Begin July 1976	(Bank sector work requests for FY1977 are at approximately 500 manweeks)	Chapter II Annex IX

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Work Program Change (Cont.)</u>							
9. Continue CP preparation assistance; shift where possible, from PPM approach to assisting/guiding governments	All	-	monitor; assist in liaison	lead role in conversion (with governments)	Begin Sept. 1976	Most PPM's should cease early in FY1977; effort should be made to convert to assistance approach or government preparation	Chapter II
10. Retain EFD participation in all project-cycle activities as part of Bank missions	All	rest of Unesco participation to be encouraged	monitor overall participation level	request EFD participation as appropriate	Ongoing	Essentially, continue as at present; diversify involvement in "downstream" activities as appropriate	Chapter II
11. Provide explicit EFD support to related activities in rest of Secretariat	Dir., staff provides support	ADG/ED, (lead role) (CCO) coordinate requests for EFD support	monitor; (limited role)	-	begin Sept. 1976	Additional work may be needed to define appropriate assistance categories	Chapter II Annex VII

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Work Program Change (Cont.)</u>							
12. Define work guidelines, operating procedures under work program change in greater detail	Dir. (selected staff)	-	Director, liaison officer, selected staff	Division Chiefs, selected staff	Begin Sept. 1976; throughout FY1977	This would include such things as sector work specifications, approaches for preparation assistance, Bank mission participation; partly based on initial work experience under role revised work program.	Annex IX
<u>Time and Cost Sharing</u>							
13. Allocate available CP manpower on approximate basis: a. 50-60% sector analysis b. 30-40% preparation assistance, including participation in Bank missions c. 10% (net) for Unesco support* (Note: 10% non-EFD Unesco added to a) or b) to reach 90% equivalent)	Dir., assistant (lead role)	ADG/ED, staff; CCO (for 10% of Unesco support)	Director, participate in CP Planning Committee; monitor "mix" of CP use; liaison officer provide staff support	Division chiefs participate in planning committee; adhere to proportions	FY1977 (transition); FY1978 (full implementation)	Proportions to be maintained via Bank CP planning committee and via education sector or CCO (as appropriate) in Unesco	Chapter II Annex VII
*Based on 20% EFD contribution to House and 10% contribution of House to CP activities.							

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Time and Cost Sharing (cont.)</u>							
14. Establish "barter" time-sharing arrangements EFD/rest of Unesco where feasible; retain cost reimbursement where not	Dir., Assistant (lead role)	ADG/ED, staff; CCO	Director, liaison officer monitor (limited role)	-	July - September 1976	Need procedures, director level and above support in Unesco	Chapter III
15. Retain existing cost sharing arrangements, or "approximate cost parity" (75/25: Bank/Unesco on direct costs)	-	-	-	-	ongoing	Need to monitor indirect costs and implications in both agencies, periodically	Chapter III
<u>Work Planning and Scheduling</u>							
16. Create Bank CP Planning Committee	Dir., executive participant	-	Dir. (or representative) chairs	Div. Chiefs participate	First Quarter FY1977; meet semi-annually thereafter	Exact timing of semiannual meetings to be determined (to coincide with two agencies planning/budgeting cycles)	Annex VII

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
17. Create Unesco CP planning mechanism a) in education sector and b) in rest of Unesco	Dir. (lead role)	ADG/ED (or designated representative) for education sector; -CCO (for non-education sectors)	CP liaison officer (monitor; limited role)	-	September 1976; meet semi-annually thereafter	Key considerations will be a) availability of Unesco staff for exchanges and b) nature of requests for EFD staff	Annex VII
18. Establish multiyear and near-term CP plan	Dir., assist part-icipate, consolidate Bank/Unesco requirements	ADG/ED, CCO, participate (Unesco support aspect)	Director/ liaison officer (coordinate; provide staff support)	Div. Chiefs participate	First Quarter, FY1976; update semi-annually	Requires aggregation and reconciliation of various Bank/Unesco requirements	Annex VII
19. Use annual and semi-annual planning meetings for program review and analysis	Dir. participates	-	Dir.; CP Liaison Officer participate	Division Chiefs participate	Semi-annually	CP Planning Committee exercise should be retrospective/"stocktaking" effort as well as planning activity	Annex VII

