

Study on Development Assistance
for
Development and Education

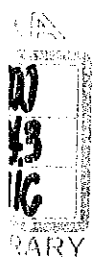
The Study Group on Development Assistance
for Education and Development

JICA LIBRARY

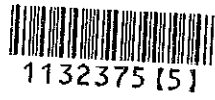


y 1132375 (5)

Japan International Cooperation Agency
January, 1994



IIC
J R
94-11



1132375 (5)

This paper is based on the discussions and findings of the Study Group on Development Assistance for Education and Development organized by the Japan International Cooperation Agency (JICA). The views expressed in the report are those of the members of the Study Group and do not necessarily reflect those of JICA.

Additional copies of this report are available upon written request from:

Institute for International Cooperation (IFIC)
Japan International Cooperation Agency (JICA)
10-5 Ichigaya Honmura-cho,
Shinjuku-ku, Tokyo 162,
Japan

First Printing

Contents

Foreword	(i)
Abbreviations Used in Text	(iii)
List of References	(iv)
Summary	(v)
I Education and Development: Basic Concepts	1
1 The role of education	1
1.1 From human resource development to human development	1
1.2 Education for all	3
1.3 Education as a basis for development	6
2 Education's relationship to other sectors	7
2.1 Education and economic development	7
2.2 Education and population	7
2.3 Education and women	8
2.4 Education and the environment	10
2.5 Education and democracy	11
3 Education in developing countries today	12
3.1 Educational issues at each stage	12
3.2 Problems in different areas of education	15
4 Education aid efforts	22
4.1 International organizations	22
4.2 Current status of Japanese aid for education (in DAC reports)	24
4.3 Examination of Japan's education aid record	25

II	Proposals Concerning Implementation of Aid for Education	38
1	Basic policy on aid for education	38
1.1	Expand aid for education	38
1.2	Stress aid for basic education	39
1.3	Tailor aid to stages of each country's educational development	40
2	Priority areas and issues	41
2.1	Priority areas	41
2.2	Priority issues	43
3	Methods of implementing aid for education	45
3.1	Introduce multiple approaches	45
3.2	Collaborate with recipient countries in planning	45
3.3	Participate actively in international education aid networks	46
3.4	Establish communications with developing countries	46
3.5	Develop new aid approaches	47
4	Precautions in implementing education aid projects	49
4.1	Strategy for the long-term	49
4.2	Give consideration to qualitative improvement	49
4.3	Take women's educational status into account	50
5	Improvement of education aid implementation structures	50
5.1	Train and retain education aid experts	50
5.2	Improve domestic network of organizations	51
5.3	Improve the organization of JICA	52
6	Issues requiring further study	53
6.1	Recurrent costs	53
6.2	Country-specific and region-specific studies	53
Annex 1: The Member of The Study Group on Development Assistance for Education and Development		54
Annex 2: The Member of The Task Force on Development Assistance for Education and Development		55

Foreword

Rates of literacy and primary schooling have risen markedly in recent years around the world, but many developing countries, being heavily indebted and making slow progress toward economic development, have little money available to spend on educational development. There are many problems in this area that demand solution including over one billion illiterate people around the world, more than 100 million children who do not attend school, and many school dropouts.

Recognizing that education is a global issue, many international organizations and donor countries have assigned the highest priority to education in their aid to developing countries.

The Study Group on Development Assistance for Education and Development appointed by the president of the Japan International Cooperation Agency in September 1992 has met nine times to discuss how Japan should organize its aid for education. In February 1993, some members of the study group visited the African region, Central and South America region, and France to conduct on-site studies and exchanged opinions about education with governments and international organizations.

In drafting its final report, the group surveyed the status of education in developing countries and trends in aid for education by major donor countries and international organizations, and examined Japan's role as the world's largest ODA donor on this basis. Because education is an indispensable tool for the solution of problems in many areas — including economic development, population, women in development, the environment, and democratization — the group analyzed education's importance for development from many angles, addressing the problems of education in individual developing nations area by area, recipient by recipient.

These observations were efficiently compiled, thanks to the cooperation of each of the members, as well as to the assistance of a JICA task force and the collaboration of officials from the Ministry of Foreign Affairs and other ministries.

This report is the fruit of their united efforts. We sincerely hope that JICA and the ministries and organizations involved in this field will make full

use of it and that it will serve as one set of guidelines for educational aid and thereby contribute to better carry out Japan's foreign aid.

January 1994

Tsuneo Iida,
Chairman
Study Group on Development Assistance
for Education and Development

Abbreviations Used in Text

DAC	Development Assistance Committee
DAE	Partnership for Development of African Education
JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
NGOs	Non-governmental Organizations
ODA	Official Development Assistance
OECD	Overseas Economic Cooperation Fund
UNESCO	United Nations Educational Scientific and Cultural Organization
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
WID	Women in Development

List of References

- | | | |
|-----------|-----|---|
| Table | I-1 | Aid for Education as a Percentage of Total Bilateral Aid by DAC Countries during 1990 |
| Table | I-2 | Concepts of Aid for Education and Activities of Major International Organizations |
| Table | I-3 | Classification of Education Aid Areas |
| Table | I-4 | Aid for Education: Ratio of Education Aid according to Modality of Bilateral ODA in Fiscal 1991 |
| Table | I-5 | Japanese Education Aid in Fiscal 1991, Broken Down by Modality of Aid and Sector of Education Affected |
| Table | I-6 | Japanese Education Aid in Fiscal 1991, Broken Down by Modality of Aid and by Geographical Region Affected |
| Table | I-7 | Japanese Education Aid, Broken Down according to Modality of Aid |
| Figure | I-1 | Adult Literacy Rates Broken Down by Sex and Geographical Region in 1985 |
| Figure | I-2 | Per Capita Spending Education |
| Figure | I-3 | Percentage of Teachers with Science or Math Qualifications in Philippine Secondary Schools in 1991 |
| Figure | I-4 | Aid for Education and Ratio between Education Aid and Japan's Total Bilateral ODA since 1980 (aid promised basis) |
| Reference | I-1 | Excerpts from the World Declaration on Education for All |

Summary

Education is the basis for all development, and the spread of education is a vital aspect of development.

Yet education in developing countries today is seriously constrained with economic development making little or no progress and many developing countries consequently unable to allocate sufficient funds in their budgets to the development of education. Developing countries face serious challenges at every stage of education: low enrollment in primary schools, scarcity of educational opportunities for women, a decay in ordinary secondary school curriculum standards, and a lack of facilities and downgrading of curricula in higher educational institutions.

These problems are caused by many factors, ranging diversely from government administration of education to the schools and teachers themselves, including the home and social environments. Their solution is fraught with difficulty.

In view of this situation and the importance of education in development, and in consideration of Japan's status as the leading ODA donor, this report presents suggestions regarding Japan's future educational assistance in terms of basic policy, priority areas and issues, methods of implementation, precautions, and the institution for implementing educational aid.

It makes three suggestions regarding basic policy toward Japan's aid for education: (1) increase Japan's educational aid, including that for vocational training, to about 15 percent of total ODA by the year 2000; (2) assign the highest aid priority to basic education; and (3) without focusing narrowly on basic education alone, identify the stage of development of each country's education, then implement the kind of educational aid that is most needed.

Our report identifies five areas as deserving priority: education in the sciences and mathematics, education for women, education for the socially disadvantaged, non-formal education, and higher education. Emphasis should be made toward four specific aspects of education: (1) strengthening public administration, (2) training and upgrading of teaching staff, (3) curriculum, textbook, and teaching material development, and (4) improvement of school facilities.

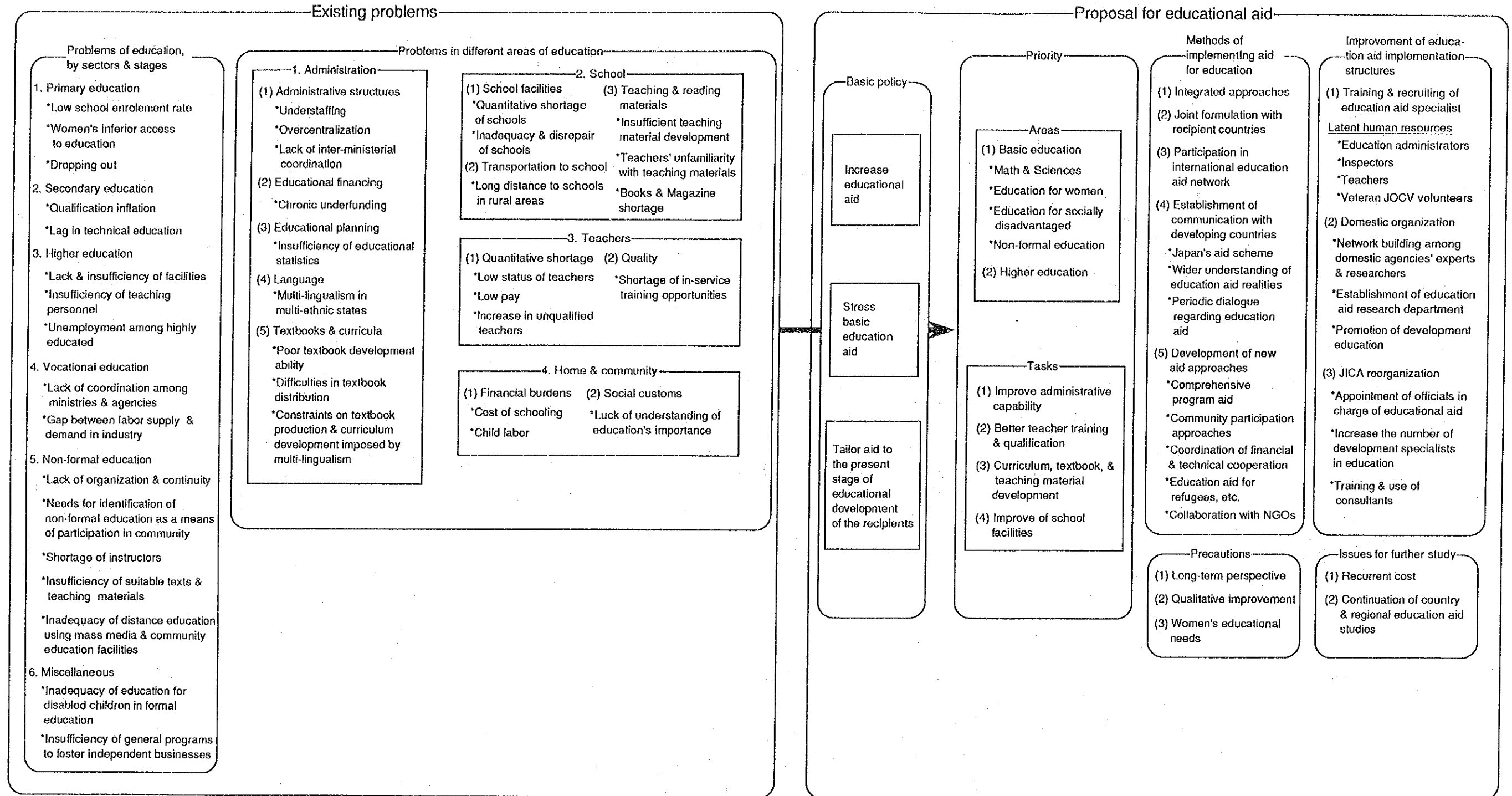
Methods of implementation recommended in the report include, in addition to conventional aid frameworks, carrying out multi-disciplinary projects in conjunction with sectors outside of education, striving to reach sufficient mutual understanding with developing countries at the planning stage, and coordinating assistance with other aid agencies.

