

「サブ・サハラ・アフリカにおける
基礎教育開発と援助」セミナー

JICA Workshop on Basic Education and
Development Cooperation in Sub-Saharan Africa

平成10年3月

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はじめに

近年、基礎教育の重要性が認識されているなか、サブ・サハラ・アフリカ諸国の水準の低さが著しく、早急な支援が必要であるといわれている。

国際協力事業団(JICA)は、「サブ・サハラ・アフリカにおける基礎教育開発と援助」をテーマに、1997年3月7日、国際協力総合研修所において、国際セミナーを開催した。その前日、同国際セミナーのために来日したパネリストとの相互理解を図ること、また援助実施に関する実務的な側面や問題点等を議論し、今後のJICAのサブ・サハラ・アフリカ教育援助実施の一助とすることを目的として、JICA役職員等を対象にセミナーが行われた。本報告書はその内容を取りまとめたものであり、概要は以下の通りである。読者の皆さまの一助となれば幸いである。

平成10年3月

国際協力事業団
国際協力総合研修所
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プログラム

開会 司会：木下俊夫（環境女性課課長）

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Presenter: Keigo Okatsu (Deputy Director) and Jun Yoshimizu (staff), Third Overseas Assignment Division, JOCV Secretariat

Case study 3: Grant Aid Project Mgmt. (construction of elementary schools)

Presenter: Makoto Inaba, Deputy Director, Planning Division, Grant Aid Project Management Department

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(1) Aicha Bah Diallo

Director of Basic Education, UNESCO

(2) Ruth Kagia

Manager, Human Development 1, World Bank

(3) Richard Sack

Executive Secretary, Association for the Development of Education in Africa

(4) Terry Allsop

Senior Education Advisor, ODA, U.K.

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概要

I. JICAの活動概要

(1) JICAのスキームおよび教育援助についてのプレゼンテーション

発表者：横関祐見子（国際協力専門員）

これまでのJICAにおける教育分野への協力に関して、対象地域、技術協力領域における傾向の変化を見ていった。また、特に1990年代の「万人のための教育世界会議」、UNCTADでの「アフリカ人造り支援構想」、OECD/DACにおいて採択された「21世紀に向けて：開発協力を通じた貢献」という流れの中で、JICAが取り組んだ「開発と教育分野別援助研究会」に関して、その概要を紹介した。

(2) JICAの援助事例紹介と実施上困難、問題点等の提起

1) 教育分野のセクターサーベイ・案件形成と援助協調（ケニア・南アフリカの事例）

発表者：萱島信子（基礎調査部基礎調査第三課課長代理）

サブ・サハラ・アフリカにおけるプロジェクト形成調査について増加傾向にある実績の紹介、また、その具体的事例として、ケニア、南アフリカでの調査を取り上げた。今後の案件形成と援助協調における課題としては、日本の協力スキームの問題、財政難の被援助国への支援のあり方、地方分権化が進む中での教育の適切さの追求、低就学率の真の原因追求の必要性、援助機関の協調の重要性を指摘した。

2) 青年海外協力隊事業（理数科教育等）

発表者：大勝恵悟（青年海外協力隊事務局派遣第三課課長代理）

吉水 潤（青年海外協力隊事務局派遣第三課）

サブ・サハラ・アフリカ地域の協力隊の派遣実績、および現在派遣中の理数科教育隊員についての紹介。また、当該分野の隊員が抱えている問題として、隊員報告書に多くあげられている、英語や現地語での教授言語上のこと、また、学力格差の著しい中での一斉授業等、教授環境上の問題などを指摘した。さらに具体的な協力隊員の活動事例を紹介した。

3) 無償資金協力事業（小学校建設等）

発表者：稲葉 誠（無償資金協力業務部計画課課長代理）

サブ・サハラ・アフリカ地域における初等教育への無償資金協力は、年々増加傾向にある。今後の課題としては、被援助国の教育予算不足にかかる設備・施設の運営管理の支援策や、JICAの技術協力、JOCV活動、無償資金協力の別スキーム、他の援助機関やNGOとの協調の強化、住民参加型の学校建設、建設コストの問題等を取りあげた。

II. 各国際機関、二国間援助機関の活動概要と問題点

(1) UNESCOの基礎教育援助への取り組み

発表者： Aicha Bah Diallo (UNESCO)

UNESCOの基礎教育局には、幼児教育と家族、初等教育、特殊ニーズのための教育 (special needs education)、識字教育と成人教育に関する4つのセクションがあり、教育へのアクセス (男女間格差、地域間格差) や教育の質 (教育プログラム、教授法、教材) の改善ための取り組みと、NGO (FAWE) や他援助機関 (ADEA、World Bank、JICAなど) との各種連携・協調などの主要な活動状況について紹介した。

(2) 世界銀行の基礎教育援助への取り組み

発表者： Ruth Kagia (世銀)

地域局での取り組み方法、および近年新たに創設された教育プログラムについて説明した。教育分野の援助経験が浅いため融資上の技術的な課題があるものの、サブ・サハラ・アフリカ地域の援助受入能力の低い国では融資より政策アドバイス、他国の経験の活用やドナー国間の援助協調の促進を重視するなど、世銀の協力アプローチの多様性と可能性について強調した。

(3) ADEAの基礎教育援助への取り組み

発表者： Richard Sack (ADEA)

アフリカの教育活動の向上を目的とした幅広い調整と援助協調のためのパートナーシップの推進を担うADEAの設立経緯および運営形態、取り組み内容を紹介した。

(4) 英国ODAの基礎教育援助への取り組み

発表者： Terry Allsop (英国ODA)

基礎教育分野の重視、長期派遣専門家の減少とコンサルタントの活用の増加、現地研修の強化など、英国ODAの援助の変化について触れた。教室 (現場) レベルの教育方法の変化を進めるのは大変難しく、先進国の理解や経験がそのまま現地に通用しない部分があることを指摘した。

III. 主要な課題についての討議

相手国の財政問題、地域のニーズにあった教育の適切さの追求、低就学率の対応の仕方、などに焦点をあて議論を行った。

財政問題については、当該国の教育省と大蔵省に教育財源確保のための自主的な努力 (オーナーシップ) が必要であること、地域のニーズにあった教育のためには、援助機関の協力方法の弾力的運用と現地NGOの積極的活用、さらには住民参加の促進などが挙げられた。

Part I:

JICA Presentations

(1) JICA Cooperation in the field of education: -basic education in Sub-Saharan Africa-
Presenter: Yumiko Yokozeki

(2) Three Case Studies

Case study 1: Sector Survey/Project Formulations and Aid coordination (Kenya, South Africa)
Presenter: Nobuko Kayashima

Case study 2: Japan Overseas Cooperation Volunteers (JOCV) activities
(science/math education, etc.)

Presenters: Keigo Okatsu, Jun Yoshimizu

Case study 3: Grant Aid Project Mgmt. (construction of elementary schools)
Presenter: Makoto Inaba



JICA Internal Workshop on Basic Education and
Development Cooperation in Sub-Saharan Africa

Mr. Kinoshita: Ladies and gentlemen, shall we start the Internal Workshop on Basic Education and Development Cooperation in Sub-Saharan Africa? As we know, in recent years, today's topic has been increasingly important for aid agencies such as Japan International Cooperation Agency and the Overseas Economic Cooperation Fund, OECF in Japan. Today, this workshop has two main purposes. Please refer to the distributed paper.

The first purpose is meet one day prior to the main international seminar, which is tomorrow, in order to promote mutual understanding among guest panelists -- four representatives of different organizations -- and JICA staff, and thereby make the discussion in tomorrow's seminar more meaningful. This is the first purpose.

The second purpose is to provide an opportunity for participants to frankly and freely discuss the working level aspects and problems of aid implementation, and thereby contribute to the implementation of JICA's educational assistance in sub-Saharan Africa. This is the second purpose.

Briefly, I would like to outline today's program. Please look at the program of JICA's Internal Workshop for today. After my opening statement, I would like you to introduce yourselves. After that, Part 1 will be JICA's presentation. This Part 1 has four components. One is JICA cooperation in the field of education focusing on basic education in sub-Saharan Africa (presenter, Ms. Yumiko Yokozeki), and the second, third, and fourth components are case studies. Case study 1 -- sector survey project formulation and aid coordination; presenter, Ms. Nobuko Kayashima. Case study 2 -- Japan Overseas Cooperation Volunteers' activities; presenter, Mr. Keigo Okatsu and Mr. Jun Yoshimizu. Case study 3 -- Grant aid projects; presenter, Mr. Makoto Inaba.

After that, we will take possibly a fifteen-minute coffee break, and then we can move on to Part 2 -- bilateral/multilateral donor agency presentation -- from our four overseas representatives. One is Ms. Aicha Bah Diallo, Director of Basic Education from UNESCO. The second one is Ms. Ruth Kagia, Manager of Human Development 1, World Bank. Thirdly, Mr. Richard Sack, Executive Director, Association for the Development of Education in Africa. And lastly, Mr. Terry Allsop, Senior Education Advisor from ODA. Then, after these two parts, we are going to have a one-hour discussion on the principal issues.

Part I: JICA Presentations

Mr. Kinoshita: So, we have to move to Part I.

The first presenter of this session is Ms. Yumiko Yokozeki. She is going to introduce JICA's cooperation in the field of education, particularly focusing on basic education in sub-Saharan Africa. The time is about twenty minutes. Please go ahead.

Ms. Yokozeki: Thank you very much. I will try to be brief. I understand that my role is to present an overview of Japanese educational aid, presenting it in the context of Japanese international cooperation.

Japan's history in international development started in Asia, and later, Japanese cooperation expanded to other regions. During the 1960s, Japanese ODA to Asia accounted for more than 90% of all Japanese aid. In the late 1970s, this figure was down to 70%, and in 1995, 54% of Japanese aid went to countries in Asia.

Japanese ODA to Africa in 1995 amounted to \$1.3 billion, which is 13% of all Japanese ODA. JICA's technical cooperation provided training for 1,170 participants, dispatched 242 experts, and assigned 339 volunteers to Africa in the fiscal year of 1995. In the field of education there is a strong tendency of concentration in tertiary education as well as vocational education. As you can see in Figure 3, 27% of the total cooperation in the field of education is in tertiary education, and 33% in technical, vocational and industrial education. On the other hand, primary/general secondary education comprises of only 17%. This is not only in sub-Saharan Africa, but the same trend is observed in JICA activities in other regions. Basic education has not yet become the major component of JICA activities.

JICA's technical cooperation operates under different forms of cooperation as shown in Figure 4: 44% is volunteers, and 34% is project-type of cooperation. In sub-sectors of education, most of these projects are vocational/technical education, or tertiary education, as mentioned earlier.

Japanese ODA in basic education in sub-Saharan Africa, at the moment, could be characterized as being at a critical moment. It has started receiving a lot of attention and interest within JICA. You can see the evidence in the participation today. I was expecting this seminar to be attended by around 10 to 20 people, but we have over 40 participants. This is a reflection of our keen interest in education in sub-Saharan Africa and our desire to know how JICA could effectively increase our activities in the said field.

