

Dutch Systems of International Development Cooperation and Aspects of Educational Cooperation

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Abstract

Since the World Conference on Education for All (EFA) in 1990, many agencies have paid attention to basic education because it is based on human development. Also, the transparency and effectiveness of ODA (Official Development Assistance) is stressed in recent years. Therefore, it is significant to study the nature of the systems of other donor countries and strategies not only on general development cooperation but also on educational cooperation. These systems could give some suggestions to Japan to promote effective system in international cooperation and education aid. Japan seemingly has little experienced in the field of basic education or software aspect of educational cooperation.

This paper discusses about the Dutch international development cooperation including the educational cooperation as an example and argued the efforts for transparency and effectiveness.

1. Introduction

With regard to international educational development, many agencies have paid attention to basic education and girls' education since the World Conference on Education for All (EFA) in 1990 since those programmes are recognized as the bases of human development. Furthermore, after this Conference, topics regarding educational development were discussed in various conferences such as the World Conference on Human Rights (1993), on Women (1995), Social Development Summit (1995), Shaping the 21st Century—a New DAC Strategy of Development Cooperation (1996), World Conference on Child Labour (1997) and on Higher Education (1998), etc. According to this world trend, the importance not only of basic education as mentioned but also of other levels of education such as higher education, have been stressed toward the attainment of quality and quantity education world-wide.

In the 1990s, Japan, as one of the top donor countries, also discussed the perspective of Japanese educational aid along this world trend. As a result, its educational cooperation was focused on aid to basic education, particularly to the African region. Moreover software aspects of cooperation, such as teacher training or curriculum development, were given an emphasis. However, Japan does not have enough experiences to do those effectively because it focuses on the aid to higher or vocational education to Asia and the Pacific region and to the hardware aspects of cooperation such as school construction.

Japan, therefore, need to learn a lot of experiences from other donor countries. These donor countries,

especially European donor countries, have supported African countries for a much longer time because of their colonial relations. Consequently, they can give some suggestions to provide those kinds of aids, which Japan has little experienced, in order to be more effective.

On the other hand, the transparency of ODA is also stressed recently. As the Japanese government has uttered, each donor country should consume their own ODA clearly and effectively because it came from the precious taxes of the nation. Therefore, the Japanese government should also be clear about the ODA system due to its accountability to the Japanese nation.

As a result of this world and Japanese trend regarding ODA and educational development, it is important to study the features of the systems being used by other donor countries including strategies and policies, on educational development. Those systems could provide some suggestions to make an effective system for Japanese international cooperation and educational aid.

2. Research Methods

2.1 Methodology

This paper discusses the effort of the Dutch government to improve the effectiveness and transparency of ODA and the features of existing educational cooperation. The system used by the Dutch development cooperation is discussed in the former topic. The focal points are: 1) the objectives, the policy and the geographical criteria of Dutch development cooperation, 2) the organisational system, and 3) the evaluation system.

The first focal point includes the policy, the priorities and the implementation of Dutch educational cooperation. Basic education cooperation, which is the highest priority in its educational cooperation, is taken as an example.

2.2 Characteristics of the Data

This analysis is mainly based on the Dutch policy documents, annual reports and evaluation reports published by the Dutch Ministry of Foreign Affairs. These data are collected in the libraries of the Dutch Ministry of Foreign Affairs and of the Netherlands Organisation for International Cooperation in Higher Education (Nuffic)⁽¹⁾. Furthermore these data are supplemented by interview undertaken with the staff of Dutch Ministry of Foreign Affairs.

According to the report of OECD (1998), the Netherlands' portion contribution is the largest part on educational aid to Africa for the years 1997 to 1998, which is equivalent to 39 per cent of the total educational aid, while that of Japan is just about 3 per cent.

In recent years, the Dutch cooperation in education has focused on basic education. The Dutch Ministry of Foreign Affairs publishes the policy document for basic education at the end of 1999. This report focuses on policy level discussion. As for the detailed contents of implementation, since these are not available to the public because project evaluation reports are confidential in principle, the public can find out the rough activities only on the annual reports.

Finally, the limitation of this paper must be mentioned. Since there are no prior studies written in English regarding Dutch aid, the data used in this paper and the perception may be affected.