Three considerations should be kept in mind in implementing education aid projects: (1) strategy for the long-term, since aid to education takes time to have any effect; (2) improve the quality of education, not merely on increasing amounts of aid; and (3) take fully into account women's place in education.

Three suggestions are made regarding how aid should be implemented in education: (1) stress training and qualification of the specialists in charge of educational assistance; (2) form networks with organizations engaged in research and administration in the education field in Japan; and (3) improve the institutional effectiveness of JICA as an ODA implementation organization.

Finally, the report cites some issues that will require continued study even after completion of this study group's work such as the allocation of local costs in educational assistance projects, and underlines the need for research on education in each country based on regional perspectives.

Structure of the report



I Education and Development: Basic Concepts

1 The role of education

1.1 From human resource development to human development

Learning enables people to grow and achieve their true potential. Through education, societies are able to transmit to the younger generation the skills, experience, technologies, behavior patterns, and values of their elders. For both individuals and societies, education is an indispensable activity.

In recent years, awareness of education's importance for development has grown. Assuming the purpose of development is to improve people's lives both materially and spiritually, education is undeniably important as a basis for development. Not only is education a force driving development, it is development: the spread of education develops the individual's whole personality, and development will simply not take place without raising people's educational levels.

Speaking before the General Assembly of the United Nations in 1961, U.S. President John F. Kennedy proposed that the 1960s be called the U.N. Development Decade. In answer to his appeal, aid to developing countries was increased on a global scale. Aid donors and international organizations began simultaneously to perceive "education for development" — that is, education itself — as a means to develop human resources and to contribute to social and economic development in developing countries. Aid for education was actively carried out with the aim of nurturing knowledge, skills, and abilities contributing to development.

During the 1980s economic development of some countries proceeded relatively steadily and attempted to achieve an economic takeoff. For others, however, the 1980s was a "lost decade," as they sank deeper and deeper into political turmoil and economic crisis. In Africa and South America in particular, educational budgets and national per capita spending on education diminished, and the school enrolment rate declined in some countries. Growth in aid for education also stagnated: aid for education as a percentage of total aid from members of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) shrank from 16.5 percent in the 1970s to 10.7 percent at the end of the 1980s. From about this time, aid

aimed solely at economic growth also began to come under reexamination. Efforts were initiated in line with the necessity for assistance in the field of providing for the basic human needs (BHN) of the poor, and programs were begun to address such global issues as population control, the alleviation of poverty, women in development, environmental preservation, and refugees.

The international tide of opinion on education has undergone major modifications since the 1980s. Emphasis is now shifting from development of human resources aimed at achieving economic development to human development itself, i.e., a shift in emphasis from personnel training to respect for people as individuals. Trends in today's aid for education by major donor countries and organizations are summarized below.

- 1 Emphasis on primary education is growing stronger as a result of a reexamination of human resource development schemes.
- 2 Awareness is stronger that serious upgrading of basic educational levels is needed in order to solve problems not only in the educational field, but also in many other ones.
- 3 Education is being widely perceived as a basic human right.
- 4 Education for women is now widely held to be closely and vitally tied to socioeconomic development and control of population growth in developing countries.
- 5 Education for the poor, for minorities, and for the disabled is regarded as important.

Table I-1 shows aid for education as a percentage of total bilateral aid by DAC countries during 1990.

Table I-1 Aid for Education as a Percentage of Total Bilateral Aid by DAC Countries during 1990.

Country	Percentage of total aid
Japan	6.9
Australia	36.2
Austria	21.5
Belgium	17.1
Canada	11.2
Denmark	1.3
Finland	1.6
France	28.1
Germany	14.2
Italy	6.9
Netherlands	12.7
New Zealand	1.6
Norway	4.6
Sweden	5.6
Switzerland	9.2
England	11.6
United States	2.2
DAC average	9.8

Source: DAC, "Development Cooperation 1992"

Note: Since DAC has no specific statistical standards for educational aid, data are compiled by each individual country according to its own criteria; data are unavailable for Ireland, Portugal, Spain, and Luxembourg.

1.2 Education for All

The March 1990 World Conference on Education for All, which was co-sponsored by four organizations (the World Bank, UNESCO, UNICEF, and UNDP) and held in Thailand, was attended by 1,500 delegates, including presidents, cabinet ministers, and other important persons from both developing and donor countries and international organizations. Japan donated \$250,000 to its costs and took an active part in it from the preparation stage. The World Declaration on Education for All adopted at the close of the conference has significantly influenced prevailing international opinion on aid for education in developing countries today.

The declaration states that because the spread of education in developing countries have stagnated or regressed due to economic difficulties and political crises during the 1980s, 960 million adults in the world today, two-thirds of whom are women, are illiterate, and 100 million children are still unable to receive a primary school education. It also states that because education is an indispensable key to both personal advancement and the amelioration of society, it is necessary to give a basic education to everyone, and that this goal is achievable. Proposed intermediate objectives for the target year 2000 include sending all children to primary school, ensuring that 80 percent of all 14-year-olds complete their primary schooling, and halving 1990 adult illiteracy rates of 25 percent (world average) and 34 percent (in developing countries).

The term "basic education" is used in the declaration to refer to the education required by people to acquire the knowledge and skills they need to live. Basic education includes not only the primary education given in a public school system but also traditional education, religious education, and regional community education, as well as adult education and other types.

The declaration was instrumental in spreading greater awareness that to realize the goal of education for all, it is necessary to increase opportunities for women, minorities, and the disabled, groups for whom opportunities thus far have been relatively limited, and that new approaches must be sought in order to break the deadlock caused by the monopoly of education exercised by existing institutions. The declaration states that to achieve this goal efforts made by educational and administrative institutions alone are insufficient, and cites specifically the importance of linking educational policy to other policy areas including welfare, rural development, and women's affairs.

The success of the World Conference on Education for All lies not only in the declaration it adopted, but in transcending the framework of previous international congresses and discussing the problems of education in developing countries seriously, with the participation of representatives of many organizations and developing countries. Since the conference, the four sponsoring organizations have issued declarations delineating their policy on aid for education, and have given aid for education in various forms and areas. In addition, many developing countries have drafted action plans and begun implementing them in order to achieve the ideal of education for all.

Reference I-1 Excerpts from the World Declaration on Education for All

We participants in the World Conference on Education for All,
Recalling that education is a fundamental right for all people, women and
men, of all ages, throughout our world;
Knowing that education is an indispensable key to, though not a sufficient
condition for, personal and social improvement;
Acknowledging that, overall, the current provision of education is seriously
deficient and that education must be made more relevant and qualitatively
improved, and made universally available;
proclaim the following
World Declaration on Education for All: Meeting Basic Learning Needs.

- Article 1: Every person — child, youth, and adult — shall be able to benefit from educational opportunities designed to meet their basic learning needs.
- Article 2: To serve the basic learning needs of all requires an expanded vision that surpasses present resource levels.
- Article 3: Basic education should be provided to all children, youth, and adults.
- Article 4: Whether or not expanded educational opportunities will translate into meaningful development depends ultimately on how people utilize these opportunities and on whether or not they acquire useful knowledge and abilities.
- Article 5: Flexibility should be exercised in the expansion of the methods and scope of basic education as conditions necessitate.
- Article 6: The educational environment should be enhanced.
- Article 7: New and revitalized educational partnerships should be created and fortified at all levels.
- Article 8: Supportive policies required for the transformation of educational policies and the strengthening of educational systems should be formulated.
- Article 9: Both existing and new financial and human resources should be mobilized in order to broadly fulfill basic learning needs.

Article 10: International solidarity should be strengthened, and conditions created so that these objectives can be achieved.

Source: UNICEF, World Declaration on Education for All

1.3 Education as a basis for development

Development can be considered as a renovation of systems of production, distribution, and administration and a transformation in the attitudes and behavior of the people who use them. Development increases people's happiness; it is a composite process aimed not only at achieving economic development and growth, but also at improving the living environment and other aspects of society.

The direction and pace of development in a country depend a great deal not only on its capital, resources, and environment but also on its people's ways of thinking and abilities. Education is a major factor in drawing out people's potential and in the formation of their ways of thinking, and the persons needed for a country's development are cultivated through education. For this reason, education is a strong determinant of both a country's development and its future.

Education also contributes to the acquisition of skills and qualifications needed by people to find employment. The qualifications, academic background, and specializations obtained through schooling broaden the range of a person's potential job options. As a country's development advances, it requires vast numbers of qualified people in many fields who possess sophisticated skills and who can take on the challenges of technological innovation. In Thailand, for example, the shortage of such technically qualified people has become a bottleneck impeding development. For this reason, relevant enhancement of technical and higher education will play an important part in promoting development.

To summarize, education determines a country's future and the direction of its development. Because it has the potential to alter people's lives, education serves as the precondition and the foundation upon which development is furthered.

2 Education's Relationship to Other Sectors

2.1 Education and economic development

Thanks to much research on the subject, it is now widely understood that investment in education serves to increase worker productivity and is a leading contributor to economic growth.

The recognition of the importance of such institutional and non-economic factors as education in economic development owes much to the work of Denison, Shultz, and other economists at the beginning of the 1960s who drew attention to the significance of education in economic development. They noted that increases in such traditional factors of production as labor, land, and capital cannot explain increments in the national income, the so-called residual balance, but that investment in education can explain these increments, because it improves the quality of the work force and raises worker productivity. Data from a World Bank study from 1980, for example, show that a farmer with four years of primary schooling is, on the average, 8.7 percent more productive than a farmer with no schooling at all.

The theory of human capital has led advanced countries to stress investment in education. In the United States and many other industrialized countries, human capital theory has become the basis of manpower policy. In developing countries, there is a critical shortage of workers with the qualifications needed to contribute to economic growth. In developing countries as well as in donor countries and international organizations, there is a rapidly spreading recognition of the urgency of promoting education as a tool of economic development — further corroboration of the importance of aid for education.

2.2 Education and population

According to UNFPA, the world population was 5.48 billion in 1992. It is estimated that the population will continue to grow by 97 million each year for the next decade, and that the world population will reach 8.5 billion in the year 2025 and 10 billion by the year 2050. The rate of population growth will average 1.73 percent (according to estimates for the 1990-1995 period) worldwide, but will be 2.08 percent in the developing countries. Developing coun-

tries presently account for 77 percent of the world population, and because 95 percent of population growth is concentrated in these countries, the developing countries' proportion of total population will continue to grow ever and ever larger.

Rapid population growth lowers the per capita economic growth rate and is one of the major obstacles to the improvement of living standards. Population growth also means that more children require schooling, forcing many primary and secondary schools to operate two or even three shifts daily. A rise in the number of pupils so rapid that it outpaces the training of teachers leads to the recruiting of inadequately trained teaching staff. Moreover, inadequate population statistics make it impossible to obtain accurate educational statistics, and this further complicates the process of educational planning. In sum, population growth exerts a negative impact on economic growth and impedes the expansion of educational opportunities, thereby lowering the quality of education. It is therefore vital that birth rates be lowered at an early stage.

Education contributes to curbing population growth in various ways. For example, mothers' attitudes toward and knowledge of hygiene and disease are important determinants of mortality rates in late infancy, and women's educational levels determine their attitudes and knowledge in this area. Even after the aspiration to have smaller families has taken root, education has a very significant bearing on this area: scientific knowledge, rational attitudes, and literacy are important factors ensuring the effectiveness of contraceptive methods. Statistical data clearly demonstrates that raising women's educational level helps to lower birth rates.

In short, population and education are so closely interrelated that neglect of education would make it virtually impossible to implement an effective demographic control policy. Thus, what is needed is a comprehensive population policy which incorporates education as one of its key components.