I would like to introduce JICA and Education in the 1990s (see page 1 of the handout). JICA's educational aid has accelerated in recent years. In 1990, JICA participated in the "World

Conference on Education for All" held in Jomtien, Thailand. The result was reflected on the "Study on Development Assistance for Educational Development" carried out in 1993-94. It was kind of a policy paper that was formulated. Professor Utsumi here headed the task force. In 1995, in order to translate that policy into action, the "Task Force on Expansion of Educational Aid" was formed in the Planning Department. And in 1996, this fiscal year, a number of research studies are being carried out. One is on "Educational Aid Strategies". This was initiated by the Department of Environment, Women in Development, and Other Global Issues Division. Another one is on "Educational Infrastructure" which Japanese aid activities have been active. This was done by the Grand Aid Division. And lastly, the research on "Basic Education in sub-Saharan Africa" is currently being carried out in the Research and Development Division. As you can see, JICA activities in education have been accelerated in the 1990s.

Now, in terms of sub-Saharan Africa, we also have very encouraging phenomena. First of all, the "Tokyo International Conference on African Development" was held in 1993, inviting all the prominent heads of the state from sub-Saharan Africa. The resolution emphasized self help efforts, good governance, and establishment of new partnerships in the international society. In 1996, at UNCTAD meeting in South Africa, our Foreign Minister announced a Japanese initiative on assistance to Africa, which stressed the importance of primary education and assured that Japan would support the efforts towards primary schooling for all children in Africa by the year 2015. He promised that \$100 million on basic education would be spent, 3,000 technical training participants would be invited to Japan, and \$2 million from the Human Resources Development Fund in UNDP would be used for promotion of south-south cooperation, mainly on Asian experience to be transferred to Africa.

In 1996, "Shaping the 21st Century: the Contribution of Development Cooperation" an OECD/DAC document was presented. This is a long term strategy for development and possesses the prime importance in Japanese ODA at the moment. The document emphasizes global partnerships and ownership. To implement this policy into action, six countries were chosen as model countries. Among the six, four of them are in sub-Saharan Africa, implying the importance of sub-Saharan Africa in this strategy. These countries are Ethiopia, Tanzania, Ghana and Zimbabwe. And in 1998, the second Tokyo International Conference on African Development will take place for more consolidated argument. Within JICA and also from outside, very strong political and emotional commitment is made for both basic education and cooperation in sub-Saharan Africa.

These encouraging trends at the policy level may encounter the difficulties at the implementation level. I would like to briefly introduce the system of JICA cooperation. Unlike

other bilateral and multilateral agencies where basically all departments are categorized into geographical areas and subject matters, JICA's structure is more complicated. Departments are divided according to the forms of cooperation. Therefore, it is difficult to respond to a question of which department is responsible for education in sub-Saharan Africa. We cannot pinpoint one department; so many departments are involved as shown in Figure 2, JICA organization chart. The Planning Department does planning and policy matters to a certain extent. The Project Formulation Study Department carries out studies on project findings. The Training Affairs Department implements various training programs, and the Experts Assignment Department dispatches Japanese experts. The grant-in-aid activities are implemented in two departments; The Grant Aid Study and Design Department does preparation, and the Grand Aid management Department does implementation. Secretariat for Japanese Overseas Cooperation Volunteers dispatches volunteers. Apart from that, we are expecting development studies to take place in the near future which will be planned and implemented in Social Development Study Department. The project-type of activities will be implemented by the Social Development Cooperation Department. Due to the complicated structure of our organization, it often creates difficulties in coordinating with other agencies.

Lastly, I would like to present very briefly about the "Study on Development Assistance for Education and Development". I suppose we could call it a sort of education policy study as I mentioned earlier. This was the first JICA study in the field of education and this streamlined some problems and issues in education and development. Some translations are not adequate in Figure 1, but I hope the overall argument is comprehensible. Problems and issues are illustrated on the left hand side, and strategies are illustrated on the right hand side. Problems in primary education are listed as enrollment, girls' education, drop-out and repetition; access, equity and efficiency are being presented as the issues. These issues in education will be elaborated on by my colleagues later. The problem are mapped in areas as administration, school teachers, and home and community.

The most important contribution of this study is that some innovative suggestions were made. The first one is to increase education aid. It was recommended that education aid should be increased up to 15% of all aid. At the moment, 8.5% of the total Japanese ODA is spent on education as shown in Table 1. And secondly, stress on basic education was made. As I said earlier, in previous years there was a concentration of JICA activities on technical education and tertiary education. But the paper recommended that basic education should be the priority. Thirdly the demand driven strategies or country-specific strategies must be taken.

Those are the overall issues. More detailed JICA activities will be presented by my colleagues later. Thank you very much.

Mr. Kinoshita: Thank you very much for your very concrete and easy-to-understand presentation. Especially, we can understand that JICA has in the past focused, mainly on tertiary and higher education. But our focus is moving towards more basic education. I think this is a clear explanation.

So, shall we move to the three case studies? Case study 1 is "Sector Survey/Project Formulations and Aid Coordination." The presenter is Ms. Nobuko Kayashima. And this concerns JICA's stages.

Ms. Kayashima: My name is Nobuko Kayashima and I work in the project Formulation Study Department which was established three years ago in JICA. The task of the Department is to gather sector information and propose new projects based on the analysis of information. In the educational sector of sub-Saharan Africa, we carried out project formulation studies for Zambia in 1994, for Kenya and Mozambique in 1995, for Ethiopia, Uganda and South Africa in 1996 and plan to conduct a study for Tanzania this March. As you can see from this, the number of studies in the African educational sector and the portion in my department are increasing, corresponding to the Government's aid policy which gives greater importance to African education in recent years. In all of these studies, we put priority on project formulation in basic education.

Now, I'd like to pick up and explain two cases of studies we conducted recently. One is the case of Kenya and the other is the case of South Africa.

We carried out a Project Formulation Study in Kenya in 1995/96. We twice sent to Kenya a study mission composed of staff of MOFA and JICA as well as consultants. They stayed there for around one month to gather data and information on the educational sector, had a series of discussions with the officials of the Ministry of Education and other related ministries and organizations, visited educational institutions of different levels and exchanged views with the field offices of donor agencies. The findings of the mission can be summarized in the following points:

- Improvement of quality at all educational levels is necessary.
- Level of science and mathematics education at primary and secondary schools is low, due to inadequate teachers, equipment, facilities and curriculum.
- Administrative organization has to be decentralized to better meet local needs and capacity building at the local level is needed.
- In the structural adjustment policy, the educational budget has to be rationalized.
- Regional and gender disparities are still considerable.

Based on these findings, the program for the improvement of science and mathematics

education at the secondary level was proposed for Japan's cooperation in the sector. Its components were:

1. In-service training of teachers and other related activities in Kenya Science Teachers College (KSTC),
2. Grant of training equipment to KSTC,
3. Monitoring by a JOCV team in local pilot schools.

As donor coordination, as a result of discussions the mission had with other donor agencies, Japan's cooperation is planned to cover the teacher training of secondary education while the British ODA has been extending cooperation for that of primary education.

In the case of South Africa, we picked up three provinces: Mpumalanga, Eastern Cape and the Northern Province, based on two conditions: 1) a high rate of black inhabitants and 2) relatively low educational indicators. We conducted a field survey in these three provinces in July 1996, in the same way we did in the Kenyan case. The main findings of the one-month field survey are:

- All the educational administration and institutions are now being restructured and realistic strategies and action plans for educational development are not yet elaborated.
- Administrative capacity building of provincial level is necessary.
- Reallocation of educational resources (teachers, budget and schools, etc.) is needed to reduce racial disparities.
- As for black dominant areas, the main problems are low skill level of black teachers, low achievement in math and science subjects of students and lack of classrooms and school equipment.

Three projects were formulated and proposed as a result:

- Improvement of primary education
 1. Renovation of facilities and educational equipment supply to Teachers' Centers in Mpumalanga (support for ODA's project),
- Improvement of science and mathematics education in Eastern Cape Province
 1. Supply of science equipment to teacher training centers
- Primary and secondary school renovation and construction

As for donor coordination, they formulated the project of renovation of facilities and educational equipment supply to Teachers' Centers in Mpumalanga where ODA is cooperating for teacher in-service training.

Finally, I'd like to talk about some of the issues which we are always facing in project formulation study on African education.

The first issue is the difficulty of project formulation because of the limited menu of

Japanese cooperation. The menu of Japanese cooperation in the basic education sector has been very limited. There have been only two kinds of projects for sub-Saharan basic education under Japanese cooperation. One is the construction of schools mainly at the primary level. Another is the dispatch of JOCVs who are working as science and mathematics teachers in local secondary schools. This is because we lacked enough sector information on African basic education to formulate a more comprehensive cooperation program and also lacked Japanese specialists on African education to implement cooperation projects on different aspects. Under the efforts to enlarge the menu of cooperation, our department is now trying to approach the question of teacher quality in science and mathematics and to formulate new kinds of projects in several countries. However, assistance in the educational sector often requires a comprehensive approach, including textbooks, curriculum, educational administration, etc. In this sense, donor coordination is very important for Japan.

The second issue which we are facing in project formulation study is the financial constraints of recipient countries. Many African countries are obliged to rationalize or reduce their educational budgets under the structural adjustment policy. Under the serious financial conditions of recipient countries, we have to sometimes give up formulating a new project because the countries will not be able to afford the minimum recurrent local cost of the project. In that case, should we extend budgetary support or support for recurrent costs within the limited period of the cooperation project? How will the sustainability after completion of the project be? Especially, when we try to tackle the question of teachers' quality, which is one of the decisive factors in the quality of education, the financial issue becomes a very serious constraint.

The third issue I'd like to raise is the question of relevance. To improve the quality of basic education and increase the enrollment rate, improvement in the relevance of education is absolutely necessary. One of the ways to achieve this is through the decentralization of the education system within a country. But in reality, the local administrative system has not been well developed in many of sub-African countries. Community participation is also important to improve relevance, but it takes time and requires a lot of trial and error. The question of language is also related to the relevance of basic education.

The fourth point is that we need to conduct more studies to know the real causes of low enrollment in sub-Saharan Africa. Education is strongly linked to social and cultural activities. This is evident from the fact that a school construction project does not always improve the enrollment rate in basic education, especially in rural areas. In some cases, social, cultural and economic factors are more decisive in the increase or decrease of enrollment.

The last issue I'd like to talk about is the importance of donor coordination. Since both

the aid resources of donor countries and absorbing capacity of recipient countries are limited, aid coordination becomes more important in order to maximize aid efficiency. Japan, which lacks information and experience in African education, needs aid coordination and support from other donor agencies to really contribute to the development of African education. But, in reality, Japan has not actively participated in donor meetings within specific countries or in international donor meetings such as IWGE or ADEA, etc. Lastly, I'd like to add that we have to be careful to ensure the ownership of recipient countries, when we try to strengthen donor coordination.