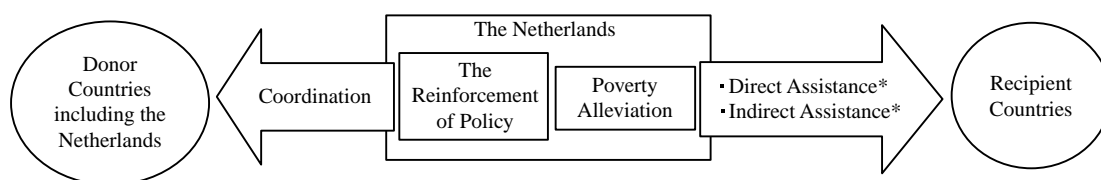
3. The Framework of Dutch Development Cooperation

3.1 The Aim of Dutch Aid and the Percentage of GNP

Dutch aid, which marked its 50th anniversary in 1999, has two aims: poverty alleviation⁽²⁾ in developing countries and the strengthening of coherent policy in developed countries. (See Figure 1)

With regard to the first aim, there are three quantitative targets to achieve the goal. According to a report (Ministry of Foreign Affairs, 1996a, 3), the Dutch government mentioned that ‘these quantitative targets are intended to give concrete substance to the main target of Dutch development cooperation, i.e. combating poverty, while protecting the environment’. First, social policy targets require spending 20 per cent of the aid budget on basic social services such as education and health care and 4 per cent on reproductive health. Second, environmental targets require spending 1) 0.1 per cent of Gross National Product (GNP) on environmental activities such as nature maintenance and policy, and 2) NLG 50 million on the maintenance of the tropical rainforests. Lastly, at least 0.25 per cent of GNP is spent for LDCs (the Least Developed Countries). In other words, 20 per cent of the aid budget for basic social services, 12 per cent for environmental activities, averaged 7 to 8 per cent for maintenance of rainforests and 31 per cent for LDCs. (See Table 1) Table 1 shows that the Netherlands stresses basic social services in LDCs. According to the annual report 1999, the Netherlands achieved these targets in 1997, except for the former target of environmental targets.

Furthermore the ODA percentage of the GNP has been almost kept to 0.80 per cent since 1995 as compared with 1990, when the percentage is decreased to about 0.1 per cent. Even so, the amount of ODA increases to by 1.05 per cent per year⁽³⁾. The Netherlands spent a total cost of the budget NLG 6.4



* It has mainly two ways to achieve poverty alleviation. Direct and indirect assistance. Former indicates the emergency aid to the victims by war or disaster. Later points to such as debt cancellation.

Figure 1. The Flow of Dutch Development Cooperation

Table 1. The Breakdown and the Percentage of Aid Budget

	1997		1998		1999		2000	
	Million	% of GNP	Million	% of GNP	Million	% of GNP	Million	% of GNP
GNP	750,864	100	804,125	100	862,963	100	914,875	100
Aid Budget	6,082	0.81	6,433	0.8	6,990	0.81	7,319	0.8
		% of Aid Budget		% of Aid Budget		% of Aid Budget		% of Aid Budget
Basic Social Service	1,216	20	1,286	20	1,398	20	1,463	20
Environmental Activities	750.9	12.3	804.1	12.5	863	12.3	914.8	12.5
Maintenance of Rainforests	50	0.8	50	0.8	50	0.7	50	0.7
LDCs	1,877	30.8	2,010	31.2	2,157	30.9	2,287	31.2

Source: Ministry of Foreign Affairs (1996a, 1999c)

billion on ‘pure’ development aid in 1998, NLG 6.7 billion in 1999 and NLG 7.3 billion for 2000.

Another aim of Dutch aid must also be mentioned here. It is the strengthening of coherence policy of developed countries. (Ministry of Foreign Affairs, 1999b, 6) The Netherlands insists on the importance of a consistent policy for recipient people not to be pressed by the policy itself. Therefore it reorganizes the department organisations in order to pursue the consistent policy considered by the Netherlands as a tool on the effective aid. This will be explained in a more detailed manner later. (See Chapter 3.3)

3.2 Dutch Aid Policies and Geographical Criteria

Dutch development policy is pursued covering the 10 specific themes. (See Table 2) According to the distribution ratio of the aid budget (Ministry of Foreign Affairs, 1999c), the Netherlands especially focuses on ‘social development’ including ‘education, research and culture’. Table 2 shows that these themes occupy 29 per cent in 1998, 30 per cent in 1999 and 26 per cent in 2000 of the total ODA expenditure and budget. This means that the Netherlands pays a lot of attention to human development.

Table 2. The Ratio of Each Themes in Dutch Development Cooperation Expenditure and Budget 1998-2000

Themes	Expenditure in 1998 (%)	Budget for 1999 (%)	Budget for 2000 (%)
Multilateral Cooperation	22.2	21.7	19.63
Social Development	20.97	21.6	19.03
Economy, Employment and Regional Development	13.95	16.09	14.52
Other Programmes	9.93	11.74	12.69
Education, Research and Culture	7.93	8.25	7.66
Humanitarian Aid	7.72	6.86	6
Macroeconomic Support and Debt Relief	6.24	2.4	13.66
Environment	4.73	5.41	4.66
Suriname, the Netherlands Antilles and Aruba	5.37	5	1.23
Conflict Management, Human Rights, Democratisation and Good Governance	0.93	0.96	0.92
Total Expenditure and Budget (in Millions of NLG)	6,422	6,763	7,319

Source: Ministry of Foreign Affairs. (1999c, 11-12)

As for ‘social development’, the Netherlands focuses on the eradication of child labour, the alleviation of social and economic effects of AIDS and the capacity building to reinforce institutions dealing with planning, education and health care. Furthermore the Netherlands increases the budget allocation for basic education and training from NLG 132 million in 1998 to NLG 175 million in 1999 because it insists that illiteracy is the main problem to the eradication of poverty (Ministry of Foreign Affairs, 1999c). It means 4 per cent increase and the amount consists 30 per cent of the theme ‘education, research and culture’ in 1999.