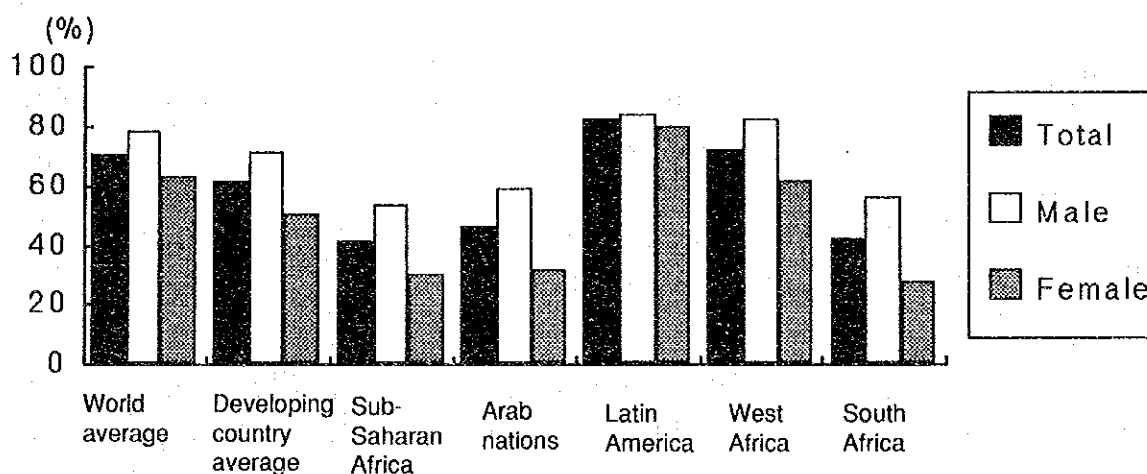
2.3 Education and women

In developing countries, the spread of education among women lags far behind its spread among men. School enrollment and literacy rates are lower for women than for men in almost all developing regions except Latin America (Figure I-1).

Male-female disparities in school enrolment rates are greater in low-income countries than in high-income countries, and greater in higher education than in primary education. The gender gaps are especially wide in sub-Saharan Africa (those parts of Africa south of the Sahara Desert), in South Asia, and in the Middle East.

Women are an indispensable source of labor in the home as domestic helpers and in the countryside as farm laborers. In families whose economic circumstances do not allow them to give all of their children an education, boys' education tends to be favored over girls'.

Figure I-1 Adult Literacy Rates Broken Down by Sex and Geographical Region in 1985



Source: UNESCO, "World Education Report 1991"

In societies where religious teachings or tradition bar women from many roles in society, the values and lifestyles promoted by education are sometimes incompatible with traditional values. In some countries female students are not allowed to have male teachers or study together with male students, and parents do not want their girls to travel long distances to school. In some cases young women are married while still at school age or have children while they are yet in their teens, which results in their loss of educational opportunities. All of these are factors that keep women at an educational disadvantage.

The question of whether or not the curriculum and girls' needs coincide in a school environment, whether or not a school's location and facilities are

adapted to the girls' social environment, and whether or not female teachers are allocated, therefore, become important criteria in a parent's decision to send a girl to school.

The repercussions of women's lagging access to education are manifested in many areas: in economic activities, demographic pressures, maternal and child health care, children's nutritional state and education, improvements in home life, etc. For example, in countries where women's literacy is high, the rate of population growth is generally low. In sub-Saharan Africa, since women are responsible for 80 percent of food production and since many women are actively working in industry, services, and the informal sector, it is very likely that improved access to education for women will lead directly to higher industrial productivity.

To summarize, education for women is closely tied to the social and economic development of developing countries, and therefore education for women is an extremely important factor that must be taken into consideration when making decisions about aid for education.

2.4 Education and the environment

Continued haphazard development will do irreparable damage to the earth's ecosystem. Sustainable development is now widely perceived as the only way to guarantee humanity's well-being now and in future generations. Sustainable development means development that continues to meet today's needs in ways that will not jeopardize future generation's. The first step toward sustainable development is to encourage attempts to find solutions, based on a firm understanding of the present state of the environment and the causes of environmental problems. Because environmental problems directly affect people's interests, however, it is important to disseminate correct knowledge and promote diverse approaches to these problems, and education is an important step toward the achievement of these objectives. Environmental education — i.e., activities designed to educate the public about environmental issues — should not be limited to the realm of environmental protection, which encompasses such issues as environmental conservation and the harmony between development and the environment. It should also delve into the meaning of our lives as individuals on this planet and stimulate the search for more

appropriate patterns of behavior.

Today both advanced and developing countries face serious environmental dilemmas, but international cooperation in environmental areas is growing. Still, no solutions will be found unless we become more aware of how to live in harmony with the environment and take action accordingly. Environmental education has a more important role than ever to play.

2.5 Education and democracy

Education also has a role to play in transmitting the basic abilities needed to participate in the economic and social life of one's country at various levels. For many developing countries, providing greater access to education is a very significant tool in the construction of a democratic state, in that a national consensus is required in the democratization process.

A market economy based on free competition is also important for the promotion of democracy. Here again, it is education that helps to build the basis for nurturing a national consensus to support an open economic system and supplies the human resources needed to promote economic activities in a competitive marketplace.

Education, in other words, is indispensable to the promotion of democracy; the state cannot avoid taking up this task of building the common framework to promote people's fuller participation in society. Yet the promotion of educational development can have negative aspects. It can trigger conflict between majorities and minorities over choice of language as a vehicle for education and over equality of access to educational opportunities. In addition, education has an aspect to differentiate people according to their ability in the process of schooling, which can generate income gaps based on differences in educational background.

For these reasons, in order for education to contribute to democratization, steps must be simultaneously taken to redress any inequalities that arise from a country's educational policy.

3 Education in developing countries today

The roles of education in a modern state are to guarantee that the nation's citizens have opportunities to become educated and to build the basis for the creation of a unified nation by fostering a national consciousness among the people and teaching the official language. In addition, education is instrumental in training the leaders, engineers, and workers that will develop the country. A nation must therefore set up a complete national educational system, including technical education and primary, secondary, and higher education. The weak social infrastructures and underdeveloped economies in developing countries, however, make this task difficult to accomplish.

Education is premised on participation by people from all walks of life, therefore it strongly reflects ethnic, cultural, regional, and national characteristics. This multiplies the problems faced in education for development. The most characteristic tasks in each sector of education are as follows.

3.1 Educational issues at each stage

3.1.1 Primary education

Primary school enrolment rates are extremely low in low-income countries in sub-Saharan Africa, Southwest Asia, the Middle East; and these countries are still very far from achieving equality of access to education for all children. In these countries, it is urgent to expand educational opportunities quantitatively by building more schools and teacher training colleges, and by increasing the capacity of these schools to accommodate more students.

In countries where school enrolment rates are relatively high, qualitative improvements are needed: better school facilities, more textbooks and teaching materials, better teaching methods, and more qualified teachers.

Many children, once they have a chance to attend school, are forced to drop out because of economic circumstances at home or because they must travel a great distance to reach their school. Young girls, who tend to have lower school attendance rates than their male counterparts, also tend to drop out more frequently. Therefore, promoting education among school-age girls is a major task on the primary education agenda.

3.1.2 Secondary education

In the Southeast Asian and South American countries whose economies are in an intermediate stage of development, expansion of primary school capacity is quickly leading to a much greater need for secondary education. In almost all such countries, however, secondary education facilities are in very short supply and tend to be located mostly in urban areas. In response to this need, many countries are building more secondary schools, especially in provinces. Because there is a tendency for the qualitative gaps between education in urban and rural areas, which begin at the primary level, to widen in secondary education, comprehensive planning of educational development, including planning of teacher training and teaching material development, is needed.

Secondary technical education is aimed at training middle-echelon technicians and engineers. Graduates are expected to become skilled workers, engineers, and self-employed, but because of out-of-date curricula and obsolete facilities and equipment, they are not able to adequately respond to technical innovations and labor market needs in today's industry. Moreover, a financial support system is lacking for those graduates who want to start their own businesses.

3.1.3 Higher education

Developing countries have an especially serious shortage of higher educational institutions, and many countries cannot train enough of the talent they need. Even in countries where there is a well-developed higher education system, there are few job opportunities for university graduates and insufficient chances for them to use the abilities and skills they acquired in college. In many cases this elite, who should be contributing to the development of their countries, wind up leaving their countries or emigrating to find work overseas, severing the link between their country's investment in their higher education and its further development. The atmosphere for study and research at universities in developing countries is often poor, due to a general lack of research funds and the inadequacy of research facilities, and there are often many problems in terms of faculty quality.

3.1.4 Vocational training

Vocational training in developing countries usually falls under the jurisdiction of a number of ministries and agencies, making unified planning of vocational training difficult. The skills and technologies actually needed, however, are both advanced and diverse. When vocational training courses and industry's needs do not coincide, graduates find it difficult to find suitable employment, even after completing training courses.

One more objective of vocational training is to foster self-employment. However, as is the case in secondary technical education, business counseling and financial support in developing countries are insufficient.

3.1.5 Non-formal education

Literacy education means not only learning to read and write, but as suggested by the term "functional literacy," acquiring a variety of other abilities, including skills needed to play an active role in society. In conjunction with International Literacy Year in 1990, adult literacy campaigns were waged in many countries, but not always with significant results. Reasons for failure appear to include the difficulty of establishing educational planning due to the multiplicity of forms of non-formal education, the difficulty of promoting uninterrupted and well organized campaigns, and reading and writing abilities can be lost easily unless learners continue to use their skills.

It is extremely difficult to train and recruit instructors in non-formal education. College students and skilled workers are therefore often called on to be instructors, but because they are often undertrained or busy, such approaches prove ineffective. When even formal educational institutions are short of textbooks, development of textbooks and teaching materials naturally lags behind in non-formal education as well. The development of such teaching materials is also impeded by the fact that non-formal education transmits knowledge and skills that transcend the mere abilities to read and write.

Distance education, involving the use of radio and television programs, are an effective means in both formal and non-formal educational contexts. In developing countries, however, facilities for such educational broadcasts are usually inadequate. Museums, science education centers, civic centers, and

other such facilities can also be used to promote adult literacy as well as to supplement school education. Such social infrastructure, however, is usually in short supply, and therefore unable to fully play this role.

3.1.6 Others

In most developing countries, the public hygiene and health care infrastructure is inadequate, and many children and adults consequently suffer from disabilities. Some countries are training instructors and developing teaching materials for the disabled, but on the whole, such efforts are off to a late start.

Education for minorities is another area where responses are slow in being formulated to such difficult problems as the geographical isolation of those involved and their small populations and the diverse languages and cultures of these various groups.

3.2 Problems in different areas of education

In the previous section, we outlined problems encountered in each stage of educational development in developing countries. In this section, our analysis proceeds area by area. The feasibility of assistance to combat each problem is examined in detail in Chapter II, where priorities are discussed.