So we are facing so many issues. We are facing a lot of questions like this. I hope that we can discuss on these matters today or we can have advice from the guests from foreign countries. Thank you very much.

Mr. Kinoshita: Thank you very much, Ms. Kayashima. She has described the core of the issues. I hope we can discuss these issues further in Part 3. I think we have many things to discuss related to her explanation.

So, shall we move to case study 2 -- Japan Overseas Cooperation Volunteers. The presenters are Mr. Keigo Okatsu and Mr. Jun Yoshimizu.

Mr. Okatsu: First of all, I would like to show you JOCV activities around the world with this pamphlet. Please open the pamphlet to page 12 and 13. We have now in 56 countries, 2322 volunteers currently serving as of the 1st of February, 1997. In African countries, we have had JOCV volunteers since 1966. We started in Kenya in 1966, so we have more than 30 years of history and experience in Africa. And about the features of JOCV activities, you can see it on page 7. If you have time, please read it later.

I would like to explain this paper. You have the number of volunteers for science and mathematics education in each country, and the total number of these countries is also on this paper, item number 1. The volunteers for science and mathematics education are working in six countries.

Now, I would like to explain the problems in the volunteers' activities. The first one is language. The volunteers for science and mathematics education are working in English speaking countries. They, the JOCV volunteers, are faced with a language problem. We have an example, a report of a JOCV volunteer in a sub-Saharan country. According to his report, 54% of his students have difficulties in English, particularly to read and write. The students can speak English for daily conversation but to read and write is difficult for them. Their mother tongue is a local language, but they have to learn three other main local languages also.

In this case, volunteers also have to learn their local language also. But it is difficult for volunteers to explain mathematics in the local language. So on the students' side, three or four local languages plus English, and on the volunteers' side, also English plus one local language at least. So for both sides the language problem is a heavy burden.

About the teaching environment -- this paper, small number 2 -- volunteers normally work in secondary schools. Ninety-eight percent of volunteers of science and mathematics work in secondary schools. The age of their students is from 13 to 18. The rest of the volunteers of science and mathematics work in the teachers' college. Volunteers of JOCV do not work in primary schools because there is no request from primary schools to JOCV.

Well, the next question -- in rural area or urban area. About 85% of volunteers of science and mathematics work in rural areas. In the schools of rural areas, there are few local teachers of science and mathematics. In fact, we have many requests from rural schools because in rural schools, local teachers in science and mathematics are in short supply. We have a report of another volunteer. According to his report, there is no native teacher for science and mathematics in his school. So this volunteer works as a replacement teacher in this school.

Well, the next problem is scholastic ability. According to the report of another volunteer, as I mentioned before, 37% of his students have difficulties with arithmetical questions at the primary school level. For example, a question like this: $1/2 + 1/3 = ?$ This question is at the primary school level. Thirty-seven percent of his students could not give a correct answer. Most of these students answered, $2/5$. This is not the correct answer. This question is on the primary school level. But his best students do not have such bad ability, particularly, about 5% of his students have a good ability in mathematics, for example, differential calculus, integral calculus, quadratic equations, cubic equations, like that, they understand these questions; not so bad. So it is difficult for this volunteer to teach at the same time to these students who have a large difference in scholastic ability. Now I would like to give this microphone to Mr. Yoshimizu, my colleague at JOCV.

Mr. Yoshimizu: Probably, you have come to have some image of JOCV by Mr. Okatsu's explanation, so I am going to show some slides of JOCV's real activity.

This is Ms. Mikiko Kudo. She served in Kenya from 1988 to 1990. Probably, she must have been very busy because it is very difficult to prepare for classes. She must have had a lot of difficulty to speak in English and to teach in another language. She must have been very welcomed by the local people, I suppose.

This is Mr. Kunihiko Kurosaki. He served in Ghana from 1992 to 1994. It is very

important to show experiments because it is very rare that experiments are undertaken in classes.

As you have seen, JOCV has [been] accepted as a visible assistance of Japan, and played a good role in secondary schools in sub-Saharan African countries. But it had some problems serving in this program, I suppose. I am going to explain, not individual programs, but another approach. The following approach is being adopted now in order to improve education level in some areas, or all over the country, the serving country.

First one is the cooperation for teachers' colleges. From this approach, I am going to focus on the upstream of education system. Of course, it is very important to train good and adequate number of teachers. But the governments of recipient countries have not come to this goal and that Teachers' Training College lecturers were severely in short [supply]. Then it is more effective to dispatch volunteers to training colleges than to ordinary secondary schools. But it is very difficult to dispatch these kind of volunteers since they need very competent teachers in teachers' college than ordinary secondary schools. So we now dispatch senior volunteers. He or she has to have experience in JOCV activities once, and he or she must have competent language skills or a very good knowledge of the country.

Could you see number 3A, "examples of recipient countries"? We are now dispatching senior volunteers to Teachers' Training College. The recipient countries are now two countries, Zambia and Ghana. In Zambia, we are dispatching one senior volunteer, who has expertise in mathematics, and we are going to dispatch another two; biology and chemistry. In Ghana, one volunteer -- he is an ordinary volunteer -- but he is now in service.

Next example is group cooperation in Kenya. This is focused on communities. In Kenya, more than 250 volunteers have served in the past 20 years, but they could not go so far as to change the conscience of the students or parents in his or her community. So we are now going to undertake the following scheme. The target area is focused on Kisii, which is known by local people because many JOCV volunteers have been dispatched to this area. Fifteen model schools will be selected in this area, and each secondary school would accept one volunteer. The purpose of this project is to broaden the interest of science and mathematics among secondary school pupils, and to upgrade the quality of teaching among local science and mathematics teachers by introducing effective teaching materials, and to widen the interest in education of the children among the local communities. Their activities are going to extract pupils' enthusiasm to study, for example, to organize study trips for pupils, or to hold seminars and workshops and to improvise a parents day system, which is not familiar in Kenya.

This project is being undertaken, and as the presentation of Project Formulation Study Department explained, project type technology cooperation is also cooperating in this area.

Probably, after my presentation, the Grant Aid Department will explain, but grant aid project will be cooperating in this area. This is the end of my presentation. Thank you.

Mr. Kinoshita: Thank you very much, Mr. Okatsu and Mr. Jun Yoshimizu. If we look at the social development sector, actually JOCV activity is one of the most important ones, I am sure, because JOCV activities are highly appreciated by Japanese taxpayers, or citizens. Sometimes, the name JOCV is better known than JICA. It's a very strange phenomenon. Anyway, this is a very important tool for JICA in promoting cooperation at the grassroots level, I would like to add.

Next is Case study 3 -- Grant Aid Projects. The presenter is Dr. Makoto Inaba. Please, go ahead.

Mr. Inaba: Thank you, Mr. chairman. Good afternoon, ladies and gentlemen. Actually, I was a science teacher in Kenya nearly 20 years ago. According to my colleague, JOCV teachers have language problems, so I must have English problem. So, today, let me overcome my problem. Anyhow, my task is not to explain about the JOCV program. My task is to explain what is the capital grant aid cooperation, and also the role of JICA in the capital grant aid cooperation. Well, before I give the current activities of the Japan's capital grant aid cooperation, let me briefly review JICA's activity and also the role of JICA in the capital grant aid cooperation.

Please see page 2 of my handout. I think you already know about Japan's ODA. In Japan's ODA, we have several schemes. In our bilateral donations, we have two major schemes. One is technical cooperation -- JICA is mainly conducting the technical cooperation -- and the other one is grant aid cooperation. We can say it the capital grant aid cooperation. Just like as Dr. Yokozeki already mentioned about JICA's activities, we have several schemes, including JOCV activities, and also the acceptance of trainees and the dispatch of experts. And in the capital grant aid cooperation, we also have many schemes. We have nine schemes. The budget for the capital grant aid is paid by the government, the Ministry of Foreign Affairs.

What is JICA's role in the capital grant aid cooperation? JICA is involved in three schemes. It means JICA is entrusted to implement the projects. The major one is the general grant aid cooperation. The other schemes we are involved in are the grant aid for fisheries and also the grant aid for increased food production. From next April, one more scheme, food aid, shall be entrusted to JICA to conduct the cooperation. The total amount of the capital grant aid cooperation, it means the total of nine schemes, at this moment, is 260 billion yen in 1996. The budget for the general grant aid is 120 billion yen. That is the budget basis. And I hope you

remember that most of the construction projects or the rehabilitation projects of the primary school or secondary school are conducted under this general grant aid cooperation.

In addition to the general grant aid cooperation, very small projects such as rehabilitation of the schools, rehabilitation of the classrooms, or supplying a small number of chairs and desks can be done by grassroots grant aid. Formerly this was named small scale grant aid. This is still under the Ministry of Foreign Affairs' management. But recently, the Ministry of Foreign Affairs wished JICA to supervise, or to give necessary advice or assistance for smooth implementation of the projects.

Let me briefly explain about the budget increase of the cooperation in the field of the secondary or primary school education projects. On page 3, you can see the rapid increase of the total capital grant aid. This is a graph of the increase of capital grant aid. During the past 20 years, the total budget of the capital grant aid increased nearly four times since 1978 to 1995. If we compare with ten years ago, 1985 and 1995, the total budget increased 1.5 times. This is the total amount of the capital grant aid. And next, if we look at the education sector, especially the basic education sector, this is an increase of the number of projects, and also the amount for the basic education sector. You see in 1986, the project was only one, one project in the entire world. But in 1995, eight projects. And the total amount is increasing, especially after 1990. The annual share for the budget is indicated here on this table. Of course, the accumulated total amount in the ten year basis, the total amount spent for Asia, two thirds of the budget was spent in Asia. But African area, 25% -- at this moment that has become 30% of the total budget.

Let us see the content of the budget. This figure indicates the number of projects by subsectors. You see that before 1990, many projects were conducted in vocational education or higher education. But after 1990, the projects in the field of primary and secondary education, or higher education also, are increasing. This figure indicates that after 1990, Japan spent much money for basic education. So you can see this trend. This shaded area is the basic education. So it is definitely obvious after 1990 that the budget for basic education is increasing compared with other subsectors.

So this figure indicates the increase of projects in this area. In 1990 or 1991, many projects have been carried out in Asia, but after 1990, the projects in Africa were gradually increasing. This figure means every year, at least two projects have been carried out in Africa.

This is the table of our projects for the latest five years. During these five years, we have implemented eleven projects in sub-Saharan areas. The main components are the construction or the rehabilitation of classes, or the supply of desks and chairs, and sometimes the construction of the teaching staff room, laboratories, or the water supply facilities. This shaded projects indicate joint cooperation with other organizations including the World Bank

and the African Development Bank.