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>EFD Organization & Management</u>							
20. Improve EFD's internal organization and management							Annex VIII
a. Appoint permanent director (and have 3 administrators in all)	-	Senior Management Unesco	-	-	by end 1976	Subject to Unesco staffing/budgeting constraints; should be done as soon as practicable	
b. Improve work review/quality control procedures	Dir., (lead role); Deputy or other designee	Interested parties provide feedback as appropriate	Provide input/feedback on work products	Provide input/feedback on work products	by end 1976	Includes both divisional and Unesco wide review improvements; improved Bank/Unesco communications	
c. Establish EFD "country coverage" assignments	Dir., staff	-	-	-	September 1976	Concentrate on countries in multiyear work program assign others as appropriate	
d. Review EFD staffing needs and composition	Dir., (lead role)	-	Provide input	Provide input	During 1976, first-half 1977	Aspects include a) other generalists/specialists needed for EFD-led work, b) addition of research assistants/junior project officers	

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>EFD Organization & Management</u>							
21. Retain EFD as an integral unit of professionals within the education sector	Dir., maintain relationships, within, outside sector	ADG/ED ensure support provided to EFD from other units	-	-	ongoing	Communications/procedural linkages needed with other sectors (via CCO or direct working relationships)	Annex VIII
<u>CPS Role</u>							
22. Reassert CPS' functional authority role vis-a-vis regional education operations on CP-related matters	-	-	Director; CP liaison officer (lead roles)	Participate; provide comments, feedback	Immediately; major effort first half FY77	Emphasis on policy liaison, participation in work guideline preparation, monitoring CP operations and suggesting corrective action	Chapter II, III

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Other Areas of Cooperation</u>							
23. Use sector analysis work as principal vehicle for possible expansion of co-operation	Monitor, encourage participation	Participate as appropriate	Monitor	Identify possible areas for inclusion in CP sector work	FY77 (Phase-in)	Includes, but is not limited to science, cultural tourism, communications staffs in Unesco	Chapter IV
24. Establish improved exchange of information on policies, programs, and results in all sectors; in science, establish and maintain a "working dialogue" to ensure possible areas of interest are known to each party	Director (limited monitoring role)	Science sector staffs (lead)	Director, CPS Education (limited monitoring role); Science Advisor (lead role); External Relations Staff	-	September 1976	(also see overall comments below on communications)	Chapter IV
<u>Communications Improvements</u>							
25. Improve communications/working relationships	Director (lead role)	ADG/ED, staffs; ADG/CPX, staffs; others as appropriate	-	-	Sept. December 1976	Includes improved coordination, "country coverage" responsibilities; time sharing, staff rotation program	Chapter III ANNEX XI
a. EFD/rest of Unesco Secretariat (via education sector/CCO/CPX)							

Proposed Implementation Plan

Recommendation/Implementation Action	Responsibility				Timing	Comments	Reference
	Unesco		Bank				
	EFD	Other (specify)	CPS Education	Reg. Educ. divisions			
<u>Communications Improvements (Cont.)</u>							
b. EFD/Bank	Director (lead role)	Participation as above	Director, CP Liaison Officer (lead role)	Division Chiefs (lead role)	Sept. December 1976	Includes improved procedures for EFD work staff rotation program; management visits; professional seminars; policy and procedures communication	Chapter II, Annex XI
c. CPS/Regions	-	-	Director, CP Liaison Officer, CPS staff (lead role)	Division Chiefs, staffs (lead role)	Sept. 1976	Includes improved coordination on guidelines requirements, plans, operations, review of CP work	Chapter III, Annex XI