3.2.1 Public administration of education

3.2.1.1 Administrative organizations

Like other administrative organizations, authorities in charge of administering the education system in developing countries are handicapped by fiscal constraints and a shortage of qualified personnels, which prevent them from functioning optimally. Even the most suitable education policies are formulated, programs are difficult to be implemented properly. Inadequate coordination among ministries very often impairs efficient functioning of programs, despite the frequent need to harmonize their implementation. Moreover, there is a pronounced lag in educational administration at the local government level,

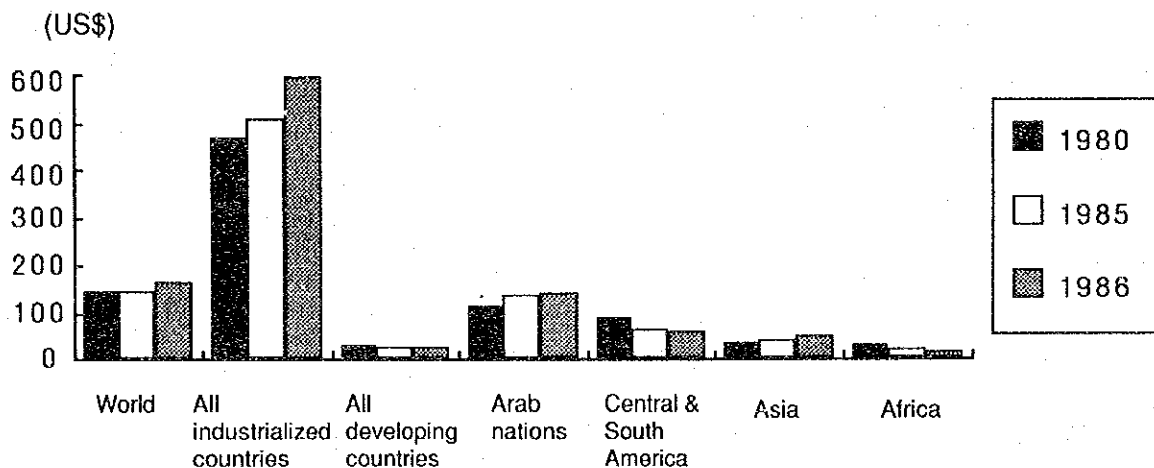
due to the centralization of authority and the inadequacy of communications and transportation infrastructures in many countries.

3.2.1.2 The financing of education

Countries normally allocate about 10-20 percent of their national budgets to education, putting education on a par with arms and health care spending. Due to economic stagnation and huge debts, however, developing countries' finances are generally in such desperate straits that spending on education increases little in absolute amounts. In Africa, especially, education budgets have been shrinking throughout the 1980s on a per capita basis (Figure I-2).

Teachers' salaries and other current expenses, on the other hand, tend to grow, causing a chronic shortage of funds for improving education and presenting a serious impediment to education's further development.

Figure I-2 Per Capita Spending Education



Source: Unesco, "Statistical Year Book 1988"

Note: The average for all developing countries do not refer to per capital figures but to national averages.

3.2.1.3 Educational planning

The formulation of education plans entails many problems — compiling educational statistics, training teachers, developing curricula and textbooks, etc. — and most developing countries are having great difficulty establishing national educational plans. In almost developing countries there is a lack, in particular, of adequate statistics on which educational plans can be based. Censuses are subject to major measurement errors, making it difficult even to estimate the school-age population and its rate of increase.

3.2.1.4 Language used in education

The choice of the language or languages in which children will be taught is a major problem for developing countries, many of which are multi-ethnic countries. In the Philippines, for example, children must learn three languages: the vernacular of their own ethnic group, the national language of their country (Pilipino), and an official language (English). In many multi-ethnic countries, children are instructed in their mother tongue in the lower grades of primary school, while they are also gradually introduced to the national language. When they reach the higher grades in primary school, they begin studying an official such as English or French.

3.2.1.5 Textbooks and curricula

The development and distribution of textbooks is lagging very far behind needs in developing countries. Textbook content is usually drafted and examined by curriculum development centers and educational research institutes which are under the direct supervision of ministries of education, but the inexperience and inability of those in charge affects the quality of the output. Texts are often printed by the ministries themselves or by government-run enterprises, but due to the underdevelopment of the printing industry, printing technology is often poor and costs high. When the number of students is not accurately known, total production runs of textbooks cannot be determined beforehand, and the difficulties of distributing textbooks are compounded by the underdevelopment of means of transportation. Consequently, even in primary schools, not every pupil has a textbook, and a single text is often shared

or different versions of textbooks are used simultaneously in the same classroom.

Development of textbooks and curricula is strongly influenced also by the selection of the language used as the vehicle of education. The use of vernacular, national, and official languages means that textbooks must be developed in each language. The development of textbooks and teaching materials alone can impose a serious financial burden on countries where many vernaculars are spoken.

3.2.2 Schools

3.2.2.1 School buildings and facilities

The type of school building a country builds varies a great deal depending on the climate, culture, and customs of that country, but it is nonetheless best for all countries to offer facilities meeting a certain minimum standard in order to educate children and young people effectively. In most developing countries, unfortunately, school construction cannot keep pace with the growth in the population of school-age children, and in some cities where population growth is especially severe, pupils attend school in two or even three shifts. In many schools, the electricity and water supply, sewage, and sanitary facilities are inadequate, the school buildings themselves are antiquated and falling into disrepair, drainage is poor and, in short, the school buildings are unfit for use as educational facilities.

On the other hand, in rural areas where population density is low, the limited number of schools means that many pupils must travel long distances, which is great hardship because means of transportation are inadequate. These difficulties are an especially serious impediment to the spread of education for women.

3.2.2.2 Teaching and reading materials

In many cases educators must rely on imported teaching materials and classroom and laboratory equipment, which are available in only a few schools in developing countries. In some countries, the ministry of education itself sets

up a department to develop and produce teaching materials and laboratory equipment, but due to inexperience, this process tends to produce inferior supplies. Yet even when supplies and equipment are provided by another country, it frequently goes unused due to inadequate maintenance, which may lead to malfunction or breakage, the unavailability or unaffordability of other necessary supplies and consumables, and the lack of staff training.

Problems common to all developing countries are a severe shortage of books and a deficiency in terms of quality. Both reference and reading materials for students and reference materials for teachers are almost totally lacking. School libraries play important roles, not only as places for study and guidance for students and teachers but also as resource centers for the wider community, and the book shortage critically impedes their performance of these roles. In general the same problem also affects developing countries' universities, whose books and supplies are lacking and whose laboratory facilities are substandard.

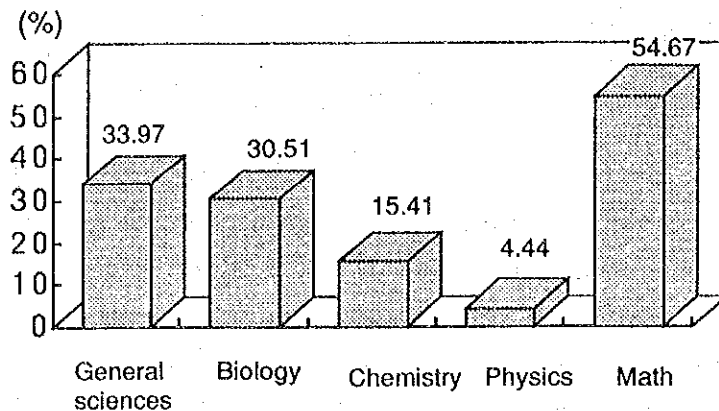
3.2.3 Teachers

3.2.3.1 Shortage

The shortage of teachers in developing countries is extreme, since new hiring of teachers cannot keep pace with the demand fueled by rapid increases in the number of students and schools. Among the factors making it difficult to recruit good teachers are the attitude that teaching is not an attractive profession due to its low social status and the disproportionately low salaries offered in spite of the specialization required.

The teacher shortage has led to the practice of teaching outside the area one is qualified to teach. Figure I-3 shows that it is frequent for unlicensed teachers to teach sciences and math in the Philippines and to teach English and sciences in Thailand. The reason being that few students major in these subjects and that the teaching profession cannot compete with industry for graduates. Graduates of teachers' colleges tend not to want to live in rural areas, where life is harder, and look instead for work in the cities, which results in frequent teacher shortages in the countryside. Without the necessary teaching staff for all subjects, therefore, unlicensed teachers are hired and English and math teachers, for example, end up teaching sciences.

Figure I-3 Percentage of Teachers with Science or Math Qualifications in Philippine Secondary Schools in 1991



Source: Department of Science and Technology of the Philippines

3.2.3.2 Quality

Because the social status of teachers is generally not very high in developing countries, the most talented persons tend not to go into teaching. Teachers' colleges, even though they offer many subjects, are less well equipped, less well staffed, and have poorer facilities than other universities. Especially in the sciences, the poor state of laboratories makes it impossible for students to obtain adequate experience, and there is often a shortage of instructors who can adequately provide experimental instruction.

Teaching is a specialized profession that requires constant self-motivated study, involving research into teaching materials and the formulation of new curricula. Yet staff research facilities are insufficient, and little money is available for training. Even when such opportunities present themselves, paperwork and other duties prevent teachers from making full use of them, and chances for in-service training remain extremely limited.

3.2.4 Family life and regional customs

3.2.4.1 The economic burden

In developing countries, harsh economic realities and large families make the financial burden of schooling a critical problem for many parents. Even when tuition is free, sending a child to school involves major expenses for

textbooks, school supplies, uniforms, shoes, and so on.

For families that have no economic leeway, children are an important source of labor, both as babysitters taking care of younger children at home and as wage earners outside the home. Hence many children, especially girls, cannot attend school or must drop out due to poverty.

A further social dilemma is presented by "street children," abandoned or neglected by their families.

3.2.4.2 Social customs

Many parents resist the idea of sending their children to school, either because they do not understand the need for education or because social customs frown on sending women out of the house, and this is another factor impeding school attendance rates from rising. Attitudes of this sort are a major obstacle to the spread of education, especially among women.

4 Education aid efforts

In recent years, as recognition of the importance of education in development has grown, donor countries and international organizations have begun to stress aid and cooperation in this field.

In this section, we will present an overview of trends in education assistance offered by Japan and four international organizations that regard aid for education as one of their top priorities. It should be noted that definitions of education aid differ from one organization to the next: some use the term "cooperation in education" but throughout this report, we shall use the synonymous terms "aid for education" and "education aid."

4.1 International organizations

The four cosponsors of the March 1990 World Conference on Education for All — UNICEF, UNESCO, the World Bank, and the UNDP — all regard aid for education as a top priority. Their concepts of education aid and activities in recent years are presented in Table I-2. These four organizations all share the recognition that education not only contributes to social and economic development but that it is also one of the basic human rights indispensable to human dignity. Since 1990, when the World Conference on Education for All was held, there has been a growing tendency to stress aid for basic education. Furthermore, each organization is enthusiastic about networking, taking the position that duplication of aid should be avoided and that efficiency should be improved by promoting closer coordination in aid with other donor organizations and NGOs.

Table I-2 Concepts of Aid for Education and Activities of Major International Organizations

Organization	Concepts of aid for education	Activities in the field
UNICEF	UNICEF emphasizes aid for basic education based on the awareness that education, through the sharing of collective wisdom and knowledge, improves our lives, builds societies, and gives individuals the ability to respond to culture.	\$48 million, 8% of UNICEF's 1991 budget, appropriated to aid for education. Aid for education is directed entirely at basic education; priority areas include textbook production and formulation of action plans to promote basic education and the promotion of basic education for women.
UNESCO	Aid for education is UNESCO's top priority in line with its recognition that education is indispensable to the wider diffusion of culture, justice, freedom, peace, and human dignity, and that it is a tool and method for achieving world peace.	\$75.3 million, 39% of UNESCO's total 1991 budget, appropriated to aid for education. UNESCO assigns the highest priority to promoting literacy; strong efforts are being made in basic education for all children and adult literacy programs; \$26.2 million, 34.8% of UNESCO's total education aid was appropriated to aid for basic education.
The World Bank	Education is one of humanity's basic needs and an important tool for achieving its other needs. Education is also the basis of economic and social development.	On the average, about 4.8% (about \$600 million) of all the World Bank's loans from 1980 to 1986 were appropriated to aid for education. Formerly, stress was placed on vocational training and secondary education; priorities in recent years have been primary and secondary education, narrowing of male-female inequalities, qualitative improvement in education, and educational administration.
UNDP	Education is a major factor in human development; basic education in particular is the key to sustainable development, as it cultivates the knowledge, skills, attitudes, and values needed by people to survive, qualitatively improve their standards of living, and study more advanced subjects.	\$37 million, 4.2% of the UNDP's 1989 budget appropriated to aid for education. Stress is placed on basic education.