Let me briefly report about our issues and lessons learned through our activities. First, generally, the recipient countries are facing their budgetary deficiencies for the management. Sometimes, even though we supply schools or facilities, they cannot assign teaching staffs in the schools, and cannot manage properly. One of the ideas for the improvement is that JICA would joint with the other schemes such as the dispatch of JOCV volunteers or the JICA experts, or if possible supply the funds for the management. But at this moment, the management fund is not possible.

I have one personal suggestion. That is not an example in the educational sector, but we have one example of joint cooperation in Zambia. That is a water supply project in Zambia. The Japanese government supplied the water supply facilities in Lusaka and British ODA supplied the funds for operation and maintenance. And the maintenance has been conducted by the local people under the NGOs. That project is conducting very well. So that must be one idea for the future joint cooperation.

Secondly, under the Japan's capital grant aid, we supply facilities, it means we donate all facilities. Everything we give to the countries. So sometimes people do not have the enough motivation to manage schools. Because one day, suddenly one new school is coming to their place. This means that we should consider about the demand based school constructions. With the increase of their motivation or some kinds of their feelings, we just supply the construction materials. And the construction itself would be done by the local people. We began such trials in Nepal and Senegal.

Thirdly, this is some kind of discussion with other donor countries or international organizations. They say that the construction costs by the Japan's capital grant aid cooperation is very expensive. Of course, we very much understand their argument and we have been trying to reduce the costs for the construction. But at the same time I have to say there are several reasons why it is still difficult to reduce the costs.

The cost. Well, of course we understand their arguments and we have conducted the comparative studies in the construction fees. In 1992, Japan's construction fees were around five to six times higher than other organizations. Last year we studied again, and the fee became less than three times, but still higher than other organizations. The reason why the project by the Japan's capital grant cooperation is expensive is, at first, a limited construction period. The Japanese government is using the annual budgetary system. So generally construction should be completed in a fiscal year. Every payment should be completed in a year. So it means the contractor should put heavy machinery or huge manpower to finalize the project in a year. That makes the cost expensive. The second one is that the contractor should

be a Japanese firm under the scheme. Of course, sub-contractors may be the local contractors. Of course, the Japanese contractor procures local materials as much as possible. There are no limitations. So the share of the procured local materials becomes around 70% to 80%, much higher than other donor countries. But the contractor itself should be a Japanese firm. So Japanese contractors send Japanese nationals from Tokyo to Africa, the cost at transportation and the living fees are very much expensive than other national's supervisors. The third one is safety from natural disasters, that is, once the Japanese government requested to JICA to make very strong buildings. Even if there is a big earthquake, the school should not fall down. Of course today, the ministry does not request such heavy duty facility, however, we are still requested to make safe facility. And the fourth is the use of engineers and skilled laborers. [In order to] finish the construction in a limited period, the contractor uses very skilled engineers and skilled laborers, not the ordinally local people. So that makes the cost expensive. On the contrary, other international organizations or other donor countries sometimes use local resident people, especially on a volunteer basis. So that reduces their costs.

We do not have enough time now, so let us discuss in the later session. At this moment, I report that we are trying to reduce costs. So, as much as possible, use local construction methods, and increase the rate of materials which are procured locally. And we set up some kind of local standard for the construction and use that local standard for other areas. That can reduce the cost of schools.

Those are our issues and lessons through our past activities. This afternoon, I wish to discuss about these matters with our overseas guests. Thank you very much.

Mr. Kinoshita: Thank you very much for your explanation, Mr. Inaba. I think we have run a little over the allotted time. At this moment, it's 3:35. So I would like to shorten the coffee break to only ten minutes. Let's resume this workshop from 3:45, OK? Coffee is outside.

----- COFFEE BREAK -----

Part II:

Bilateral/Multilateral Donor Agency Presentations

Panelists:

- (1) Aicha Bah Diallo
Director of Basic Education, UNESCO
- (2) Ruth Kagia
Manager, Human Development I, World Bank
- (3) Richard Sack
Executive Secretary, Association for the Development of
Education in Africa
- (4) Terry Allsop
Senior Education Advisor, ODA, U.K.



Part II : Bilateral / Multilateral Donor Agency Presentations

Mr. Kinoshita: Shall we resume our internal workshop? This time we will move to Part 2 -- bilateral/multilateral donor agencies' presentation. The first presentation will be Ms. Aicha Bah Diallo from UNESCO. This time we have only ten minutes, so please briefly describe your organization and your department activities in basic education, and the main part of your explanation or description should be provided tomorrow. Anyway, today, just briefly describe your organization and the core part of what you would like to say, or issues in basic education at this moment. Thank you.

Ms. Diallo: The basic education division has four sections: early childhood and the family, primary education, special needs education, literacy and adult education. Headquarters work closely with all field offices where the action takes place. Basic education is specially important in the least developed countries. Talking about sub-Saharan Africa, in the field of early childhood and the family, we just finished a summit of first ladies in Burkina Faso on the theme of the convention of the rights of the child, women and girls education. As related to this convention of the rights of the child, the countries said that to facilitate its implementation it has to be adapted to the cultural and socioeconomic context of each country. This convention has to be translated into national languages and be disseminated. And it needs a lot of advocacy. The teachers also need some training in order to deliver it. The police also has to know it.

You know, in sub-Saharan Africa, only 4.0% of the young children have access to kindergarten. These kindergartens are only in the towns, the big towns, and owned by private people. So here, the problem is how to have kindergartens, both public and private. And for primary education, the challenge is getting all children to have access and they will remain in school, and be able to perform well. In LDCs, what we found out is that not all children have access, and most of the time they drop out without mastering the basic skills. We also find out many disparities between boys and girls, between cities and rural areas. Some girls also are the victims of sexual harassment, early marriage, and when they get pregnant, they have to leave the school. Also parents and teachers are responsible for this discrimination. The curriculum, most the time, doesn't meet the needs of the community, so the children repeat very often, and they get discouraged, and leave the school.

The teachers also have archaic methods of teaching and books are very rare in classrooms. Sometimes when they exist, they don't have anything to do with the program implemented. So here the challenge is for UNESCO in cooperation with other donors to convince a government to consider education as the priority and commit itself to meeting the education for all goals, and to help governments to develop good education policy, build

enough schools, provide pre-service and in-service teacher training because you know the teachers have to be animators, and they have to be gender sensitive. Actually, my division has developed a reference package for teacher training, and it is going to be translated into English and Spanish. Many countries have already asked for using that package because it has to be adapted to each country.

In Africa, the education of girls and women is a problem. So UNESCO is working with the Forum of African Women Educationalists -- it's an NGO. We call it FAWE. It's a pan-African NGO which is constituted of woman ministers and vice chancellors. You know, since they occupy the decision making levels, they can influence education policies.

UNESCO is also working a lot in the field of guiding and counseling because the girls have to know how to prevent themselves against early pregnancies, and diseases like AIDS.

We are also interested, and we will be happy to work with all other donors in developing teaching materials. And actually, we are working on a project aiming at building an educational environment favorable to the school. It will take care of what is happening in the school and outside the school, and it will take care of the children, boys and girls, youth, the parents, women, and men. The real focus is girls and women, but if you don't change the attitude of men towards the education of girls and women, we will never get them in the schools. So the school will become a multipurpose center for formal and non-formal education, and bridges between formal and non formal. And it will use the radio, the television, drama, the rural press. We all know that education needs community support and participation.

As far as special needs education is concerned, the focus is the training of trainers to care for children with special needs such as the disabled. So it will be helping countries with the identification of projects dealing with also such children.

In the field of literacy and adult education, the focus is really on advocacy for non-formal for both women and men, and the establishment of non-formal education centers. Actually, we are preparing the fifth conference on adult education, CONFINTEA 5, in Hamburg, which is going to be held in July.

UNESCO is also involved, my division especially, in the working groups of the Association for the Development of Education in Africa, ADEA. A working group on non-formal education has been set since last year, and we are working very closely with the other donors. Actually, UNESCO and the World Bank are co-sharing the new initiative of the Secretary General of the United Nations, and we are looking forward to working with all donors in a true partnership.

You know, our cooperation has been very successful with JICA in the Asia and Pacific region, and we are looking forward to having the same partnership with JICA, cooperation with

JICA, in the sub-Saharan Africa region also, especially in the field of primary education, and adult literacy. Thank you.

Mr. Kinoshita: Thank you very much. So shall we move onto Ms. Ruth Kagia from the World Bank? I apologize for the ten minutes limit. Please go ahead.

Ms. Kagia: O.K., I just make four points. One, the World Bank education program is organized into two groups. One is by region, and there are six regions. The African region -- by the African region, we mean sub-Saharan Africa which does not include North Africa and the Middle East. So sub-Saharan Africa, East Asia, and Pacific, Europe and Central Asia, the Middle East and North Africa, Latin America, and South Asia, So those are the six regions under which all the operations of education as well as all the other sectors are undertaken. And in terms of coordination, those are the regions that I would operationalize discussions of coordination, cooperation and funding.

At the same time, the education program has very recently been organized. As you know the Bank is going through a fundamental restructuring, and the main outcome is that we have a human development network which synthesizes the global experience on education, health, and social policy, which replaces the central unit which used be there. And the network in human development is responsible for staff development, technical upgrading, external partnerships, harvesting and dissemination of global knowledge, and strategy formulation. So documents like the ones I put on the table there, I developed through the networks. Right now, we are in the process of developing a sector strategy for education for the whole Bank, and what we are doing is we are preparing the first cut by region because whereas the issues that are universal and global in education, they do differ in significant ways by region. So it's a question of what is global and what is specific to the region, and even below that, what is specific to a country. So that is the first one.

The second point I wanted to make is the Bank at the moment is the largest external funding agency for education. Lending to education averages about \$2 billion per year. It fluctuates between \$1.5 billion and \$2 billion. In the Africa region, at the moment, you have this Table 5. There are about 48 projects that are ongoing under implementation. They total about \$1.5 billion. And an interesting comment to make about that is out of that \$1.5 billion, nearly \$900 million (sic) has not been disbursed. So one of the points to note is that it's not so much the money that the countries are in need of, it is other issues that expand their absorptive capacities so that disbursements can move.

Programs to education in all sectors. We don't normally go for basic, secondary, or

tertiary in that sense. We usually look at what are the country's needs at that point in time. The way we arrive at the scope and the measure of a project is usually defined at the first cut through the country assistance strategy, which looks at the macroeconomic framework of the country. That is done every year, or upgraded every year -- what are the key sectorial issues -- and education is always one of the sectors that is looked at. And then every two years or so, we also undertake at the country level, the public expenditure reviews to look at the public financing program. And increasingly, the focus has been on the financing of the education sector to make sure that it does not suffer as changes in the macroeconomic environment emerge.