With regard to geographical tendency of Dutch aid, the most focal areas are Africa and the Middle East. (See Figure 2) However the breakdown of top 20 recipient countries (Ministry of Foreign Affairs, 1999b, 8) shows interesting feature. Despite of the presence of only three countries from Asia and Oceania (India, Bangladesh and Pakistan), the average of allocated budget is NLG 91.6 millions. Similarly, the budget of three countries from Latin America (the Netherlands Antilles and Aruba, Suriname and Bolivia) has an average of NLG 161⁽⁴⁾. On the other hand, the average budget is NLG 60 for the fourteen countries from Africa and the Middle East. It means that the Netherlands support for

few specific countries in Asia, Oceania and Latin America and averagely for Africa and the Middle East. This tendency seems to have depended on the number of LDCs in the area concerned.

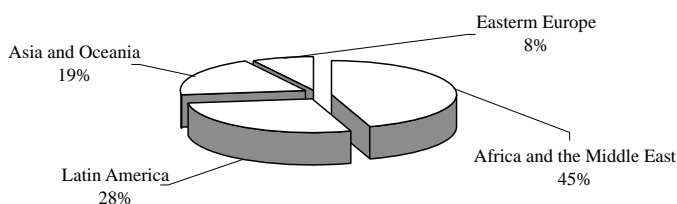


Figure 2. Geographical Allocation of Expenditure in 1998 (%)

Source: Ministry of Foreign Affairs, (1999c, 12)

3.3 The Organisation of Dutch Development Cooperation

The organisation of the Dutch Ministry of Foreign Affairs was rearranged in 1996. It consists of two parts: missions abroad and the Ministry in The Hague. The former means the representations at international organisations and Dutch embassies abroad and so on. The latter is composed of four departments: bilateral relations department, policy theme department, multilateral department and central support services. (See Figure 3)

In reorganising, the Netherlands struggled to link the relations between its foreign policies including developing cooperation and policies made by other ministries. As a result of the effort, the organisation system was simplified and had more transparency. In fact, the Ministry of Foreign Affairs has two ministers for foreign affairs and development cooperation. As shown in Figure 4, before reorganisation, there were two departments in each regional section. As a result, report of each department was submitted to each minister of the department. It means a minister read only one report. After reorganisation, however, a report has been submitted to both ministers, since only one department has existed in each regional section⁽⁵⁾. (See Figure 4)

In the new organisation, the bilateral relations department has a central place in the organisation. The main task of the department is to draft country or regional policy documents and implement the policy for each country or region. Making policy documents is supported not only by other departments such as policy theme and multilateral departments, but also by other Dutch ministries, embassies and foreign embassies in The Hague, Holland⁽⁶⁾.

As for the other departments, the policy theme departments play a role in strengthening the expertise of foreign policy's themes: security policy, economic cooperation, rural development, human rights and humanitarian aid. They, of course, share their own data with the bilateral relations departments.

3.4 Evaluation

The reorganisation in 1996 affected the evaluation department. The new evaluation department, called IOB (Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie), has undertaken the wide evaluation of Dutch foreign policy compared with one of Dutch aid policy which is the former task⁽⁷⁾. From 1978, after the year of its establishment, to 1986, IOB focused on individual project evaluation⁽⁸⁾. From 1987, the year after IOB changed the evaluation policy⁽⁹⁾, IOB has focused on policy and programme evaluation (Interviewed in 2000). This evaluation has been concentrated on the policies and the aspects

