Japan Education Forum IX

Collaboration Toward Self-Reliant Educational Development

February 7, 2012
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Ministry of Education, Culture, Sports, Science and Technology (MEXT),
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Organized by:
The Ministry of Education, Culture, Sports, Science and Technology
The Ministry of Foreign Affairs
Hiroshima University
University of Tsukuba
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Table of Contents

Background and Objectives

Achieving quality basic education universally is a common goal of paramount importance throughout the world. Japan has been leading the international community through the occasions of G8 Summits and TICAD in an attempt to realize Education for All (EFA) goals by 2015. The Government of Japan launched its new education cooperation policy at the High-level Plenary Meeting of the United Nations General Assembly on the review of the MDGs, proposing a basic education assistance model called "School for All". Over the next five years starting in 2011, Japan will support the education sector comprehensively under the concept of human security. To achieve these objectives, Japan has been assisting the self-reliance efforts of its partner countries and striving for aid effectiveness.

The target year 2015 for achieving EFA goals and MDGs is drawing nearer. While aid modality employing financial support and policy/program assistance covering the whole education sector has permeated, we are facing significant challenges that need to be addressed: Issues of school management, quality of teachers, instruction and learning process, as well as reaching the marginalized children. In the meantime, Japan's educational cooperation has conventionally focused on assisting specific improvements on the ground and has provided assistance that is responsive to various needs of the partner countries. International cooperation for education stands at the crossroad. What issues should we address and how? Which direction are we heading? These are the vital issues worth our attention.

The 9th JEF features the theme of "Aid Effectiveness and Responsibility of International Cooperation in Education". With prominent practitioners in educational aid invited from international and bilateral development institutions as well as noted scholars specializing in educational development, we will discuss "Aid Effectiveness" and international cooperation in education, anticipating post-EFA. How could Japan's abundant field-based experiences contribute to the development of education in accordance with policy-oriented trends? We warmly welcome all participants to actively join this discussion.

The Japan Education Forum (JEF) is an annual international forum established in March 2004 through governmental and academic collaboration regarding Japan's educational cooperation. Its purpose is to provide an opportunity for open and frank exchanges of opinions and ideas by officials in the public sector, practitioners of international development and NGOs, and scholars, on ways of promoting self-efforts of developing countries toward sustainable educational development, and of effective international cooperation in education. The forum also offers an opportunity to present Japan's own experiences in educational development and its international cooperation in practice.

[Opening Session]

Opening Remarks by **Yuko Mori**

Senior Vice-Minister of Education, Culture, Sports, Science and Technology, Japan

I would like to express my sincere gratitude to all the participants in today's Japan Education Forum IX. On behalf of the Ministry of Education, Culture, Sports, Science and Technology (MEXT), one of the organizers of the program, I would like to extend a warm welcome to all of you.

This forum, co-sponsored by the Ministry of Foreign Affairs (MOFA), Hiroshima University, the University of Tsukuba and MEXT, has been held annually since 2004. Practitioners at the forefront of bilateral or multilateral cooperation in education as well as experts in this area are invited to exchange views on how the international cooperation in education can support the self-reliant educational development and ownership of developing countries.

The theme of this year's forum, "Aid Effectiveness and Responsibility of International Cooperation in Education," addresses the issue of international cooperation in education after "Education for All" (EFA). The international community is making concerted efforts to achieve EFA and the "Millennium Development Goals" (MDGs) as the target year of 2015 approaches. Through various endeavors in international cooperation in education, 1) the number of children not attending school in 2008 in the world decreased to 67 million, down from 106 million in 1999; and 2) in particular, significant progress was seen in Southwest Asia where the number of out-of-school children dropped by half.

Despite this progress, (1) the demand for lower secondary schools has been increasing and yet there are a large number of young people who are still not able to go to school and (2) many children have superficially graduated without thoroughly acquiring basic reading, writing and arithmetic skills or have dropped out of school midway through the course. If this continues, 72 million children will still be out of school in 2015, which will be far from achieving the target.

By verifying the outcomes of past cooperation and the challenges that remain, we must thoroughly review how educational cooperation should be pursued. Amidst serious global economic conditions, the field of education has seen a great deal of investment by the world, including Japan through ODA, but the fact remains that despite the investments, the target has not been achieved, which entails a need to thoroughly verify whether or not such investment is actually being effectively utilized, and we also believe that it is essential to strive to use the valuable budgets of each country and international organization in the most effective way.

Japan has focused primarily on field-based projects in conducting international cooperation in education. Recently, however, new approaches to cooperation are being more actively implemented, including financial support and/or support in policy formulation. The effectiveness of each approach must be further verified in order to carry out the most relevant support addressing the actual situation of each country and its needs. In this way, we must make every effort to achieve the goal of EFA.