The third point to make, we can come back to this tomorrow, is that lending in education in the Bank is a very underdeveloped activity. The Bank has very strong skills and experience and expertise in the infrastructure field; roads, bridges, dams and so on, and most of the operation of programs, like procurement, all the operation manuals, are basically designed for large scale programs such as dams. I drew a parallel from one of the presentations here when somebody was talking about the cost of JICA of programs. They are purely designed for heavy duty activities, and one of the challenges we are experiencing is how do you handle a \$10,000 or \$50,000 school construction project using operational guidelines that were designed for half-a-million dollar programs. It is something we have not resolved yet. That's the first point.

The second point is when education lending was introduced in 1963, many of the people who were assigned to manage education programs were either architects who used be involved in the design of big structures, or generalists assigned from other sectors, and expertise in education in the Bank, even as we speak, is very weak. There are very few real education specialists, and even fewer who have hands-on classroom experience. And you find that there is a predominance up to now of projects that are very good at the economic analysis, at the financing aspects, but are silent on what goes on in the classroom. You know, there are obvious consequences to that. And one of the challenges of the networks has been to make sure that there is a mix in the teams that prepare education programs that comprises individual to understand what happens in the black box, if you like, as well as individuals who can contextualize that within an economic context.

The final point I wanted to make before my ten minutes are over is that the potential menu of what the Bank can offer a country is in a sense limitless in that over and above the financing, which is in some cases particularly in the African countries where the absorptive capacity is not very high, even more important than the actual funding is the policy advice, or the potential to influence policies by bringing to bear, experiences from other countries, and

also bringing to bear, or leveraging the donor coordination. In many countries the Bank does coordinate the donors at the country level. Increasingly, the Bank has moved towards sector investment programs where you bring all the agencies at the table under the chairmanship of the government. Then in that sense, the role of the Bank in leveraging ideas, leveraging resources, is sometimes more important than the actual loan itself. Thank you.

Mr. Kinoshita: Thank you very much. Very interesting. So the third person is Mr. Richard Sack from ADEA. Please go ahead.

Dr. Sack: I would like to point out that ADEA, the Association for the Development of Education in Africa, is not an organization. It's best characterized as a structure, as a mechanism, as you wish. Why do I state this? First of all, it's true, both juridically, legally, and physically we live under the roof of the International Institute for Educational Planning, IIEP, which itself is an autonomous institute of UNESCO. Now, this said, we are within IIEP, quite independent, quite autonomous, I should say, and we have a steering committee, which sets ADEA's policies and is our governing body. But it remains highly informal. And I think it's important to say something about the history of this, "not-an-organization," if you wish.

First of all, I would like to make reference to Ruth Kagia's point on the way in which the Bank, as it's been dealing with education projects, has been influenced more than is healthy, by engineers, architects, and its project design, project implementation, or approval and implementation processes have really come from the Bank's history of financing infrastructure projects. Education, as we know, is not dams, bridges, and other infrastructure, if for no other reason for one very important fact, and that is that the processes of education are very different. We have no clear cut theory of learning and we have no hard numbers, coefficients, and processes that are guaranteed to building the bridges of knowledge between a child and an adult. There is just so much we do not know about how children learn. Maybe this is one of the reasons why ADEA was founded because we have to recognize that education and going about promoting development of education in the developing world, let alone in the developed world, means that we have to pool our knowledge and pool our ignorance also. At least, pool our modesty.

The original DAE, that is, Donors to African Education, came out of the World Bank's Africa paper. I saw it sitting up there, the so called Africa paper in 1988, called "Education in Sub-Saharan Africa: Strategies for Adjustment, Revitalization, and Expansion," if I've got it correctly. That's it. I am sure you have seen it. Donors to African Education originally came

out of that document which made a number of points, one of which was the need for donor coordination. That paper also pointed towards a number of issues in education. So from that, came this donor coordination structure which was at the time, and for about four years, a corner on one person's desk in the World Bank, as you know. Plus it also was meetings every other year with the major donors and selected ministers of education in Africa. Madame Aicha Bah certainly knows more about that than I do. It also gave rise to a certain number of so-called working groups, working groups that tackled the major issues as defined in that report. Working groups such as textbooks and learning materials, female participation, sector analysis in education, statistics, the gathering and reporting aspects of statistics, finance in education, higher education, non-formal education came much later very recently, research and policy analysis, and issues related to the management of teachers.

Now, I have indicated two aspects of ADEA's structure. The steering committee, which is the core of ADEA, and is composed of sort of the governing structure of ADEA. But its real function is coordination. It is to provide a venue for major actors talk to one another on a systematic basis. Now, when DAE, Donors to African Education, was a donors' club, it was mainly representatives of the donor agencies, representatives who paid minimal dues to the association.

I should make a step backwards and indicate how DAE moved from a corner of one person's desk in the World Bank to Paris, which was a decision made by the donor members of DAE and actively encouraged by the World Bank. The World Bank actually sent DAE off to Paris with an initial grant of \$500,000. But this was also done at the active proposal of a number of DAE agency members, and it was only in 1992 that DAE was established in Paris as a full fledged structure, informally existing within the IIEP.

Let me say something about what became ADEA -- different substructures. But I should first say something about how it became ADEA. It became clear that given the need, given the desire to promote donor coordination, the question is, how do you know how to coordinate? How do you know how to do it? This question begged another question, that is that coordination requires knowledge about the others, and I will dwell on this much more tomorrow. And this of course also begged that further question, or lead to a further question, which is that real coordination is at the operational level, in the countries, at the field levels. However, we all know about the headquarter's logic. You pointed this out a short while ago with your complex structures and you said that this is why it's hard for us, JICA, to coordinate with other agencies. Headquarter's logic tends very often to prevail, unfortunately, over field logic, operational logic, and there are a number of reasons for this. I know that you pointed out that one of the reasons for the predominance of JOCV is because it's very popular in Japan.

Other agencies have very similar imperatives. But this fact leads to the conclusion that there is a need to reconcile headquarter's logic with field or operational logic. And this realization or this understanding is what made ADEA much more of a partnership structure with increasing implication, and increasing participation with the African ministers of education, who first, up until about three years ago, were only three on the steering committee, three selected by the agencies, by in large. The number of three was increased to seven, and the seven are now elected by their peers according to procedures defined by their peers, in other words, other African ministers of education.

So what is ADEA? It's the steering committee which includes about sixteen agencies and seven African ministers of education, who meets to discuss not only typical governance issues of ADEA, but increasingly so, to discuss substantive issues that are of concern to all ADEA members, and we were very pleased and glad to have as an observer at the most recent steering committee, a temporary member of ADEA staff who is sitting to my right here, Yumiko Yokozeki, who observed the workings of the last steering committee meeting.

We have these working groups, as I indicated. Each working group is lead by an agency. Each working group is really very autonomous, and each working group, of course, is tackling various aspects of the issues to which they are dedicated. One new working group is likely to be established which will be lead by an African ministry of education. It will be a working group on distance education. It will be lead by the Mauritius Ministry of Education, and very likely, largely implemented by the University of South Africa in Pretoria. But each working group is, as I said, very autonomous, defines its own work program which nonetheless has to be approved by the steering committee, and is autonomous not only as it defines its work program but as it finances its work program.

You have the Bureau of African Ministers of Education, which are the seven ministers sitting on the steering committee. This bureau meets twice a year, and at the most recent meeting, was quite fortunate to host a meeting between seven African ministers of education and Mr. Wolfensohn, President of the World Bank, in a half-day informal session, I guess we could say, with no specific or preset agenda. It was really called a seminar for the education of Mr. Wolfensohn, and this is how he himself defined it and saw the meeting. And there is also every year, a meeting of what we call the caucus of African ministers, which is all the ministers of education in Africa, which meet to discuss, as they see it, the major issues of the day and how they want to see ADEA going forward.

Also within ADEA, we have the biennial meetings. The most recent one was in Tour about a year and a half ago, and the next one will be in Dhaka in mid-October, October 14th to 18th of this year. And each biennial meeting has a theme. The theme of the Tour meeting was

concerning the processes of the formulation of education policy and gave rise to this document, which I think has been distributed to a number of you. This was based on six case studies, and there is an overview, synthesis, and analysis paper that introduces those case studies. The theme of the next meeting will be a partnerships, a topic of great concern to the African ministers, partnerships for capacity building and quality improvements in education.

And then finally, we have the secretariat. A small group of us, five in all including the secretary, based at the IIEP in Paris. The Secretariat coordinates the work of these various arms of ADEA and administers the program. Thank you very much.

Mr. Kinoshita: Thank you very much. Time is running out, so let's move to Mr. Terry Allsop from ODA.

Mr. Allsop: I wanted to do two things, really. First of all just to try to signal the kinds of changes in ODA's bilateral program which are taking place and which I will detail more tomorrow, partly because ODA is the bilateral equivalent of JICA, so the comparisons may be of interest. Secondly, just to float with you one or two particular themes, which I shall address tomorrow.

First of all, of course, there is this confusion about ODA, isn't there? We got there first. We were the Overseas Development Administration before Official Development Assistance came on the scene, I think. But I am sorry for the confusion. And just to say interestingly, following Ruth's comment about the World Bank, I belong to a team of fifteen education professionals, all full-time working for ODA. All of us still have got chalk on our hands. Well, we did have chalk on our hands at one point. So we we're all classroom practitioners of teaching and learning.

What are the patterns of change in ODA's education aid? Very briefly, a much increased commitment to basic education, which we are defining quite broadly to include where appropriate junior secondary education, and also to include what we think is a very much neglected area and that is adult education. For nearly one billion people in the world, that is essentially basic education.

In terms of our programs, we are decreasing our use of long term technical advisors resident in countries. The graph of long-term British advisors working in sub-Saharan Africa is going down. At the same time, the graph of cyclical consultancy work in sub-Saharan Africa is going up. So the graphs are symmetrical, approximately. I will talk more about why tomorrow. But we don't really believe that long-term technical assistance works very well in some sectors.

There is a similar decrease in training for African personnel in the United Kingdom associated with a parallel increase of arguably much more effective in-country training, which is economically more intelligent.

There is an increased engagement with the subsector of basic education within the country. The word "project" is disappearing from our vocabulary, and the words "coordinated program" lead by ministries of education and coordinated with other donors is the kind of language which is growing. And I think, you are all wonderful the way you speak in English, but the general phrase, "watch your language" is terribly important at the moment. In terms of ownership and in terms of what I would consider old style working in project format, this language sends signals which we have to be very careful about. So, much larger, coordinated programs with much longer time scales, I am working at the moment in Ghana on a program which ODA expects to invest money in for the next ten years. That causes all kinds of problems in government finances because governments, I don't know any government that works on a ten-year financial cycle. Ten months is quite long term for some governments, and much larger overall funding -- Malawi, 27 million pounds, \$40 million U.S. over four years -- seriously large money for a small bilateral donor. But interestingly, we are not building very much. We built things as well, once, but we don't build much any longer. And tomorrow we need perhaps to explore what we are spending the money on if we are not building buildings. I'll leave lots of paradoxes for you for tomorrow.