Source:

UNICEF, "1992 Annual Report "

UNESCO, "Worldwide Action in Education 1990"

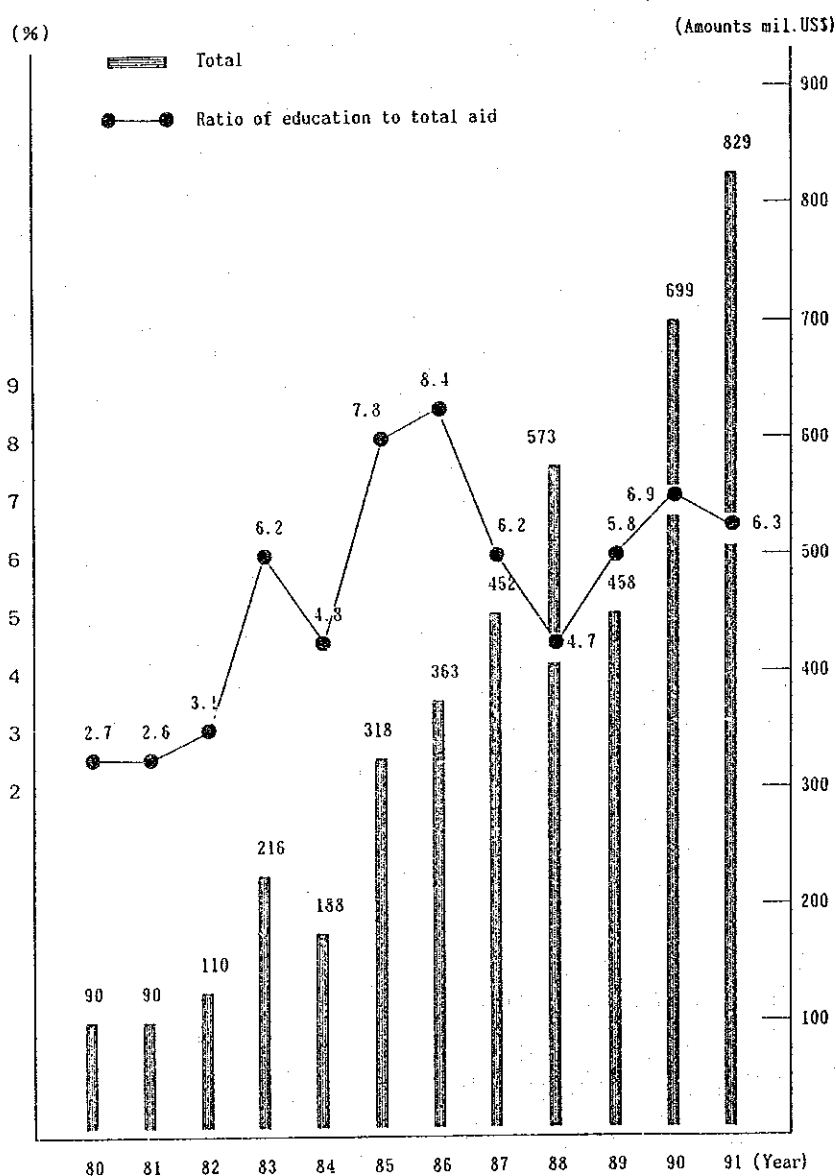
World Bank, "Education and Development, Evidence for New Priorities 1990"

UNDP, "Forty Years' World Development"

4.2 Current status of Japanese aid for education (in DAC reports)

The amount of aid for education and the ratio between aid for education and total bilateral ODA given by Japan since 1980 are shown in Figure I-4. As shown there, Japan gave \$8.29 million in aid for education in 1991, equivalent to 6.3 percent of its bilateral ODA. Though the amount of aid in absolute terms increases every year, the percentage of aid for education included in bilateral ODA has remained steady at about 6 percent for the past two or three years.

Figure I-4 Aid for Education and Ratio between Education Aid and Japan's Total Bilateral ODA since 1980 (aid promised basis)
(million dollars)



Source: "Japan's ODA" (1982 to 1992 editions)

ODA classification criteria are not uniform among all DAC countries. In Japan's case, the Ministry of Foreign Affairs compiles statistics based on reports from different aid agencies. Those in charge of each department at JICA assign aid to different categories based on JICA's own data and categories. Hence statistics on Japan's current aid for education do not include any aid for vocational training, which belongs to another category. Likewise, aid to medical schools is not classified as aid for education, but as medical aid. Thus, even when aid has a major educational component, it may be included in another category.

In the next section, the study group has attempted to analyze trends in Japan's aid for education based on its own definition of aid for education.

4.3 Examination of Japan's education aid record

4.3.1 Definition of aid for education

In order to make better use of its data on aid for education, this study group defines education as follows.

Definition of education

- (1) It contributes to the development of the whole personality of individuals at different stages of their development.
- (2) Its objectives are to fulfill individual needs and to respond to the manpower training needs of the nation and society as a whole by building individuals' character and fully developing their potential talents.
- (3) It transmits knowledge, skills, and values through the interaction between educators and learners.

In order to compile information about education aid projects based on this definition of education, and in view of the complexity of classifying projects in this area, the study group defined education aid as follows.

Thus far, aid for education has tended to be regarded as directed toward education in schools and other formal educational institutions. However, given

the need to foster the development of nations and individuals and to develop human resources, and because vocational training deserves to be included, we have defined aid for education so that it includes vocational training, provided it is carried out by a public institution.

After drafting this definition, it was decided to classify whatever satisfies this definition as an educational aid project.

Definition of education aid

- (1) All aid connected with school education is regarded as aid for education.
- (2) All aid connected with literacy and civic education campaigns is regarded as aid for education.
Literacy and civic education involve specific types of knowledge, and assistance to these areas is included in education aid because they build the basis for total development of the personality.
- (3) All aid connected with distance education using mass media is regarded as aid for education. Distance education using mass media is a target of educational aid because it complements the formal educational system and transmits knowledge, skills, and values to students and ordinary citizens.
- (4) All aid connected with vocational training is regarded as aid for education.
Technical education given in vocational high schools and specialized skills and technology taught in vocational training and specialized schools are targets of education aid because they help cultivate individuals' talents and meet the human development requirements for national growth.
- (5) All aid connected with research projects conducted by educational institutions is regarded as aid for education.
Research projects that take place at universities or similar educational institutions are targets of education aid inasmuch as they foster these institutions.

- (6) Whatever uses education as a means, not as an end, is not included in aid for education.

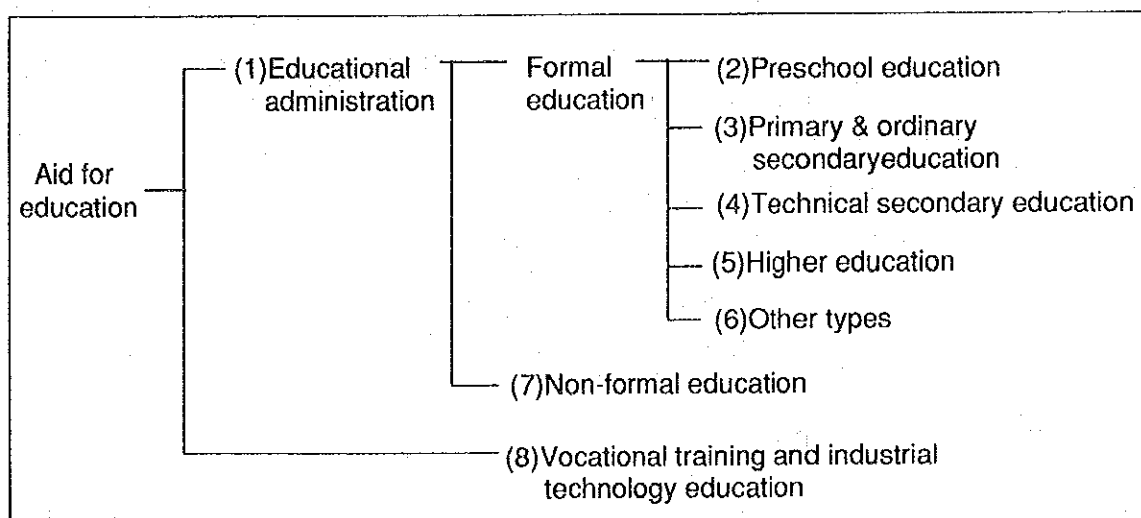
Information, instruction, and propaganda campaigns and projects intended to achieve goals in other areas (population education projects, etc.) that use educational activities as a means are included in the category to which their goal belongs and excluded from aid in education.

4.3.2 Classification of areas of aid in education

In relating the record of Japan's aid for education, for convenience we have classified education aid projects into eight categories according to the group and field involved and the definition in 4.3.1, as shown in Table I-3.

It should be noted that the statistical data on aid for education presented here do not coincide with other data, because the Japanese aid record dealt with in this report was compiled according to the study group's own criteria, which differ from those of the Ministry of Foreign Affairs and JICA in terms of categorization.

Table I-3 Classification of Education Aid Areas



- (1) Educational administration: Aid for educational administration.
- (2) Preschool education: Aid for nursery schools and kindergartens.
- (3) Primary and ordinary secondary education: Aid for elementary schools, secondary schools, and high schools.

- (4) Technical secondary education: Aid for education in technical secondary schools.
- (5) Higher education: Aid for universities and other higher educational institutions.
- (6) Other types: Aid for special schools, for the disabled, schools of music, etc.
- (7) Non-formal education: Aid for adult education and literacy campaigns conducted outside the framework of formal education. Also, aid for public institutions such as museums, libraries, etc., that can widely inform the general public, including aid for distance education using mass media intended for the general public.
- (8) Vocational training and industrial technology education: Aid for technology education and vocational training by public institutions before and after hiring.

Notes:

- (1) Areas 2 through 6 belong to the formal education sector and refer to education in schools and other formal educational institutions forming part of the educational system.
- (2) Literacy campaigns conducted in areas 2, 3, and 7 together make up "basic education."
- (3) The construction of "universities on the air" and similar educational broadcasting answering to specific educational needs is not part of non-formal education but is included in the respective fields of education.

4.3.3 Aid for education as a percentage of total bilateral aid

Table I-4 classifies aid for education in fiscal 1991 based on the definition of the preceding paragraph and estimates its share of the total. Japan's aid for education accounts for about 8.1 percent of total bilateral aid, slightly less than the DAC average of 9.8 percent.

Table I-4 Aid for Education: Ratio of Education Aid According to Modality of Bilateral ODA in Fiscal 1991

Modality of aid		Quantity related to education	% of total	Total quantity	Amount spent on education aid (100 mil. yen)	Average amount per program (100 mil. yen)	% of total	Total amount (100 mil. yen)
Technical cooperation	Dispatch of experts	169 persons	6.6	2,571 persons	12.0 (Note 1)	-	6.6	182 (Note 3)
	Acceptance of trainees	280 persons	3.5	8,096 persons	6.2 (Note 1)	-	3.5	178 (Note 4)
	Dispatch of JOCV volunteers	265 persons	27.2	974 persons	35.6 (Note 1)	-	27.2	131 (Note 5)
	Project type technical cooperation	38 projects	20.8	183 projects	79.9 (Note 1)	2.1 (Note 2)	20.8	384 (Note 6)
	Development study	0 projects	0	265 projects	0	0	0	167
Grant aid	General /Fisheries	24 projects	14.6	164 projects	242.3	10.1	14.7	1,644
	Small scale (Note 7)	59 projects	26.0	227 projects	1,838	0.03	26.6	6.90
	Cultural	32 projects	60.4	53 projects	14.48	0.45	60.3	24
Loan aid	Yen Loan	3 projects	2.7	112 projects	213.3	71.1	1.8	11,619 (Note 8)
Sub total					605.618	-	-	-
Ministry of Education's fiscal 1991 bilateral aid budget (Note 9)					356	-	-	-
Total					961.618	-	8.1	11,930.47 (Note 10)

Source: Japan's ODA 1992, etc.