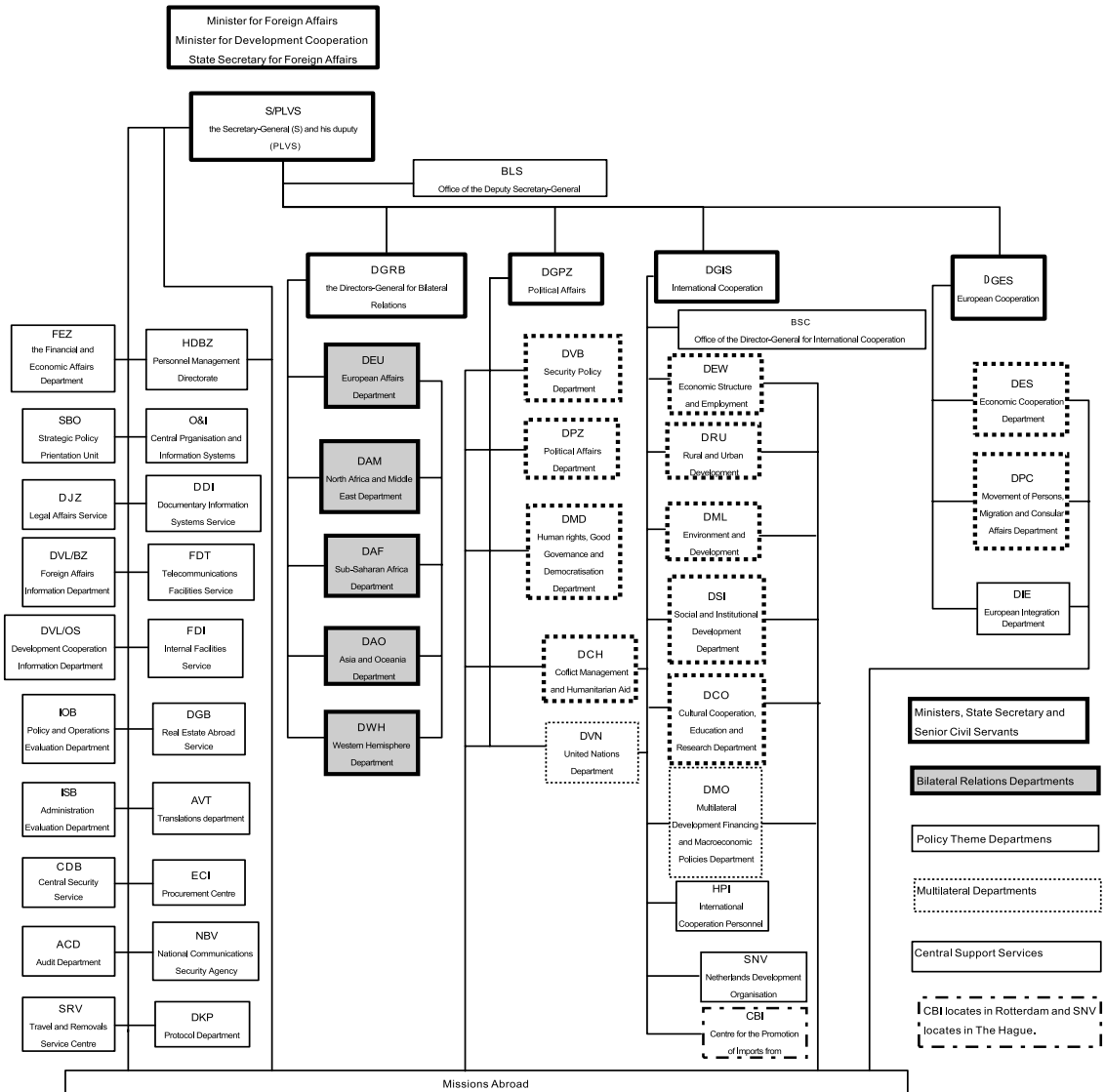


Figure 3. The New Organisation of Dutch Ministry of Foreign Affairs
Source: Ministry of Foreign Affairs, (1996c)

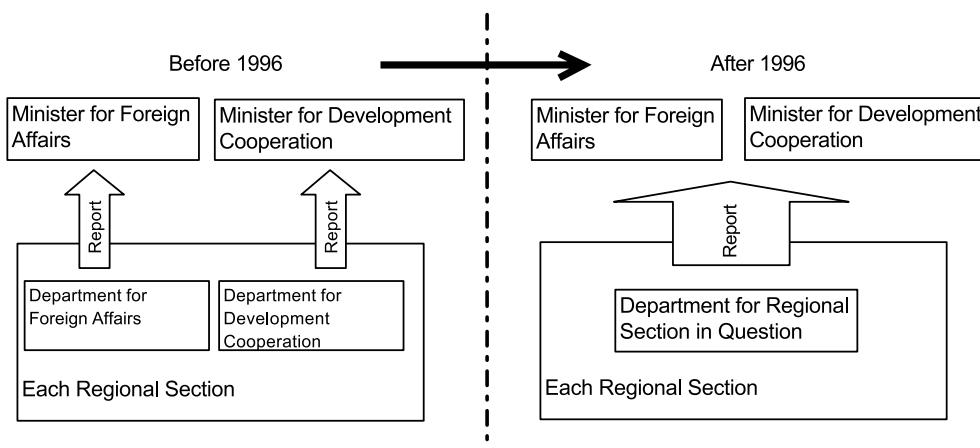


Figure 4. The Simplification of the Department's Work

Source: Ministry of Foreign Affairs, (1999b, 6)

of implementation at the levels of sector, theme and programme.

The reasons why IOB changed the evaluation policy were; to enhance the quality and effectiveness of the aid (Ministry of Foreign Affairs, 1995b, 2) and to use the results of evaluation for structurally formulating policies either for countries or regions (Ministry of Foreign Affairs 1995b, 2) and to have more comprehensive results oriented to policy, sectoral and thematic developments by Dutch development cooperation, which wants long-term relations with recipient countries. Therefore this is why IOB changed its evaluation policy placing the bilateral relations departments making policy documents at center of its organisation.