We are very oddly perhaps in the late 1990s -- perhaps we should have been doing this in the 1960s -- oddly, we are spending much more time with ministries of education at the center talking about policy formulation, about strategic approaches to the development of basic education. Now, you may well say, well, why wasn't that done 25 years ago? That would take a long historical analysis. But the fact is that it was not done 25 years ago. So the challenge is there. And I suppose, already I've heard the language of "decentralization" and "local control" used, and like everybody else, I think we've taken up that rather fashionable call for local ownership which I can capture in this quotation. Being an ex-academic, I like to quote. "It seems clear to most of the education community that effective reform requires agendas and initiatives with strong local roots and the broad participation of those with a stake in outcomes. Unless the beneficiaries of the reform become its bearers, it is likely to be stillborn." Now, it's easy to say that. Everybody in this room will nod and say, "yes that's fine." But processes for delivering that, and I find myself working increasingly with approaches which have been developed by social development advisors in the context of community in social development, participatory rural appraisal, PRA, everybody comfortable with PRA? Well, applied to the education environment, it's fascinating, challenging and

uncovers all kinds of new understandings. So those are the patterns or the trends, I believe, in the way in which ODA is working in basic education.

If I can take a moment just to flag for tomorrow two more issues. First of all, they're both about understanding change. I think the big neglect in our work in development in education is that we have not attended sufficiently to the literature on educational change which often Michael Fullan of the University of Toronto is perhaps the guru of that literature. But we don't often enough understand how to achieve change at the school level in classrooms.

This is taken from a report I wrote on a visit to somewhere in the Gambia, and maybe you should just read it. Would anyone like to answer the question at the end? What was so unusual about that lesson?

Ms. Diallo: Two languages?

Mr. Allsop: Two languages? Perhaps for me the most striking thing is that the teacher used the names of every child in the class. Those of you who've spent time in African primary schools will find that very rarely do teachers even know the names of all their children in their classes and very rarely use them as a mode of communication. That's not always true.

Ms. Kagia: Yes, the first day you have to know the names.

Mr. Allsop: I know that's good pedagogy but I rarely see it in primary schools, very rarely. Good teachers, but very rarely.

Ms. Diallo: If you don't know the child ...

Mr. Allsop: If you don't know the child's name, how can you teach her? Good question. Strange phenomenon. And just a signal that we should look very carefully about what research tells us about change. Here is a piece of research, albeit done in the United States by Michigan State University on what they call "short-term, in-service workshops". The myth is that they are effective devices for improving teaching practice. The evidence suggests that even with extended and intensive support, it's difficult for teachers to change their practice. Substantial changes are likely to occur only when teachers have extended on-going assistance that is grounded in classroom practice. Well, if you have attended as many workshops for teachers in sub-Saharan Africa as I have and you take that on board seriously, you wonder about the change process. So what I am signaling is that there is an area there where we have good understandings but which are not systematically applied in sub-Saharan Africa and in other countries, too. But I'll dwell on that more tomorrow. Thank you.

Oh, and the target, of course, is to empower the very poorly rewarded African primary school teacher. And we all live with that paradox. Nobody has begun to address that issue yet.

Part III :

Discussion of principal issues



Part III. Discussion of Principal issues

Mr. Kinoshita : Thank you very much for all the explanations and descriptions of each organization's activities from all the participants today from overseas. After this, I would like to extend a little bit more than half-past-five -- one hour, we would like to use for Part 3. Is it all right? I think that the time is a little bit delayed, but I think it's a fruitful time for both of us to discuss principal issues.

I think actual opinion should be done freely, but for my comments, I would like to propose several points according to Ms. Kayashima's paper. I think it's one of the principal issues clearly defined in her paper. Please look at her paper, page 2. I think this is just a starting point to find out the discussions.

One is, of course, we need donor coordination. Especially Mr. Sack pointed out that donor coordination is important. But probably donor coordination should be discussed tomorrow in detail, so I think we should discuss number 2, financial constraints, and number 3, relevance of education to better meet local needs in sub-Saharan Africa, and number 4, especially low enrollment rates -- how to tackle this problem. I think this is a very easy starting point to discuss. And in addition to these three, I think participatory approach should be discussed because Mr. Terry Allsop pointed out probably, participatory approach toward community development is another angle. So I would like to ask everybody on this table can start some questions or some comments freely. Yes, Mr. Yamagata?

Mr. Yamagata : Thank you Mr. Chairman. Mine is a comment on Ms. Kayashima's diagram. I am addressing the first and the last question mark. The first one is limited menu of Japanese cooperation, and the last one is the donor coordination.

My point is that the JOCV veterans are a very important resource of ours. When we discuss about donor coordination, we have to analyze what we have -- each other, you know -- and what we don't. And it's very easy for us to point out what we don't, and it's already mentioned. So now, I am going to tell you what we have, and that's for me, the JOCV veterans, which is still underexploited in the sense that we have big number. Among the JOCV, math and science teachers are the most numerous I suppose, and they are very, sort of experienced. But they don't have formal training as a teacher to teach overseas. And they don't have a job as a teacher to teach foreigners. If you could consider how to train them outside Japan and how to give jobs at least temporarily, again, outside Japan, I think it will rapidly increase the institutional power of Japan as far as education is concerned. Thank you, Mr. Chairman.

Mr. Kinoshita : Are there any comments concerning that or other things? O.K., Mr. Sack please?

Dr. Sack : I would like to address myself to the point on resource constraints, financial constraints, number 2 here. I think that this issue that's been so cogently made here is -- one of the arguments and one of the areas that argues most strongly for coordination between agencies, between donors. You recognize that this has become a major constraint, and this therefore, suggests that we have to take a careful look at the nature of these constraints and how one lives with them, how one works around them. For example, this means that understanding this requires a certain amount of analytical work. Now, my question to you would be to what extent when you do your project formulation -- the first step that you indicated -- to what extent do you take a close look at, for example, the World Bank's public expenditure review studies, or other analytical work that looks at the cost effectiveness, the unit cost involved in different educational structures? How, for example, efficiencies can be found, what recurrent costs are and how you develop your own programs or projects in this context, and the extent to which individual projects, which is as you said which is the case for JICA, the extent to which individual projects that you develop incorporate in their design the lessons that are learned from public expenditure reviews, or the lessons that are learned from educational financing models that are done by the World Bank or UNESCO or other agencies, or the lessons that are learned from developing efficiencies or sort of sources of efficiencies within educational systems, or the lessons that are learned concerning just the implications or the relationships between investments and recurrent expenses after those investments?

Mr. Kinoshita : Yes, that's a very interesting point. Ms. Kayashima, can I have some comment from you responding to Mr. Sack?

Ms. Kayashima : Yes. In my department in our work of project formulation, we are doing a very rough sector study. I don't say that it's a very detailed sector study. It's a very rough one. And we study also the financial conditions or the recommendations of the World Bank, etc. on the financial aspects of each country. We don't have any objection to these recommendations, but, OK, the recommendations are very beautiful and very good if they can be implemented. But the question we are always facing is how to deal with the financial constraints in the formulation of each individual project which we are planning.

For example, in Kenya, we are now formulating the project of improvement of teachers in secondary level, and now we are discussing a lot about who and how the costs will be

covered for the trip of teachers who is to participate from each individual pilot schools to the center where the in-service training will be held. We are planning to cooperate for five years and we are planning in-service training courses in teacher training college for the local teachers. But how the costs will be secured, who and how the costs will be covered -- that is the questions we are now facing. I don't know the correct answer or how to resolve the questions or problem. But what I am feeling is that if JICA continues to cooperate with the countries on project basis, it will be very difficult to resolve the financial aspects. We have to approach on the program basis with the coordination with other programs. Since education is a very comprehensive activity, there are so many aspects which are related to each other, we cannot approach only to the quality of teachers or mathematics or curriculum, etc. It is strongly linked with the financial constraints, or the textbooks, or the educational environment of students, or infrastructure, etc. So I think to overcome for Japan the question of the financial aspects of each project, we have to change our scheme or our style of cooperation. The project basis -- maybe we cannot resolve that question. I don't know if I answered your comments correctly or not.

Mr. Kinoshita : I would like to add a little bit about this project formulation study. In fact, as she described previously, we have already started this project formulation study. The study team consists of six or seven members, but the time is fairly limited, -only about one month for the whole schedule. And actually the study team consists of staff from JICA and staff from the Ministry of Foreign Affairs and several consultants from the private sector. So we have had some kind of limitations in trying to make a full analysis. As Ms. Yokozeki explained, in the future, we would like to have a plan to utilize the so-called development study scheme to design all those educational sectors. But now we are only in the stages of basic study and probably in the future, our Social Development Study Department will have a more detailed analytical approach in the sector, we hope. This is my additional comment.

Mr. Allsop : Could I respond, perhaps slightly provocatively because you've just suggested that your team will be strengthened by more JICA people. What I did not hear was that your sector planning team involved Ministry of Education, Ministry of Finance officials from the country with whom you are working as part of the team. And until you reach that point, I would argue that the planning process is probably fundamentally flawed. Until ownership of the work sits firmly with the Ministry of Education, with the Ministry of Finance just behind their shoulder, or even in front of them, we shall not make this breakthrough in terms of thinking about ownership.

Mr. Kinoshita : Any comment on this?

Mr. Sugiyama : Thank you very much, Mr. Chairman. I would like to add a few things on the comment from Mr. Allsop and maybe from Mr. Sack. Concerning this case of Kenya, in the course of the project formulation, we have, I think for the first time, involved the local ministerial officials, school teachers, head teachers, local district education officers in the formulation of the project using the method of project cycle management. Therefore, those concerned in the host country were involved at the beginning of the project formulation. Therefore, on the issue of this financial constraints from the recipient side, still we have that problem unsolved.

And then, on the issue of how to analyze this constraint -- before we move to actual educational analysis, in the process of the expenditure analysis of the host government, already we can find very easily that government is suffering from serious financial constraints in education sector, for example. And as you are aware, recurrent cost is spent on personnel expenses. Therefore, under such circumstances, no matter what project or program is introduced, it is very obvious that financial constraints are there. Thank you very much.

Mr. Yoshizawa : On the Kenya math and science in-service training project, now still we are at the project formulation stage. And we are just considering to establish some cluster, three or four schools, and at the cluster should select the capable teacher and they should secure the training fee in the center or district level. We are not sure which is better, just we are discussing. We should discuss. We should consider how to secure the sustainable development and also secure the finances. One of the solutions is to use local NGOs but it is difficult for us to select a capable and suitable NGO at the local level.

And another point, social mobilization is also one of the solutions, I think. I mean, participatory approach. But the culture is different, I think. Each village has different culture and different movement or something, I think. We have to learn how to mobilize the community, and up to now, it was so narrow for us to mobilize a community. But from now, just we are going to mobilize a community. We have new budget from next April and we can use that budget for social mobilization also. Thank you very much.