Notes:

- (1) The total amount of aid multiplied by the percentage of people or projects involved.
- (2) Project-type technical cooperation is normally carried out over a period of five years; the average cited above is the average spent during fiscal 1991 by each of the project in progress.

- (3) Amount actually spent in fiscal 1991 in JICA's budget for the dispatch of experts to developing countries.
- (4) Amount actually spent in fiscal 1991 in JICA's budget for the acceptance of trainees from developing countries.
- (5) Amount actually spent in fiscal 1991 in JICA's budget for dispatch of JOCV volunteers.
- (6) Amount actually spent in fiscal 1991 in JICA's budget for projects promoting cooperation in social development, health care and medicine, population and family planning, agriculture, forestry, and fisheries, and industrial development, including part of the cost of development studies.
- (7) Normally, small scale grant aid is classified as part of general grant aid, but it is counted separately here. Sometimes it is called "Grassroot grant aid".
- (8) Total yen loans authorized for fiscal 1991.
- (9) The Ministry of Education's budget for bilateral ODA is classified as technical cooperation. The main projects being run by the Ministry of Education are acceptance of foreign students and university research exchange.
- (10) Total bilateral ODA spending in 1991.
- (11) The cost of provision of equipment is not included.

4.3.4 Japanese aid to different areas of education

Table I-5 shows the amounts of different modalities of aid for education disbursed during fiscal 1991 according to the classification of areas of education given in section 4.3.2. It shows that higher education and vocational training together account for more than a half of almost all modalities of aid, and that little has gone to primary and secondary education or to non-formal education. In contrast, the Japan Overseas Cooperation Volunteers (JOCV) program, which is classified as technical cooperation, is concentrated heavily in primary and secondary education and "other types" of education (music and physical education). A relatively high proportion of cultural grants and small-scale grants, which are classified as grant aid are directed to primary and non-formal education, whereas other subcategories like general grants are directed toward more higher education projects, most of which are construction projects linked to project-type technical cooperation. Loan aid was given in only three cases: twice to Indonesia in higher education and once to the Philippines in primary education.

4.3.5 Japanese aid for education offered to different regions

Table I-6 shows aid for education in terms of the number of personnel involved and projects underway during fiscal 1991 according to type of aid and region receiving the aid. The regional breakdown shows that East and Southeast Asia are prominent recipients, whatever the modality of aid, with over 60 percent of experts sent to either East or Southeast Asia and all three loan aid projects to that region. Africa was the next most frequent recipient region and most projects there involved either higher education or vocational training.

Table I-5 Japanese Education Aid in Fiscal 1991, Broken Down by Modality of Aid and Sector of Education Affected

(Units: number of programs or personnel)

Sector of education affected by aid Modality of aid		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	Total
		General education	Pre-schooling	Primary & secondary general education	Secondary technical education	Higher education	Miscellaneous	Non-formal education	Vocational training	
Technical cooperation	Dispatch of experts (number of personnel & %)	5 (3.0)	0 (0)	2 (1.1)	15 (8.9)	100 (59.2)	0 (0)	4 (2.4)	43 (25.4)	169 (100)
	Acceptance of trainees (number of personnel & %)	33 (11.8)	1 (0.4)	1 (0.4)	9 (3.2)	47 (16.8)	0 (0)	24 (8.6)	165 (58.8)	280 (100)
	Dispatch of JOCV volunteers (number of personnel & %)	0 (0)	7 (2.6)	92 (34.7)	5 (1.9)	40 (15.1)	42 (15.8)	26 (9.8)	53 (20.0)	265 (100)
	Project-type technical cooperation (number of projects & %)	0 (0)	0 (0)	0 (0)	4 (10.5)	20 (52.6)	0 (0)	1 (2.7)	13 (34.2)	38 (100)
Grant aid	Development study (number of projects & %)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
	General/Fisheries (number of projects & %)	0 (0)	0 (0)	5 (20.9)	2 (8.3)	11 (45.8)	0 (0)	3 (12.5)	3 (12.5)	24 (100)
	Small-scale (number of projects & %)	0 (0)	4 (6.8)	24 (40.7)	2 (3.4)	5 (8.5)	5 (8.5)	5 (8.5)	14 (23.6)	59 (100)
	Cultural (number of projects & %)	2 (6.3)	0 (0)	1 (3.1)	0 (0)	8 (25.0)	1 (3.1)	20 (62.5)	0 (0)	32 (100)
Loan aid	Yen loan (number of projects & %)	0 (0)	0 (0)	1 (33.3)	0 (0)	2 (66.7)	0 (0)	0 (0)	0 (0)	3 (100)

Source: JICA data, etc.

Note: The figures in parentheses are percentages for each educational area of the total for education

**Table I-6 Japanese Education Aid in Fiscal 1991, Broken Down
Modality of Aid and by Geographical Region Affected**

(Units: number of programs or personnel)

Region		East & South-east Asia	South-west Asia	Middle East	Africa	Central & South America	Oceania	Eastern Europe	Total
Modality of aid									
Technical cooperation	Dispatch of experts (number of personnel & %)	109 (64.5)	1 (0.6)	32 (18.9)	21 (12.4)	6 (3.6)	0 (0)	0 (0)	169 (100)
	Acceptance of trainees (number of personnel & %)	117 (41.8)	25 (8.9)	44 (15.7)	46 (16.4)	38 (13.6)	9 (3.2)	1 (0.4)	280 (100)
	Dispatch of JOCV volunteers (number of personnel & %)	46 (17.4)	38 (14.3)	15 (5.7)	61 (23.0)	72 (27.2)	31 (11.7)	2 (0.7)	265 (100)
	Project-type technical cooperation (number of projects & %)	13 (36.1)	3 (8.4)	5 (13.9)	7 (19.4)	8 (22.2)	0 (0)	0 (0)	36 (100)
	Development study (number of projects & %)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (100)
Grant aid	General/Fisheries (number of projects & %)	6 (26.1)	4 (17.4)	2 (8.7)	6 (26.1)	3 (13.0)	2 (8.7)	0 (0)	23 (100)
	Small-scale (number of projects & %)	17 (28.8)	5 (8.5)	2 (3.4)	16 (27.1)	15 (25.4)	4 (6.8)	0 (0)	59 (100)
	Cultural (number of projects & %)	7 (21.9)	5 (15.6)	3 (9.4)	4 (12.5)	11 (34.4)	1 (3.1)	1 (3.1)	32 (100)
Loan aid	Yen loan (number of projects & %)	3 (100)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	3 (100)

Source: JICA data, etc.

Note: The figures in parentheses are percentages for each region of the total for education

4.3.6 Breakdown of education aid

In order to clarify the modalities of education aid that have been implemented, Table I-7 classifies this aid according to the major targets and establishes the following quantitative categories: (1) relatively large amount, (2) small amount, (3) negligible amount, and (4) difficult to implement by that modality of aid. The table shows that aid for education is difficult to implement via some of the existing modalities of aid. Especially limited are the modalities of aid that are applicable to educational administration and literacy programs targeting ordinary citizens. However, Japan has a good record when it comes to modalities of aid involving construction of schools, the supply of equipment, and other hardware.

Sector loans in the context of loan aid and project-type technical cooperation are among the modalities of aid that can efficiently combine non-technical and technical elements in a single system — for example, aid that includes both the dispatch of experts and the construction of facilities.

Table I-7 Japanese Education Aid, Broken Down according to Modality of Aid

Targets of educational aid	Public administration of education			Schools			Teachers	Pupils & students	Non-formal education	
	Aid for educational financing	Aid for curriculum & educational system planning	Assistance in textbook development	Dispatch of teachers	School environment improvement	Assistance in teacher training			Aid for scholarships, etc	Literacy promotion programs
Modality of aid										
Dispatch of experts	-	○	△	○	-	○	○	-	△	-
Acceptance of trainees	-	○	△	○	-	○	○	-	-	-
Provision of equipment	-	△	△	-	-	-	-	-	-	-
Project-type technical cooperation	-	○	△	-	-	○	○	-	△	-
Dispatch of JOCV volunteers	-	△	△	○	-	○	○	-	○	-
Development studies	-	-	-	-	○	-	-	-	-	-
General & Fisheries grant aid	-	-	○	-	○	-	-	-	-	○
Cultural grant aid	-	-	△	-	-	-	-	-	△	○
Small-scale grant aid	-	-	○	-	○	-	-	-	○	○
Loan aid	-	○	△	△	○	-	○	○	-	△
Educational aid from the Ministry of Education	-	△	△	○	-	-	○	○	-	-

○ Relatively frequent, △ Relatively infrequent as a percentage of the whole

△ Able to provide aid but almost no actual cases, - Inapplicable to the modality of aid in question

※ Note: Construction of facilities in the framework of project-type technical cooperation is financed mainly through general grant aid.

Source: Task Force data

4.3.7 Factors determining educational aid trends

As we have seen, aid for education accounts for approximately 10 percent of Japan's total ODA and it is concentrated on higher education and vocational training. This is explained by the following factors, existing on the recipients' and the Japanese sides, respectively.

Factors on the recipients' side

- (1) Aid for education is less technical than other areas and therefore receives a lower priority in aid requests.
- (2) Recipients tend to ask donors for aid in areas such as higher education and vocational training, which require expensive equipments and high technology, rather than aid in primary and secondary education, which do not.
- (3) Recipients tend to have strong ties in the field of basic education with the countries that once colonized them and tend not to ask other countries for aid in this field. However, when aid from a former ruling state is diminished, recipients tend to ask other donors to make up for that lost aid.
- (4) Due to tight budgets for educational development, local funds tend to be lacking when implementing aid for education.
- (5) Even when an education development plan is complete and a commitment of foreign aid has been determined, internal political instability sometimes prevents aid from being implemented.
- (6) Overlapping and gaps between jurisdictions affecting educational administration and other symptoms of administrative disorganization prevent effective aid implementation.

Factors on the Japanese side

- (1) Because education is an area where values, morality, aspirations to national unification, culture, and sovereignty are involved, it is difficult for

Japan to actively enlarge the scope and enrich the content of its aid for education.

- (2) Because the lead time for education aid is long, the project formation process requires ingenuity and planning and aggressive promotion is difficult.
- (3) Aid for education is strongly influenced by language, customs, and values; few people having the necessary qualifications and experience can be sent overseas.
- (4) Japanese authorities still do not have enough information about recipients' needs for aid and what other aid organizations are doing.
- (5) Emphasis in primary education is on quantitative improvement, in higher education it is on qualitative improvement, but too few studies have been done on education aid.

II Proposals Concerning Implementation of Aid for Education

Education is one of humanity's basic needs and the basis for development. Increased access to education and its qualitative improvement are themselves important parts of development. As stated in Chapter I, Education and Development: Basic Concepts, education is an indispensable tool for addressing such global issues as population, women in development, and the environment. Following the Meiji Restoration of imperial rule in the 1860s, concerted efforts were made in Japan to promote the spread and development of education as the basis for building Japan into a modern state. As a result of these efforts, Japan achieved the high levels of education that continue to be seen there at present, and it is widely acknowledged that these high levels of education provided the foundations underpinning Japan's industrial development.