The first criteria of evaluators' selection are if they have enough knowledge for the countries or the sector rather than if they have experiences in evaluation. Then evaluators tend to collect the information data through interviews with government officials and project staff in question rather than collect primary data. Therefore, the lack of indicators and standards for evaluation make the evaluation report just impressions and professional opinions of evaluators (Ministry of Foreign Affairs, 1995b). According to the Ministry's research (Ministry of Foreign Affairs, 1995b), about a third of the Dutch evaluators work at Universities, a quarter is from consultant companies and about ten per cent are governmental employees. The number of people in an evaluation team is an average of 2 to 4 persons, which consists of one inspector and consultants (Interviewed in 2000). Despite the problems regarding evaluators, the Netherlands still has no any indicators and standards for evaluation yet, and leaves the evaluation methods to each evaluator (Interviewed in 1999).

As for monitoring, the Netherlands does not have a monitoring system in the project cycle. In fact 60 per cent of the evaluation is carried out at the end of a project phase and 39 per cent is at the mid-phase (Ministry of Foreign Affairs, 1995b). The rest is carried out at the end of project. In its evaluation guideline issued in 1982 (Ministry of Foreign Affairs, 1995b), the Netherlands does not pay much attention to monitoring. After 1982 Dutch government has not had any evaluation manual⁽¹⁰⁾⁽¹¹⁾.

With regard to language used in evaluation reports, the Netherlands has decided to use the working language of the recipient country in question because they also should read it and independently participate in the project management for their ownership⁽¹²⁾.

These final evaluation reports usually consist of two parts: field study and desk study. The evaluation teams undertake the field studies and IOB does the desk study. Then final reports are written and published by IOB staff. Although these reports are published at least once a year, there is no regulation regarding the number of copies to be produced.

Finally these evaluation reports are confidential until 1981. After which, they are made public. However, it seems difficult to find their recent activities because the evaluation reports focus on policy or sectoral level evaluation, which is long-term evaluation such as for 20 years. As for project evaluation reports, since it is the responsibility of each Dutch embassy (Decentralisation of Evaluation) and it is intended for policy development rather than public accountability, it is confidential in principle. If public want to read it, they must follow a lot of necessary procedures to do that. Moreover since the list of the projects is not available to the public, if they do not know what the project name is, it is impossible to follow the procedures in reality.

4. Dutch Development Cooperation in Education

As mentioned in chapter 3.2, the Netherlands has focused especially on the basic social service including education. It, above all, has increased the budget allocation for basic education and training in recent years because of the belief that illiteracy is a main cause of poverty. The amount of allocated budget for basic education is 30 per cent of the theme 'education, research and culture' in 1999 (Ministry of Foreign Affairs, 1999c).

4.1 The Policy and Priorities of Dutch Educational Aid (Ministry of Foreign Affairs, 1991,1993, 1994a)

The policy document published in 1966 shows that the transfer of knowledge is the key element for the development of developing countries. One focal point of which is the reduction of illiteracy. The target groups of Dutch aid in this period, however, are those who are already literate. The Netherlands tried to maintain and improve their knowledge through the reinforcement of the printed industry. Therefore, the Netherlands focused on the supports for the constructions of training facilities for journalists and the development of the printing production.

In the policy paper published in 1976 educational cooperation got the central position in Dutch aid policy in the same areas as health care and agriculture did. The goal of educational aid in this policy was for people to benefit and choose their life by primary schooling, which enable to acquire not only 3R (writing, reading and reckoning) but also skills for personality and society development.

Moreover the provision of training since the 1960s, which is for people in developing countries, was changed after the policy of 1976. Under the policy of 1966, despite the fact the training people in developing countries is done best in their own countries for real needs, the number of training courses done in the Netherlands increased because the capacity of the facilities in developing countries could not keep up with the rapid change. After 1976, however, there was no newly established institution in the Netherlands. Inversely the Netherlands supported more strongly the establishments of the facilities for training in developing countries. As a result, the international education project (IOP) programme was started to develop and reinforce training institutions in developing countries through the shift of the activities from the Netherlands to developing countries.

In the 1980s, which marked the gap of scientific and technological knowledge between developed and

developing countries by the rapid advance in developed countries, Dutch development policy in 1984 stressed the reinforcement of capacity building and manpower not only in developed countries but also in developing countries to reduce the gap. In this period, therefore, higher education and vocational education were preferred to formal primary education because Dutch policy focused on matters directly connected with reducing the gap rapidly by capacity building at government level, training for teachers and trainers at all levels, non-formal adult education for women and vocational education at all levels. Reflecting these trends in this period, 'The Sector Programme for Training, Education and Research' issued in 1986 insisting on 1) institution building in developing countries and 2) manpower acquired by training and education not only in developing countries but also in the Netherlands.