Mr. Kinoshita : So Mr. Utsumi? I think Mr. Yoshizawa pointed out social mobilization related to community development.

Mr. Utsumi : Thank you, Mr. Chairman. I would like to comment on two things at this time.

One is about the financial constraints. We discussed about the local cost of the project. But JICA system, or our Japanese ODA system is mainly focused on the Asian countries. In that time, we can expect some local cost of the project; not so difficult. But in African region, especially in the educational project, it is very difficult to get local cost. I guess we must consider about the local cost. How we can do the same -- we request the same local cost, not only Asian but also African and other countries. Maybe, our conditionality should be changed for the low income countries. This is one point.

Another point. Many persons mentioned about the community. But it's my personal opinion, the Japanese persons consider the communities completely different as you do because Japanese community looks like a polis. It's a city society. So we live together very close region. Because of this, our community has very good communication and relationship between the personal member of the community. But I visited several times in African countries, especially in the rural areas. They don't live together. They live in very spread [out] areas. In that time, even we use a same word, "community". It's completely different. This is my opinion. If we discuss the community or community participation, in that time, maybe our thinking is quite different. Thank you very much.

Mr. Yamagata : Mine is a comment to Professor Utsumi's very inspiring point. But I disagree partially with you, in the sense that what we have here, our way of life here in Japan is not a city life, in the narrow sense of the Chinese civilization or European. This is a crowded village and this is quite futuristic for the third world countries. Thank you.

Ms. Diallo : Let me add to that. Even though the houses are not close to each other, the people are very close. This is very important.

Mr. Kinoshita : So some comments from overseas participants concerning community development or community matters? Ms. Kagia?

Mr. Kagia : Before I comment on community participation, I just wanted to make an observation that applies not just to JICA but I think to all external partners in the development of education, which is that as we have moved from tertiary education through secondary education to primary education, it has of necessity, forced us to redefine our assistance strategies. When you build a university like you did with Jomo Kenyatta College of Technology or the veterinary school in Zambia, there are unlikely to be more than two or three, at most five universities. So whatever you construct can become a center of excellence. And I gave those two examples

because they have become centers of excellence because there are not that many of them. So, high quality institutional development, both in terms of physical infrastructure as well as staff development and management can create a demonstration effect.

In contrast to that, when we get to support for basic education, the challenge is of a very different type. When Malawi abolished school fees in 1994, overnight they needed 8,000 classrooms to accommodate the expansion in demand for grade 1 schools. No one agency can build even a tenth of that. ODA had put up I think 300 classrooms. The [World] Bank is putting up a thousand. But the bulk of the construction is going to come from the communities. And the challenge I think we are all facing is how we make sure that the support we provide, whether it is in physical infrastructure or learning inputs, has a catalytic effect because it is not going to be comprehensive. No where near it. How does it have a multiplier effect so that it's not just one intervention in one local village, but it has a spin-off effect across the country? And that implies maybe changing our institutional mechanisms and the way we do business in quite a fundamental way. And we are grappling with it in the Bank because when we look back on all the money in terms of dollars, it's a lot of money. But when you look at the impact, it is much less tangible at the basic education level than it was for higher education where you could count the number of graduates or the number of institutions developed.

Maybe my question to JICA is, what institutional adjustments are you making as you expand your support to basic education?

If I may just add a rider to community participation here. We have found a very interesting development, which is, when we support the construction of primary schools through the foremost channel where we have the architectural drawings, and we use either local competitive bidding or international competitive bidding, 1) it is usually very slow, 2) it does become expensive, 3) it's much more difficult to involve the communities. And something that seems to be working more effectively, it happened almost by accident, is when we have used social funds, social fund mechanism, where you have resources available at two communities, and if they meet certain criteria, they have a proposal of what they want to do, they provide some local resources whether it is a perimeter fence or whatever, then, you can make the resources available to them to build the schools themselves.

In Malawi, if I may go back to Malawi, we have planned for a thousand classrooms under the formal mechanism. We had not planned the number of schools to build [with that] Malawi social action fund, but at the last count, they had already built about five times more classrooms using the social action fund, then using the formal mechanism, and we are using the same resources because the communities basically run away with the idea, and there was almost competition between communities, because everybody wanted to utilize the resources. Every

community wanted to be counted. The politicians became involved. It became their own flagship, you know, to have money to build so many schools. And in fact, we got a letter from the President Muluzi in January asking us to transfer the money from the formal project, the primary education project, to the social action fund because that is where they seemed to be seeing results. And we are learning as we go along. When it was designed, nobody had expected this. But we are reacting to the community demand for both classrooms and water supply. And it is moving much faster, and hopefully it is going to sustain an interest and support for facilities from the communities.

Mr. Kinoshita : I would like to briefly explain about the situation. I know this social development fund in some developing countries. In Japan, we have mainly two executing aid agencies. One is JICA and the other is Overseas Economic Cooperation Fund. And the latter is a financial institution. In South America, together with the World Bank, OECF has assisted this social development fund. But sometimes it's very difficult for JICA to assist in such a manner.

Ms. Yokozeki : ODA went through a sort of change from project to program support, and also declining number of long-term experts. Probably that's what I personally would like to aim at in expanding basic education in sub-Saharan Africa. I know that ODA is a lot more flexible than ours but if you can share with us some of the constraints you have encountered in the course of that change, and how did you solve that problem, maybe it will help us.

Mr. Allsop : Thank you. We are no more flexible than you are. We are a government bureaucracy, full of civil servants. Some of us are not very comfortable civil servants. They say, you know, that old scientists never change their minds, they just die. Lord Kelvin said that, didn't he? The process is very painful. ODA is going through a very painful process of change. But I think those of you who have worked with my colleagues in Kenya, for example, will hear a new language from ODA in relation to basic education. I think the change has been forced on us by moving from our traditional territory, which is educational aid to African universities and to African secondary schools. I am fascinated that you are now supporting in Kenya, science and mathematics education at Kenya Science Teachers' College for secondary school teachers. I remember giving a seminar in 1968 at Kenya Science Teachers' College on improving the quality of science teaching in Kenya. That was nearly 30 years ago. And we are still there, we are still trying to solve that problem. But in basic education, all the rules change. And I think, we are deliberately working through every new problem.

An obvious example. Two things, if I can say. First of all, I don't believe the issue is fundamentally about primary school construction. I think it's a side issue. We have falling enrollment in a number of the countries that we all work in in sub-Saharan Africa. So we don't actually need more primary schools in those countries until we have evidence of quality primary schooling. Parents have lost faith in primary schooling, and until we can recapture quality primary schooling -- and it doesn't mean putting new roofs on buildings. The best achieving primary school in the rural areas in Ghana I was visiting last week has a totally locally constructed classroom with no concrete, no bricks, no corrugated iron. It's totally locally constructed. And it's the highest achieving rural primary school in Ghana. So that's one thing. Building primary schools is not the core of the issue in my belief.

Secondly, addressing the question of local costs. I think unless you find mechanisms for putting money very close to where change takes place, and that's the classroom, unless you find ways of delivering money to the classroom, then there will be a lot of waste of money.

I can only use an Indian example, now, a project which is a very fine, multi-donor project in India, district primary education project; World Bank, EU, several other donors. There, every school, every head teacher receives a cash amount every year and every primary teacher receives a cash amount. Money, real money, every year from the project to buy educational materials. And everybody's reaction is horror, shock, horror. We can't give Japanese yen or English pounds to Indian teachers. They will abuse that. Not so. You just have to have very tight accounting systems.

Now, I say that lightly. It's not simple. But you have to work it out. And then, those primary teachers actually feel that they matter. They walk taller. It's all in the mind. This business of money is all in the mind, really. Those are the some of the things we are trying to adjust to, and it's very difficult, and we are struggling all the time. But it's very important.

Ms. Yokozeki : May I add another question? Did you have to go through institutional change to do budgetary support because in JICA at the moment, budgetary support is impossible.

Mr. Allsop : We had to set up a whole department of people who look after the ODA accounts who are going grayer than I am over this. It's very painful. You know, the tradition is not to give money to developing countries.

Actually, I am just winding up a project in Ghana. The value was 3 million pounds over three years. 2.7 of those 3 million pounds was spent in the U.K. Crazy. Crazy. Land Rovers, or Japanese vehicles. Crazy!

Mr. Kinoshita : From the observers, there are several comments or opinions so...

Ms. Izawa : Can I ask just one question to anybody at the table. It just comes from my interest. Who should have the initiative of the educational aid in developing countries? Maybe someone believes that the World Bank should have initiative, or maybe the beneficiary country's government should have. So I always have a question like that as the bilateral donors.

Mr. Kagia : Because you mentioned the World Bank, let me try to answer. Let me point out that when we talk about the World Bank, all the panelists ... Actually I have been involved with one or another through ADEA, Aicha Bah is a member of the advisory panel on education, ODA -- we work very closely with them -- so please disagree with me. But the answer to that is very clear in my mind. The initiative should always come from the country. The exception is if either as a bilateral agency or as a team of donors, you felt that that initiative runs counter to the broad development objectives of the country. I will give you an example. There are times when some of the requests that come to any of us, simply do not make sense. Sometimes it's because they imagine the Japanese are interested in equipment. You know, they define donors by what they perceive as the donor interest. So a request comes to you for equipment, not necessarily because they think equipment is the most important, but because there is a misconception that that is what you are going to fund more readily. And in that case, I think the onus is on us as partners to say, wouldn't it be more effective in terms of development outcomes to re-organize that request in a certain manner. But the initial request, I think, should always come from the country. And I think we are duty bound if we are really looking for development outcomes, to adjust as much as we can in order to meet those requests.

And maybe while I have the floor, one of the questions I was going to put on the table is, I had Mr. Yamagata -- I love Japanese names because they are so Kenyan -- Mr. Yamagata, you were in health, you worked with oncho, and maybe one of the challenges I would like to call to all of us as educators is what lessons can we draw in terms of donor coordination from health because what health has done more successfully than we have in education is to appreciate that every agency is going to be constrained in one way or another. No matter how willing we are, there are going to be institutional constraints that will make it easier for you to do certain things than to do certain others. And it does not help to try and do the impossible because then you begin to lose the support of your governments or your funding sources.

So what health seems to have done very well is to divide up, you know. UNICEF seems to handle immunization very well, so why don't they take the lead in immunization?

WHO has more or less through the leadership of oncho, eliminated river blindness, more-or-less, by pulling together the resources. And we don't have a quite similar parallel in education, and I think that's where we should be heading towards. Recognize that there are some things JICA does better than ODA and vice versa, and then pull our resources and expertise together and maximize each other's advantages in order to make the support more comprehensive.

Mr. Kinoshita : Thank you very much. The next person from the floor.