Promoting education as the basis of all development is a matter of great urgency, but it requires the strong initiative and commitment of national governments, and social, economic, and historical circumstances in developing countries do not always allow education to be promoted adequately. In view of the role and importance of aid for education in developing countries' development, aid for education must be defined as a top priority in Japan's official development assistance and support must be provided for these countries' commitment to educational development. Chapter II contains recommendations concerning basic policy, priorities, precautions, and implementation structures for carrying out future aid for education.

1 Basic policy on aid for education

1.1 Expand aid for education

Education is the basis of development, and despite its being one of humanity's basic needs, the development of education in developing countries is proceeding only slowly. A tremendous number of children are deprived of educational opportunities or must learn in a substandard educational environment. Amidst these conditions, however, there is a mounting global recognition of the importance of aid for education.

At the DAC's Donor Meeting on Basic Education in 1992, the figure 16 percent to 17 percent (the DAC average during the 1970s) was discussed as a target for increasing the average percentage of aid for education as a share of total ODA. In light of the importance of aid for education and the increasing stress that donor countries and organizations place on it, this target appears to be reasonable.

According to a DAC report, Japan's aid for education accounted for 6.3 percent of its total bilateral aid in 1991. According to this study group's analysis, which includes vocational training, it was 8.1 percent. Japan's aid for education thus far has been centered on higher education and vocational training in Asia. In the light of the growing international demand for aid for education and Japan's responsibility and role as the world's largest aid donor, both geographic expansion to Africa and perhaps other regions and enlargement of scope to basic education appear to be called for.

Serious consideration should therefore be given to increasing this targeted percentage of education aid to total ODA at least 2-fold to 15 percent by the year 2000.

Japan's high educational standards are internationally reputed, and the Japanese people are extremely conscious of the importance of education. Therefore, education's importance for developing countries and the need for more education aid are certain to be understood by the Japanese people and to receive their strong support.

1.2 Stress aid for basic education

The importance of basic education is now widely recognized internationally, and most donor countries' focus of attention in education aid is shifting toward basic education. Basic education builds the foundations for development and, given its importance and urgency, it should receive the highest priority in the future.

Thus far, however, little of Japan's education aid has gone toward such fields of basic education as primary education and adult literacy education. It was thought that basic education is not well suited to aid programs because basic education involves a people's morals, values, and customs, and accord-

ingly aid in this area touches on a nation's culture and sovereignty, and because basic education targets huge populations, spread out over vast geographical expanses. On the other hand, major successes can be expected from careful and flexible approaches, since many areas are suited to the aid framework, including the strengthening of education administration organizations, school construction, teacher training, and textbook and teaching material development. Especially feasible would be, for example, aid that is designed to improve access to basic education by increasing school enrolment by girls and women in sub-Saharan Africa, the Middle East, and South Asia, and aid that is designed to qualitatively improve basic education to reduce the number of school drop-outs in Central and South America.

1.3 Tailor aid to stages of each country's educational development

Education in developing countries is now at different stages of advancement: some require quantitative expansion, others require qualitative improvement in teachers and curricula, others need to promote education in mathematics and the sciences. Once access to basic education has improved to a certain point, it is secondary and higher education whose improvement is then most urgent. Aid for education must be preceded by careful examination of the existing state of education in the recipient country and careful study of what type of educational aid should be given.

International organizations and donor countries now tend to increase their stress on basic education, shifting their aid rapidly toward it and away from vocational, technical, and higher education. These three areas — basic education, vocational and technical training, and higher education — are the three pillars of education's development. To maintain a balance among them, the whole picture of education's status in the recipient country must be taken into account, and aid must be implemented according to the current stage of that country's educational development.

Approaches must be individually tailored to the realities of education in each country in order to ensure a balance among the three areas. This necessitates that individual studies be made of areas of education for each different country and region, that priorities be established based on these studies, and that education aid projects be designed to take countries' individual character-

istics into account. Africa and South Asia, for example, need aid to promote literacy and basic education. East Asia, Southeast Asia, and Central and South America require qualitative improvement in their basic education, quantitative expansion in their secondary and higher education, and promotion of education in science and technology.

2 Priority areas and issues

Japan must take into account developing countries' needs and the urgency of their problems, the impact of aid on other areas, and international aid trends when identifying priority areas and issues in education aid. In order to enhance the effectiveness of aid implementation, it is important also to consider the feasibility of aid implementation based on the present state and characteristics of Japanese education and Japan's education aid record thus far. Based upon those considerations, we have identified the following priority areas and issues in education aid.

2.1 Priority areas

2.1.1 Basic education

2.1.1.1 Mathematics and science

Mathematics and science are the basis not only for engineering and the physical sciences but for all scientific knowledge and therefore constitute an area that should be given special emphasis in primary and secondary education. Yet in developing countries, science and mathematics lag behind other subjects in terms of teachers' quality and quantity, as well as curricula, teaching methods, and materials. It is internationally acknowledged that Japan has an excellent record in this area of education, as well as abundant human resources and experience. Therefore, Japan can and should actively give aid in this area by supplying laboratory facilities and equipment, developing methods for teaching mathematics and science and performing laboratory experiments, developing prototype laboratory equipment, and promoting computer education.

2.1.1.2 Education for women

It is urgent and important to increase educational opportunities for women, not only because this will raise their status, but also because this will have an indirect impact on public health, population, the environment, and other fields.

In assisting developing countries to increase and improve education for women, a number of actions must be taken in order to remove obstacles to girls' school attendance and promote women's education. Parents must be better informed, female teaching staff must be increased, curricula and teaching materials must be adapted to girls' and women's needs, and the school and educational environments must be modified to facilitate girls' school attendance.

2.1.1.3 Education for the socially disadvantaged

If we are to expand educational opportunities, we must increase aid that improves the thus far inadequate access to education for the disabled and minorities. In developing countries, such efforts directed at the socially disadvantaged have been slow in materializing and they have been given a low priority in aid requests. Through policy dialogue, therefore, Japan should strive to make known that it has a long tradition of education for disabled children and an excellent record to its credit, and that it is willing to offer aid in this area. Japan could offer, for example, to supply educational facilities and equipment, to educate and train teachers, to develop textbooks, and to help develop educational opportunities for students living far away from schools in order to create the basis for education for minorities and disabled children.

2.1.1.4 Non-formal education

Literacy education is among the most important and urgent tasks to be accomplished. Aid programs in non-formal education could specifically include the training of instructors and development of materials for literacy education, employing broadcast and other media for literacy promotion, as well as training in projects in forestry, agriculture, and other fields.

Assistance is also needed in technical consulting and in the building of social education facilities and educational broadcast equipment to promote community education.

2.1.2 Higher education

Japan has made many contributions to higher education overseas, both by building facilities via grant aid and in other ways via technical cooperation. Japan's level of achievement is highly regarded internationally, especially in the field of agriculture, medicine, physics, and engineering, and it receives many requests from developing countries for aid. Higher education is directly related to industrial development and the people's welfare, and has an important significance for nation building. It is an area that should continue to be given priority in future aid.

In higher education as in other fields, it is necessary to study the nature of the aid required, adjusting it to the stage of development and requirements of the recipient. In Thailand, for example, and in other countries where a large qualitative gap exists between major universities and those in the provinces, the major universities require research cooperation-type aid, including joint research, while provincial universities need teaching material development and training for university professors.

2.2 Priority issues

2.2.1 Strengthening of educational administration

Developing countries themselves should take the initiative to promote educational development, and the key element in this area is public administration of the education system. Ministries and departments of education assume the duties of administering finances and formulating plans for entire educational systems. If developing countries are to acquire the ability to resolve the challenges of education themselves, aid is extremely important, not only for educational projects with narrowly delimited goals but also for enhancing educational administration, as well as in view of the immense impact of education on other areas.

To be more specific, aid can take the form of advice concerning overall educational administration or it can be applied to staff training and administrative training for school principals and other heads of educational institutions in order to make them capable of formulating educational plans. Also in demand are various types of technical knowledge needed in school administra-

tion, technology and materials for compiling educational statistics, and counseling about architectural design for school buildings, including measures for dealing with earthquakes, floods, and typhoons.

2.2.2 Training and upgrading of teaching staff

Teachers' qualifications must be improved if educational levels are to be raised. This necessitates the improvement and expansion of teachers' colleges, and more qualified instructors and better facilities for on-the-job teacher training and accreditation training for teachers. It is also important to train more female teachers in order to promote education for women.

2.2.3 Curriculum, textbook, and teaching material development

The improvement of curricula and the development and distribution of textbooks and teaching materials should receive a high priority because they directly affect children's learning and greatly determine the quality of their education.

In the development of curricula, textbooks, and teaching materials, Japan must devise aid that stresses educational practices in developing countries. For example, it is important to offer aid that will lead to the development and distribution of appropriate teaching materials through the development and distribution of low cost, locally sourced teaching materials, and the collection, analysis, and diffusion of information about how teachers actually use materials in the classrooms in particular locales.

The development and distribution of audiovisual teaching materials is an area where Japan has accumulated experience and knowledge and one in which many requests for aid are submitted to Japan. Accordingly, Japan should respond actively in this area.

2.2.4 Improvement of school facilities

In countries where school enrolment rates are low, the expansion of school facilities through the construction of new schools and of extensions to existing schools is an important task. Many schools and educational facilities are old

and dilapidated and urgently in need of repair and refurbishing. Aid for the improvement of school facilities and equipment is a task of tremendous urgency.

3 Methods of implementing aid for education

In this section we discuss the means to be employed in implementing aid for education based on the basic policy and priorities proposed above.

3.1 Introduce multiple approaches

Because education is organically linked to various other areas of development, multiple approaches combining aid for education with other areas are needed. For example, informative and educational campaigns are an important element of environmental protection efforts and the fight against AIDS because people's attitudes, knowledge, and behavior patterns are so closely linked to these issues. To promote forestry, it is necessary to teach farmers to read and write in addition to cultivation techniques.

Education must be regarded as an important component in environmental, demographic, hygienic, medical, and agricultural projects. Education components must also be incorporated into aid measures to assist refugees, women in development, and the alleviation of poverty.

3.2 Collaborate with recipient countries in planning

Educational development is aimed at all people in a society, and it plays an important role in the construction of a country's foundations. As such, it requires that governments take strong initiatives. Accordingly, aid for education, even more than for other areas, must assist a country in its own efforts in educational development. Through policy dialogue, the importance of educational development must be stressed in order to heighten governments' concern with the issue of educational development.

Education is intimately related to the formation of national consciousness and the preservation of a nation's culture. Therefore, when implementing aid, it is necessary to give adequate consideration to each country's history, institutions, systems, customs, and values. Particular care must be taken with

respect to other Asian countries in light of the historical relationships between Japan and its neighbors.

There is no single formula of aid for education that can be applied to diverse regions or countries. Each aid program must be individually tailored, in both planning and implementation, to meet each country's specific requirements.

It is important for Japan to learn both from its own experiences in education and the educational practices of developing countries. It is also important for the donor and the recipient to carry out planning together. In Germany, for example, when officials are planning an aid program, they hold seminars in the recipient country and have officials and staff from both countries engage in discussions during the planning process.

3.3 Participate actively in international education aid networks

International organizations and donor countries are actively engaged in various aid coordination activities in order to implement aid programs more effectively, without duplication or waste. For example, educational aid in Africa is being coordinated by the Partnership for Development of African Education (DAE) established by the World Bank and UNESCO, and some developing countries hold donor conferences periodically to coordinate the education aid they receive.