Moreover, since child labour is an impediment to achieving the goal of EFA, we believe that, in order to achieve the goal of EFA, it is vital to provide support to all children suffering under adverse conditions, including the practice of child labour, and to offer educational support to those countries affected by conflicts and disasters.

Dr. Birger Fredriksen, former Director of the Africa Region Human Development Department of World Bank and Dr. Ruth M. Mubanga, Director General of the Education and Specialized Services of Zambian Ministry of Education, are today's keynote speakers. Both of them have worked for many years in the field of international cooperation in education on either the donor side or the recipient side. I believe they will give valuable input to our discussion.

We have also invited four panelists from Japan and abroad for our afternoon session. I am sure we will have a lively discussion as they offer their views on future international cooperation.

In closing, I would like to thank all of those who gave their time and effort to organize this forum. I sincerely hope that today's forum will benefit your future endeavors.

[Opening Session]

Opening Remarks by **Kazuhiko Hamada**

Parliamentary Vice-Minister for Foreign Affairs, Japan

- It is my great pleasure to welcome you to the Japan Education Forum IX.

- This is indeed an important year as only three years are left until 2015, which is the target year for the United Nations Millennium Development Goals (MDGs).

- Since the Great East Japan Earthquake on March 11, 2011, Japan has received aid from the international community, to which it had offered aid. Japan has also conducted technical transfers in various sectors, including education, and is proud of its ODA.

- Japan has been making various efforts to achieve the goals of the Education for All (EFA) and MDGs by the target year of 2015. Japan cannot do this alone. In order to achieve these goals, further collaboration by the international community is essential. From the viewpoint of human security as well, united global efforts are imperative.

- Education has always been an extremely important factor in the creation of a society with a safe and comfortable environment where people can care for their families and their communities. In today's context, education is becoming even more important. The Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Foreign Affairs and all other public agencies must unite to promote education. Collaboration between the public and private sectors is also important as seen in the joint public-private initiatives of the Gates Foundation. For every challenge we face, we must be aware that we are all in the same boat.

- We hope that this forum will provide an opportunity for meaningful and candid discussions among the participants from the public and private sectors as well as educators on the relevant themes, including the nature of aid and evaluation methods so that we can strengthen our ties for further collaboration. At this forum as well, I would like to see a spirit of collaboration in conducting discussions so that the MDGs can be achieved at the earliest possible time as the target year of 2015 approaches.

Executive Summary of the Japan Education Forum IX (JEF-IX)

- Collaboration toward Self-Reliant Educational Development -

Outline of the Forum

Japan strongly acknowledges that for all people and all countries around the world, education is the foundation of self-reliant nation building and development, and contributes to realizing human security. As such, Japan launched its new education cooperation policy at the High-level Plenary Meeting of the United Nations General Assembly on the review of the Millennium Development Goals, proposing a basic education assistance model called "School for All". Japan has been assisting the self-reliance efforts of its partner countries and striving for aid effectiveness. This was the topic of the 9th Japan Education Forum (JEF), an annual international forum established in March 2004 through government and academic collaboration as part of Japan's educational cooperation. The purpose of the forum is to provide an opportunity for open and frank exchange of opinions and ideas among a wide range of stakeholders. The forum is jointly organized by the Ministry of Education, Culture, Sports, Science and Technology (MEXT), the Ministry of Foreign Affairs (MOFA), Hiroshima University and the University of Tsukuba. The event is also supported by the Japan International Cooperation Agency (JICA).

This year JEF IX was held in the Assembly Hall of the Ministry of Education, Culture, Sports, Science and Technology on February 7, 2012 in Tokyo, focusing on the theme of "Aid Effectiveness and Responsibility of International Cooperation in Education". Prominent practitioners in educational aid from international and bilateral development institutions as well as noted scholars specializing in educational development discussed "aid effectiveness" and international cooperation in education, anticipating what will happen post-2015. In the morning, two featured keynote speakers addressed the assembly. The first keynote speaker, Birger Fredriksen, former Director of the African Region Human Development Department of the World Bank, was followed by a keynote speech from Ruth M. Mubanga, Director General of Education and Specialized Services of the Ministry of Education in Zambia. A question and answer session followed in which the audience could discuss the issues freely with the keynote speakers. The afternoon featured a panel session, which presented multiple viewpoints on "What Do We Mean by Effectiveness for Education Cooperation?" and included further opportunities for discussion between the attendees and speakers. The event concluded with open discussion among all of the speakers. In total, more than 150 people participated in the forum including diplomats from many foreign embassies, various ministry officials, development cooperation agency representatives, university faculty members, NGO/NPOs and the general public.