Ms. Nishimura : Following that question it's a very interesting point, I think. I think the donor coordination can be established also with the coordination with NGOs and other levels of ... I mean the organizations at the different levels. I personally have been working for ACTIONAID in England to do research on basic education with those experts in England. And I recognized that ODA people, personnel, have visited ACTIONAID so many times to try to coordinate the projects and try to do the research together. And I have recognized that education specialist in ACTIONAID was asked to have a presentation in Papua New Guinea in this coming summer, I think. And I also recognized that the World Bank and UNICEF and also UNESCO have other NGO connections and so on. And my concern for JICA is somehow a lack of that -- the coordination with NGOs and other local level organizations. And somehow, if you are thinking of coordinating all the donors without thinking of these linkages with NGOs as well, these linkages at the level of donors and NGO levels, and those kinds of very dimensional coordination will be very effective and interesting to focus on in the future.

Ms. Diallo : I think the most important thing to have a donor coordination is it has to be in the country itself. It has to be done by the government. Therefore, if the government will have a program of work, you know, program will have a good policy which has been translated into a program, and within that program you have many actions to be taken. And each donor with its own possibility and capacity will choose what it likes to do. Therefore, the government will be able to coordinate the internal financial and human resources, mobilize it, and be able to coordinate with the donor agencies with NGOs. But it has to be done in the country, by the country.

Mr. Kinoshita : So many. Yes, Mr. Takasugi.

Mr. Takasugi : Thank you, Mr. Chairman. I have a question about the institutional development and long-term expert which relates to Ms. Kayashima's question 3 and 4, I think.

If we define that institutional development or institutional building is the process of building the capacity to make the institution sustainable, I believe the role of the long-term expert will be extremely important. This observation might be wrong because this is based on my experience working in Asia, not in Africa. But, it goes without saying that it takes a long time to understand the local real problems and conditions for the experts. It cannot be done by the short-term experts. That is a basic thing.

But in addition to that, I may point out four roles of the long-term expert. One is to motivate the counterpart personnel. Not one time, but repeatedly, continuously. This is number one. Number two is to expedite or promote the activities of the counterpart. And the third is to mediate or make a kind of bridge between the institution and the controlling agency like the ministries concerned, so-called enabling environment. And the last one is a kind of protective function by the foreign experts. I experienced that at some stage of the project period, protecting the counterpart activities or people's activities becomes necessary. So based on these observations and experiences, I think that the long-term expert is important for the success of the institutional development or institutional building. So my question goes to Mr. Allsop. Does the radical decline of the long-term expert make the institution building difficult or not? That is my question.

Mr. Allsop : May I attempt an answer at that? I think all of your four points have some validity, but not enough. There is a very strong body of research growing now, which suggests that the role of the long-term expert is normally transformed very cleverly by the society into a long-term manager rather than long-term technical expert. We have all seen it in every African country. We have seen so-called technical experts take over the management of operations, and that is absolutely normal. And it's not mischievous, it's just natural. You get an expert who is dynamic, highly paid, therefore, limited two year period, who wants to change the world, of course, because her or his validity as an expert depends on them changing the world in that two year period. When you walk away, this expert goes from Kenya to Mauritius to the Solomon Islands to play the same kinds of roles. The Kenyan is still working away on a fraction of the salary in the Ministry of Education in Nairobi and doesn't get any of those gold stars. So there is a lot of evidence that experts are changed in their role.

My personal view would be that the cyclical consultancy, where the consultant who does understand, working with local experts who do understand, who comes and sets tasks, works with locals to develop tasks, comes back on a cyclical basis is a much more productive model.

Dr. Sack : I would like to support that from my own experience. I refer to it as intermittent long-term, if you wish. My experience is that the long-term resident tends to play a substitution role. And for the reasons Terry Allsop indicated, will tend to do the work and it will actually tend to de-motivate for a host of reasons, sociological and human. And if the functions of the expert are as you indicated, motivate, expedite, mediate, and play this protective role, my experience is that this sort of intermittent or cyclical, probably has a greater motivating effect, if it's well done, if it's well thought through, of course, tends to have a greater motivational impact because there the individual cannot do the work, is only there from time to time, but who can play the role of guiding the work, orienting the work, and will motivate his or her counterparts because knowing that the person will return, and will continue to sort of provide some impulsion to the work that needs to be done, and the technical expediting also that needs to be done. This does not draw away from the need to mediate between the different parties and to protect the project from the various forces. So I also would argue very strongly for this cyclical or intermittent long-term role rather than the residential role which has many dangers.

Now, one of the dangers aside from the de-motivation, another danger of the long-term expert is that it's a one shot deal. If the person is good, fine. But then again, if the person is good, the person might be so good that he or she will do all the work himself. Right? But if the person is not good, you're stuck with them, and it becomes difficult, disagreeable to change, whereas if you have this intermittent or cyclical person, it makes it manageable to -- if after two or three missions realize the person is not fit -- it is manageable to change the person. So long-term is sort of all or nothing, which has its dangers also.

Ms. Diallo : There were many well trained people in higher institutions in Africa, and they do not see these long-term experts very well because with one salary of an expert you can pay 50 local people, you see? And since the expert is going, most the time, not always, but some of them do the work instead of training the local people. So the short term consultancy that will come to train the people is better.

Mr. Takasugi : I agree with Mr. Sack and Ms. Aicha Bah's comments. That is also my point. The real question about this long-term expert is not the number of the experts, but basically it is the matter of the way of working with counterpart. This is the real issue as Ms. Diallo correctly pointed out. I think from the product oriented working attitude of the traditional long-term experts to human oriented, counterpart-oriented, or people-oriented working attitude is very important. And also, instead of overshadowing the counterpart's work, to support and

train the counterpart; that is the way of working of desirable long-term expert. That is my understanding. And also for that purpose, this Institute is also trying to train Japanese experts to meet such needs.

Mr. Okatsu: According to the experiences of JOCV volunteers, JOCV wanted for a long time to have counterparts and asked the recipient government, but more than 80% of volunteers of education in mathematics and science don't have counterparts. So they want the activities for technical cooperation but they cannot do that. They are, we can say, replacement teachers without their counterparts. And I wanted to say in my present time but because of lack of time I wanted to add something. Most volunteers feel the need of education technology. They learned education technology in universities in Japan, but they feel that the method does not meet with the necessity of the education in sub-Saharan countries. So they feel that JOCV should try to theorize, to teach or to educate in African countries with the cooperation of sub-Saharan countries and other international organizations on the basis of mutual understanding between the African cultures and the Japanese culture, or the way of thinking. The basis is the comprehension from both sides.

Mr. Allsop : About experts. This is obviously an on-going discussion. Every expert would be O.K. if they were forced to work with their hands tied behind their backs throughout their period of office. Tie the expert's hands behind her or his back and that would help. You see what I mean?

Mr. Yamagata : Let me briefly respond to Miss Kagia. Kagia can be easily understood as a Japanese name as well. I would highlight the differences rather than similarities between educational development and health development. Through my experience in oncho, I think that a disease control program can be easily funded because we have the common enemy. It's very easy to get money when you say, "o.k., let's attack our common enemy" rather than, "let's share what we have." It's rather sad but I think it's a part of our human nature. And number 2 -- again the oncho program -- we had a very specific target, and we have a very vertical structure which is now becoming unpopular, you know. And it worked quite well, and it's still working well. But it's just one disease among the wide range of even the health problem. So if you come to talk about the horizontal approach of the health for all, or whatever, then you get the same problem as in education. The third point which is also unique to the OCP, Onchocerciasis Control Program, is that we had a very long history of basic and operational studies done by the French, British and others. So that bunch of data and ideas,

trials, everything was there, so people could discuss in detail about the strategy and tactics.
Thank you, Mr. Chairman.

Dr. Sack : I just wanted to say that illiteracy and ignorance are also common enemies. But they don't have the advantages of identifiable germs or bacteria, and by in large, identifiable germs or bacteria or viruses sometimes even, have identifiable cures, solutions, or products to eliminate them. And this is my opinion, that is where the problem comes in with education because we don't have a clear research based, scientific understanding of how we go about curing the ills of ignorance and illiteracy because it takes different forms in different people.

Mr. Utsumi : My idea is not so popular but I tried to mention my point of view. I would like to say that every community or society is completely different. Each country has their own history and their own policy, or religion or cultural aspect. The basic education is related to the community or society very strongly. Because of this, if Japanese and ODA would like to support the basic education, in that time, very important aspect is society and community studies. In my country, there are many sociologists and anthropologists, but JICA does not want to use these resources. This is my point of view. Without any careful research, our support does not fit to the society and community. Thank you very much.

Mr. Nomachi : For his answer, she has key issue, World Bank, Ms. Kagia, because the project you have money after signed with, the recipient country manage the money, right? So you are just an auditor, like one year later, you just check, right? So JICA should adopt this multilateral way because we have too much bureaucratic way. We don't trust the recipient's way. That's why we have to learn multilateral. Could you just comment to this?

Ms. Kagia : Let's not be too harsh to ourselves. I think it's not so much a problem of JICA, it's a problem of all agencies. Right now, if you examine all agencies, multilateral, bilateral, they are going through major changes. And I think it's because the niche of the business has changed, and therefore, some of the institutional structures have to change. And that's why I threw a gentle challenge. What I was trying to say by that question very gently is, unless JICA is prepared to change its structure, it is going to find it increasingly more difficult to have a strong development impact. I didn't want to put it so boldly, but that is essentially what I was saying. And no one agency has the solution, and we are finding there are some things that seem to work better than others, and modifying our systems as we go along.

Right now, the World Bank is going through a very painful reorganization, and as you

may have read in the papers, we are going to be retiring nearly a thousand people this year because you find you have to change the skill mix. Some of the people who used be effective operating in one style can no longer be effective. If you are really going to get involved in basic education, you need more expertise in education, and you need more people on the ground. You cannot just change the ideas. You also have to change the institutional structure. And it is a challenge to all of us. It was not as serious when we were dealing with higher education because it is much more concentrated. And in fact then, having long-term experts was helpful because you were building the institutions along with the local people. But when you come further down the system, something needs to change fundamentally. And the question I would like to leave on the table is, to what extent is JICA willing to make that change?

Mr. Kinoshita : Thank you very much. We're running out of time, so I think I have to say a little closing remark here. And in order to do that, please look at Ms. Yokozeki's paper. This is shown by Ms. Yokozeki previously -- "the study on development assistance for education and development". Actually, my division is dealing with the promotion of basic education in the future. And I often look at this study report because this a starting point for JICA in promoting educational cooperation. And in fact, today's one hour and fifteen minute discussion focusing on the right hand side -- method of implementing aid for education, number 5: development of new aid approaches-- clearly indicates the direction for JICA. One approach is comprehensive program aid, and the second is community participation approach. Third is coordination of financial and technical cooperation. Today, unfortunately, we did not discuss educational aid for refugees or girls education. And the final approach is collaboration with NGOs. This was a new approach in 1994. This summarizes what we have talked about today. And this structure is still our direction. That's my comment. Lastly, tomorrow is the main event for the international seminar, so I hope that you will do a very good job tomorrow. Thank you very much for your participation today.