The Dutch policy on educational aid was issued in 1992. It showed more detailed-frameworks on educational aid based on the policy document of 1990 called 'A World of Difference'⁽¹³⁾.

The policy of 1992 had five focal themes (Ministry of Foreign Affairs, 1993). First, basic education was focused on adding higher and vocational education⁽¹⁴⁾, which had been stressed as the focal sectors of Dutch educational aid since the 1980s. Regarding the area of basic education, the Netherlands supported adult education by means of functional literacy programmes, distance-learning, formal and non-formal primary education for all children. The targets were mostly concentrated on twenty-three countries; Burkina Faso, Cape Verde, Mali, Niger, Guinea Bissau, Tanzania, Uganda, Kenya, Mozambique, Zambia, Zimbabwe, Namibia, South Africa, Yemen and Palestine/ the Occupied Territories⁽¹⁵⁾ in Africa, Bangladesh, Pakistan and India in Asia, Costa Rica, Nicaragua, Honduras, Guatemala and Bolivia in Latin America. The aid for Africa was, especially, increased 50 per cent up.

Second, the promotion of access to education and equal opportunities for all⁽¹⁶⁾ was also regarded as important. Multi-class teaching, distance teaching and part-time education and the involvement of the local community were as alternative educational methods (Ministry of Foreign Affairs 1994a, 8). The Netherlands made greater effort for access to secondary education for girls in Islamic countries, such as school constructions for girls only and access to higher education for disadvantaged groups.

The third theme was the maintenance and progress of educational standards. Dutch policy on educational aid mainly focused on three features: the quality of teaching staff, curriculum and management, because it seemed to affect to educational standards (Ministry of Foreign Affairs, 1993, 65-66). Teaching staff's standards were improved through in-service training and activities concerned with salary, which is one of teachers' motivations. Curriculum standards meant the strengthening of research into true learning needs and learning process of learners, of learning materials and its production and delivery.

The fourth feature was the underpinning of capacity building and education systems in developing countries, which was consistent since 1976. The reinforcement of education systems meant the efforts for coordination and exchange among each education form such as formal, informal and non-formal education and among the works both of governmental and non-governmental levels. As for capacity building, Dutch aid concentrated on the levels of higher education and the governments through training and budget's support.

The last focal point was the coordination at local, national and international levels. There are often gaps between curriculum made by government and the needs of society. Therefore the Netherlands stressed the coordination between local and national level. To support the efforts of the governments in question, the Netherlands focused on the exchange of information and the joint studies of the education sector, and the harmonising procedure for the preparation and implementation of activities among donor

level (Ministry of Foreign Affairs, 1993, 68-69, 1994a, 9.)

4.2 Dutch Policy on Basic Education – the Highest Priority–

As mentioned in chapter 4.1, basic education has been central in the Dutch educational aid policy in the 1990s. The budget for basic education was expended considerably from NLG 20 million in 1992 to NLG 130 million⁽¹⁷⁾ in 1998, furthermore to 175 million⁽¹⁸⁾ in 1999. The number of basic education projects both directly and indirectly is more than 200 recently (interviewed in 2000).

4.2.1 The Objectives of Dutch Policy on Basic Education and its Focal Points

The concepts of Dutch aid on basic education are primary education, pre-school education, adult education, vocational training, teacher training and education for refugees, with the latter three areas considered under junior level or at the case mentioned ‘basic education’. The objectives of Dutch policy on basic education are separated into three parts: 1) to maintain and improve the quality and relevance of basic education, 2) to achieve social justice by supporting for equal opportunities for all in getting basic knowledge and skills needed for their own life and 3) to reduce gender gap and increase gender justice through supporting women’s empowerment (Ministry of Foreign Affairs, 2000). The first objective seems to be oriented towards the third theme of the policy of 1992 (See Chapter 4.1). The second aim relates to the second theme of the policy on educational aid in 1992 (See Chapter 4.1). In principle, the recipient governments’ ownership of implementing its educational reform is valued in the Dutch policy on basic education.

The new policy document (Ministry of Foreign Affairs, 2000) indicates several points to achieve the first objective. The first objective needs curriculum development by considering children’s situation and socio-cultural background, implementation of child-centred teaching methods, teaching knowledge and skills related to socio-economic development of the area in question. A training system for teachers and the enhancement of teachers’ status and motivation will contribute to improve the quality of basic education. The use of mother language of students also enhances their achievement level. Effective school management guarantees the effectiveness and efficiency of education. Furthermore, according to the new policy document (Ministry of Foreign Affairs, 2000), the government in question is required to develop the national assessments with qualitative criteria in evaluating the progress of students’ learning process and performance; the Netherlands is supposed to help these efforts.