By participating in international education aid networks and by coordinating, exchanging views, maintaining contacts, and collecting and analyzing information, it is possible to avoid wasteful duplication of aid efforts, to implement education aid projects jointly with international organizations, and to enhance international recognition of Japan's approaches and orientations.

Japan should participate more actively in these networks as it reinforces its emphasis on aid for education.

3.4 Establish communications with developing countries

Not only are education officials in developing countries not receiving enough current information about aid for education and mechanism of aid

offered by Japan, they also rarely have access even to information about Japanese education in general. This lack of information is one of the factors impeding the submission to Japan of appropriate requests for education aid.

Japan ought to provide more information about its educational system and education aid policy. Embassies and JICA offices are playing a valuable role in this respect, but their contribution must be complemented by providing fora for regular dialogue and sending education aid experts to specific regions or countries with the object of information exchange and establishment of communications with education officials in developing countries.

3.5 Develop new aid approaches

Aid for education must be further expanded through flexible responses and approaches based on existing modalities of aid. Moreover, new aid approaches must be considered in isolation from previous frameworks in basic education and other areas where new aid programs must be started, expanded, and improved.

3.5.1 Adoption of comprehensive program aid

Thus far, technical cooperation has usually been of the technology transfer type affecting a circumscribed area. However, because multiple modalities of aid are applied to basic education and the groundwork of educational administration, and because many people are targeted in this cooperation, multiple forms of aid should be combined into a single program and implemented as a package. An example of such a comprehensive program is provided by the Science and Mathematics Education Manpower Development Project that began in the Philippines in fiscal 1993. This program combined assistance with Grant aid, Project-type technical cooperation, Group training program, and the Dispatch of experts and JOCV volunteers to projects and administrative agencies.

Japan should study flexible responses tailored to needs. It could, for example, further develop existing Project-type technical cooperation, Mini-projects, and other types of aid, combining into one project the dispatch of experts to multiple education ministry departments, the training of trainees,

and carrying out Development studies of comprehensive education improvement planning based on field surveys and analyses of education systems.

3.5.2 Need for approaches based on local community participation

In the construction of primary schools and other school buildings, materials should be easy to procure locally and construction methods should be chosen that facilitate maintenance. In this sense, it is important that local residents and teachers be involved in the design and construction processes.

Schools can function as a kind of community center, in addition to functioning as places of learning. They can be places of refuge and communications centers in the event of natural disasters, playing the role of local community hub. Participatory development programs involving the local community and responsive to local needs should be targeted in the process of education aid program planning and implementation.

3.5.3 Coordination of financial aid and technical cooperation

Many scholarship programs and projects involving the construction of schools and other educational facilities have been funded by loans in recent years. To enhance the effectiveness of this aid, financial aid and technical cooperation should be systematically integrated from the planning stage. For this purpose, implementation structures must be established to effect more coherent aid processes.

3.5.4 Including an education component in aid for refugees

Aid for refugees consists principally of food, water, clothing, medicine, and other material, but in addition to being fed and clothed, children in refugee camps need to be educated. Young people and adults also require new knowledge and skills in order to start a new life.

Aid implementation methods that include an education component should be studied as followup measures to emergency relief and aid to refugees: for

example, the sending of teachers and experts who can coordinate educational activities and vocational and technical training.

3.5.5 Coordination with NGOs: Joint projects by local and Japanese NGOs

Non-governmental organizations are now carrying out aggressive aid programs in basic education. For example, they are taking a vital part in primary education in Bangladesh and in education for the poor and minorities in Thailand. Inclusion of more support for NGO programs should be considered in the framework of Japan's education aid. Aid programs that involve coordination with NGOs might include joint implementation of project-type technical cooperation, joint activities with JOCV volunteers, training of education aid staff belonging to NGOs in Japan and overseas, and exchange of information.

4 Precautions in implementing education aid projects

In the planning, formulation, and implementation of education aid projects by Japan in the future, the following points should be borne in mind.

4.1 Strategy for the long-term

Because education aid takes a long time to take effect, aid must be implemented based on a longer term vision than in other fields. Moreover, because the impact of education aid affects so many areas, it includes some aspects that are not susceptible to efficiency maximization and quantitative assessment. Therefore, in the formulation and implementation of education aid projects, project duration and evaluation must be studied from a long-term perspective.

4.2 Give consideration to qualitative improvement

It is important, of course, to increase educational opportunities, but in addition to this, efforts must be made to enhance the quality of education. Construction of new schools, for example, is necessary in order to make school

facilities more conveniently located, to improve the educational environment, and to facilitate maintenance and management of schools. Together with a quantitative expansion in schools, however, aid plans must be formulated where consideration is given to qualitative enhancement through budgetary measures required for the cultivation of new teachers, training of teachers and school administrators, improvement of curricula and teaching methods, spread of textbooks, and enhancement of books in the libraries.

4.3 Take women's educational status into account

In the formulation and implementation of education aid adequate consideration must be given to women's status in society. In order to raise girls' rates of school enrolment, it is not enough merely to build more schools and increase educational opportunities. Religious precepts and social mores are sometimes factors that impede women's education. It is extremely important, therefore, in implementing education aid, to understand all the factors that stand in the way of education for girls and women. By undertaking researches to find out these factors, necessary measures oriented towards women should be taken when building new schools, for example, information campaigns to persuade parents that education is good for their girls, the hiring of female teachers, separate locker rooms and infirmaries for women, and means of transportation.

5 Improvement of education aid implementation structures

Implementation structures need to be reconsidered from the following perspectives for the betterment of education aid.

5.1 Train and retain education aid experts

The hiring and training of the best possible education aid experts is an urgent step toward expanding and improving aid for education. Experts are certain to play a valuable role in planning, implementing, evaluating, and coordinating aid for education in liaison with aid organizations.

A pool of potential education aid experts can be found among the govern-

ment officials in charge of educational administration, teacher training program supervisors and instructors, and former teachers at Japanese schools overseas. The agencies responsible for implementing education aid should maintain close contact with the Ministry of Education and local governments in Japan and request them to provide them with continuously updated human resource lists that would enable these experts to be mobilized for education aid programs.

Few agencies systematically train education aid experts, but graduates of university departments of education and international development studies constitute potential reserves. Since universities and graduate schools tend to focus on academic research, it would be desirable to create as many opportunities as possible for academic personnel to obtain actual hands-on experience with aid for education in developing countries.

It is important for education aid experts to have overseas experience. JOCV volunteers have a great deal of experience in education and valuable on-the-job experience teaching and training teachers at schools in developing countries. They should be given followup training so that they can join the reserves of education aid experts.

Language ability is another skill that is extremely valuable in the classrooms where aid for education is put into practice, but it is an area where Japan is at a considerable disadvantage. Training of JOCV volunteers and experts must therefore emphasize language skills, providing better language training, not only in Japan but also overseas where they are engaged in volunteer work and generally improve training curricula and increase training opportunities.

5.2 Improve domestic network of organizations

In order to be able to meet the demand for education aid, which is expected to continue growing, networks must be created in Japan to link researchers and experts with organizations involved in aid for education. These networks must be used not only for exchange among researchers and people in the field, but also for periodic exchanges of views with aid implementation agencies and ministries involved in education aid. Fora must be created, principally by aid implementation agencies, for communication with universities

and other institutions at multiple levels, including joint research, joint field surveys, personal contacts, and mobilization of personnel engaged in education aid.

Adequate information about education in developing countries is also necessary in order to formulate appropriate education aid plans. A number of Japanese organizations have been collecting information about education in developing countries for some time, but data are still inadequate in terms of aid implementation requirements. Aid implementation agencies should therefore take the lead by setting up research departments with the object of assisting Japan's education aid planning and contributing to the qualitative improvement of aid for education. This aim could be accomplished by methodically and systematically collecting and analyzing information related to education in developing countries and periodically inviting education aid officials and researchers to Japan.

Education aid promotion also relies heavily on informing the public how necessary aid is, through development education activities and aid information campaigns in Japan. Led by education aid implementation agencies, concerned groups should produce and distribute materials demonstrating the state of children and education in developing countries and Japan's aid efforts in developing countries, as well as assist in the training of teachers in development education.

5.3 Improve the organization of JICA

As shown in Chapter I, education aid is administered in a variety of forms. JICA in particular, being a technical cooperation implementation agency, should be organized in such a way as to integrate and coordinate education aid being implemented by its various departments. Internally, JICA should appoint officials to be in charge of education aid, create a structure that facilitates the centralization of information concerning education aid issues, and increase the number of development specialists in the field of education. These officials and development specialists in education aid should, furthermore, be trained to play key roles in international and domestic networking by having them attend education aid coordination meetings on a permanent basis.

Efforts are also needed to train consultants who will take on the work of collecting basic data on education and carrying out Project formation studies and Development studies. They will need opportunities to publish information on education aid on appropriate occasions and to conduct studies of education aid projects through collaboration with other international aid organizations and donors.

Finally, information about local consultants should be collected from offices overseas and compiled so that projects can be organized to make effective use of local consultants who have up-to-date knowledge about the education in developing countries.

6 Issues requiring further study

Having concluded its work, the study group still feels that the following issues require further study:

6.1 Recurrent costs

At recent international conferences, it has been argued that the development of education systems in developing countries cannot be launched unless a part of recurrent costs is paid for them. The World Bank and other organizations are in favor of financial cooperation toward, for example, strengthening educational administration and supplementing salaries in order to train teachers. This possibility should be studied from many angles in light of the growing possibility that Japan will also be asked to subsidize recurrent costs in education.

6.2 Country-specific and region-specific studies

In light of the multisectoral character of aid for education and the need for international aid coordination, JICA should continue, even after the conclusion of the work of the Study Group on Development Assistance for Education and Development, to collect and analyze information about education in individual countries and regions, and about educational aid projects implemented by different departments of JICA. It should also continue to conduct studies and formulate policies related to educational aid.

Annex 1

The Member of The Study Group on Development Assistance for Education and Development

Tsuneo IIDA (Chairperson)	Professor, International Research Center for Japanese Studies
Motohisa KANEKO	Associate Professor, Faculty of Education The University of Tokyo
Enzo KURODA	Advisor, Economic Analysis Department, The Overseas Economic Cooperation Fund (OECF)
Toshio TOYODA	Professor, The School of International Studies and Human Relations Tokyo International University
Terumi NAKANO	Professor, College of Liberal Arts International Christian University
Fumio NISHINO	Professor, Department of Civil Engineering The University of Tokyo
Ryo WATANABE	Chief, Section for International Cooperation in Education, National Institute for Educational Research (NIER)

Annex 2:

**The Member of The Task Force
on Development Assistance for Education and Development**

Seiji UTSUMI (Chief of Task Force)	Development Specialist, Institute for International Cooperation, JICA
Rika Uemura (From January 1993)	Research and Development Division, Institute for International Cooperation, JICA
Toshiyuki URATA (Until February 1993)	Associate Specialist, JICA
Ieko KAKUTA	Second Medical Cooperation Division, Medical Cooperation Department, JICA
Nobuko KAYASHIMA	First Technical Cooperation Division, Social Development Cooperation Department, JICA
Michiyo SAITO (Until February 1993)	Researcher, Japan International Cooperation Center
Satoshi SASAKI (From January 1993)	Associate Specialist, JICA
Hiroyo SASAKI (Until January 1993)	Director of Industrial Development Study Division, Mining and Industrial Development Study Depart- ment, JICA
Hideyuki SUZUKI	Second Overseas Assignment Division, Secretariat of Japan Overseas Cooperation Volunteers, JICA
Shigeo YAMAGATA	Deputy Director of Second Medical Cooperation Division, Medical Cooperation Department, JICA

JICA

LIE