Regarding the second objective, to involve civil society policy planning, implementation of the activities must contribute in the enhancement of social justice. Furthermore considerations for some matters in planning and implementing the activities will give the educational opportunities for all. These matters involve decreasing school distance by school mapping, involvement of the community in question, curriculum development with parents to link it to the local situation, the adoption of local teachers who speak the mother tongue, introduction of flexible school time schedules, specific allowances⁽¹⁹⁾ for disadvantaged students and the supply of services for pre-school pupils.

As to the third objective, the Netherlands advises recipient governments to work towards gender equality and requires conducting activities concerned with women. Moreover, the new policy document indicates measures and activities regarding gender. These measures seem useful for the indicators in assessing and planning the activities.

4.2.2 Features of Implementation

The world trend, which is moving towards improvement of quality and sustainability of aid, led the Netherlands to work towards sectoral or sub-sectoral budget support (Ministry of Foreign Affairs, 2000, p.33)⁽²⁰⁾. Since 1998, in particular, the Netherlands adopted the sectoral approach as part of the country policy in certain sectors. Previous to this trend, basic education sector had already adopted these approaches since 1994. To improve the entire educational sectors, this sectoral approach needs not only the cooperation between recipient government and the local civil society in the area in question, but also the coordination among donor countries. It means the necessity of partnership at both national and international levels.

According to the Dutch policy on basic education, each recipient country takes the responsibility to manage its own educational reform including strengthening its educational system. At preparatory level, all partners join the policy dialogue to discuss agreements on the proposal of recipient government including strategies of the activities. If the proposal seems not feasible, it is corrected to become acceptable with the policies of both recipient and donor sides.

On the other hand, the tasks of donor sides are to join in the policy implementation through constantly financial support, and helping the government develop joint monitoring system with qualitative and financial indicators, supporting monitoring implementation of activities, providing of expertise and initiating policy reform or introducing innovative approaches for reform (Ministry of Foreign Affairs, 2000, 37). Concerning the Netherlands, the embassies abroad and educational specialists participate actively at this level.

The aid effectiveness depends on the effectiveness of donor coordination. The first agreement at policy dialogue affects later donor support. Therefore the Netherlands insists on a kind of written pledge and plan from the government to make certain partnership to be approved by all partners because it is difficult for all donors to get approved of supply sectoral support (Ministry of Foreign Affairs, 2000, 37). At the same time, this requirement from the Netherlands also seems to be useful for confirmation of ownership.

Dutch embassies abroad play a great role in several stages. First, as mentioned above, they support recipient governments; assess proposals at policy dialogue making sure that the implementation follows the agreement and policy aims and look for solutions to make the implementation smooth.

For the countries which focus on basic education as one of the priorities, the Netherlands keeps a long-term relationship with structural cooperation. On the other hand, for the countries which haven't placed education on one of the focal sector, the Netherlands just pursues the active policy on basic education whether it's an element of other sector given priority or not (Ministry of Foreign Affairs, 2000, 38).

Before policy dialogue, Dutch embassies abroad make sector plan regarding education sector in the country in question (Ministry of Foreign Affairs, 2000, 38). Although it's deskwork, it contains a descriptive data concerning to education sector in the country. They analyse not only the policy in education sector but also political and social factors, considering the effect after the implementation. Moreover they compare the plan with the Dutch policy on basic education and the EFA objectives. This sector plan is periodically updated and is used as basis for educational sector in the country in question for several years. The embassies strengthen the sector plan through organisational audits to assess sure the capacity of the ministries level (Ministry of Foreign Affairs, 2000, 39). (See Figure 5)

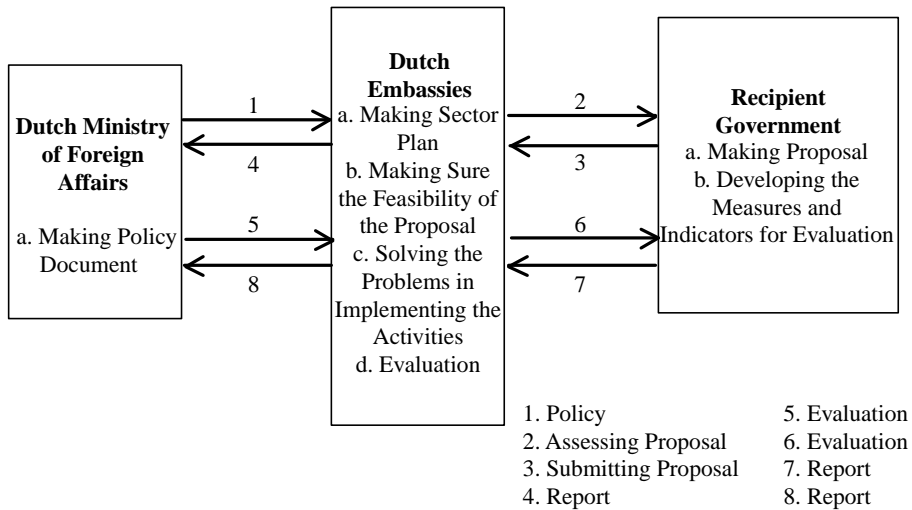


Figure 5. The Tasks of the Ministry, Embassies and Recipient Government

5. Concluding Remarks

This paper tried to examine the Dutch efforts for transparency and the effectiveness of ODA and the features of educational cooperation. With regard to the former topic of this paper, the Netherlands has made efforts not only of allocating its budget to each recipient country, but also of reorganisation to simplify and strengthen policy, as one way of enhancing transparency and the effectiveness (See Chapter 3.2). Moreover its evaluation policy was also changed for effective cooperation. However the Netherlands still has problems regarding evaluators, despite having been identified as problem back in 1995. The Netherlands has not set any indicator and standard for evaluation yet. Therefore, most of the evaluation reports include superficial matters. Moreover the Netherlands does not have monitoring system. If monitoring is carried out during a project phase, the project has the possibility to be improved and become more effective. Therefore there should be a monitoring system for the effectiveness of new or present project activities and accountability toward its constituents.

As mentioned in Chapter 3.4, most of the evaluation reports are focused on long-term review. Though the Netherlands, of course, publishes annual reports and Dutch nation can know the general features of few latest activities, the Netherlands should report more recent activities because ODA comes from precious taxes of the nation. The public also should be made aware of this matter by publishing annual reports. Whether it is true or not, the Netherlands system of development cooperation tries to attain transparency and the effectiveness for both Dutch and recipient governments. However it seems not enough for Dutch taxpayers.

With regard to Dutch educational cooperation, the Netherlands just helps the recipient governments in question, by developing national assessment with qualitative criteria in evaluating the progress of students' learning process and performance. On the evaluation of performance, though it is necessary for recipient government to manage by itself, the Netherlands must participate in the evaluation process of performance.

Furthermore it could be noted that one of the objectives is the progress of educational standards, since the Netherlands focuses on quality rather than quantity. Moreover it could also be noted that it stresses capacity building along the lines of the Dutch policy on educational cooperation.

Moreover, joint monitoring system with qualitative and financial indicators should be organized since the Netherlands participates in the policy making.

Finally this study shows that Dutch embassies abroad play a great role in several stages (See Chapter 4.2.2). To make educational aid more effective, the Netherlands could suggest on what is important matter, how to do or not what to do.

Notes

- (1) Nuffic focuses on international cooperation in higher education.
- (2) Poverty alleviation has been the one of the constant themes in Dutch aid activities.
- (3) The amount of ODA and the percentage of the GNP decreased in 1994
- (4) The Netherlands Antilles and Aruba, Suriname are of colonial relations with the Netherlands.
- (5) Before reorganisation, DGIS staff is only specialists of development cooperation. However after that, generalists' staff increased.
- (6) Bilateral relations department also supplies the information collected and updated by itself to the department and ministries which support in making policy documents.
- (7) The former name is IOV (Inspectie Ontwikkelingssamenwerking te velde), which focused only on evaluating Dutch aid policy. But IOB's authorization was spread to the evaluation of other parts of Dutch foreign policy. (Ministry of Foreign Affairs, 1995c, 1996b, 1999a).
- (8) In this period approximately 250 evaluation reports were created.
- (9) IOB changed its evaluation policy from project evaluation to programme evaluation in 1986.
- (10) Though the Netherlands published an evaluation report regarding to evaluation, the title-Evaluation and Monitoring (1995b), it is just a review.
- (11) DANIDA is the name of the department dealing with development cooperation in the Danish Ministry of Foreign Affairs. It published the evaluation guideline in 1998. According to interviews (2000), the contents of present evaluation procedure are the same to DANIDA's one.
- (12) The meaning is that recipient countries are responsibility for its own development.
- (13) The policy document pays great attention to basic education, the reinforcement of education systems, more attention to educational and research capacity building in developing countries, focal support to Sub-Saharan Africa, the importance of raising the educational standards rather than the expansion, and priority to the activities to the educational needs of developing countries and not to the supply side in the Netherlands. (Ministry of Foreign Affairs, 1991, 179-181, 1993, 62, 1994a, 6-7)
- (14) The budget for higher education occupied 45 per cent and 38 per cent for vocational education in 1990 (Ministry of Foreign Affairs, 1993, 63-64)
- (15) Yemen and Palestine/the Occupied Territories were regarding as a part of Africa in the policy document on educational aid of 1992 (Ministry of Foreign Affairs 1993, 72-76)
- (16) It means girls, women, disadvantaged groups such as ethnic minorities, children in remote area and refugees (Ministry of Foreign Affairs, 1994a, 8).
- (17) It includes the budget for training.

- (18) Ditto
- (19) Such as eradication of school uniforms and supply for scholarships, school service and health service.
(Ministry of Foreign Affairs, 2000, 42)
- (20) In brief, it means joint support with other donors.

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