Keynote Speech by Dr. Birger Fredriksen, Former Director of the African Region Human Development Department of the World Bank

In his keynote address entitled "Revisiting Aid Effectiveness for Education in the Changing Global Climate", Dr. Fredriksen began with a summary of Official Development Assistance (ODA) and stressed that the emergence of new donors, such as China, will influence trends in the future. Over the past decade, education's share of aid has remained static at 10-12% of total ODA; however total education aid increased in 2009. Fredriksen stressed that to enhance aid effectiveness is a multi-faceted challenge that goes well beyond the technical efficiency of aid delivery by donors and used by aid-recipient countries which is the focus of the Paris Declaration on Aid Effectiveness. While important and necessary, to deliver aid efficiently is not sufficient to ensure aid effectiveness if the allocative efficiency is poor, that is, if the aid is not strategically used where it can have the greatest impact on total education spending (domestic spending plus aid). Similarly, it does not help much to be able to demonstrate that a small, ring-fenced aid project implemented

by a donor or non-governmental organization is efficient if the results cannot be replicated to impact the overwhelming majority of education spending, which in most countries is from domestic resources. Too little attention is given in the international debate on aid effectiveness to the allocative efficiency of aid and to <u>aid sustainability</u>, including possible harmful impacts of long duration of high levels of aid dependency. To focus more on such aspects would be in line with the recent Busan Declaration's call for broadening of the international aid debate in order to enhance the attention to *more effective use of aid* to promote development. There is also little public discussion on how efficient aid has been in supporting global public good functions in the education sector. He concluded by emphasizing that the lack of global leadership in education has both reduced the effectiveness of available aid by not ensuring that it is allocated effectively and by lessening the effectiveness of the education sector in mobilizing additional resources. Whereas the health sector has been able to increase substantially its share of total aid over the last decade, education's share remains unchanged. For education aid to become more effective in helping countries address emerging challenges – which will require more knowledge and capacity-intensive policies than during the last decade – it is paramount that the global aid community take concerted actions to make aid allocation and coordination much more evidence-based, that is, allocating aid to areas and purposes where it can have the greatest impact on education outcomes. This is particularly important at the present time with high budget deficits and increasing skepticism in donor countries about the effectiveness of past aid.

Keynote Speech by Ruth M. Mubanga, Director General of Education and Specialized Services of the Ministry of Education, Zambia

Director Ruth M. Mubanga discussed aid effectiveness in her keynote speech by sharing a case of collaboration toward self-reliant education development in Zambia: the school program of in-service training for the term (SPRINT) program. Throughout her speech, she emphasized that when teacher professional development is government-driven and donor-funded, there is very little teacher ownership. The lack of ownership makes the project unsustainable and the use of the traditional cascade system results in skill transfer but allows for very little input and hence encourages dependency on centralized initiatives. However, when aid is used in school-based projects such as the Strengthening Mathematics Science Technology Education (SMASTE) project and schools are thus held accountable, ownership results in knowledge being actively acquired by the participants. Throughout her speech, Mubanga stressed that consultant injecting expertise does not result in ownership. It is only by holding schools responsible that buy-in occurs and programs become sustainable. However, she emphasized that attention must be given to local values and knowledge and their alignment with continuing professional development policy. As has been shown in Zambia, aid is not effective when it attempts to replace existing capabilities in partner countries with knowledge and systems produced in foreign countries.

At the conclusion of both keynote speeches, a question and answer session moderated by Professor Kazuhiro Yoshida, the Center for the Study of International Cooperation in Education, Hiroshima University, was held. Questions were received from audience participants from South Africa, Jamaica, the United States and Japan. Topics included aid allocation to secondary school programs, marginalized student populations and minorities, the issues of teacher education and mobility, the objectives of aid agencies and local expertise in promoting ownership.

Panel Session

A panel session was held in the afternoon under the theme "What Do We Mean by Effectiveness for Education Cooperation?" Dr. Dorothy Nampota, Director of the Center for Education Research and Training of the University of

Malawi served as a presenter and was also the moderator for this session. Two panelists provided the audience with reports of effective collaboration in the education sector, one in Malaysia and another through JICA-sponsored projects. The third panelist challenged the audience to reflect on the paradigm shift in donor aid occurring today. Dr. Nampota concluded the session with a presentation on opportunities and challenges facing Malawi.

Dr. Ui Hock Cheah, Senior Specialist of the Research and Development Division, Southeast Asian Ministers of Education Organization (SEAMEO), Malaysia, began the session by illustrating SEAMEO as an example of effective regional cooperation in education. The effectiveness of SEAMEO results from each of the member countries sharing their strengths with other SEAMEO countries and sharing their expertise in niche areas and, in return, receiving benefits from the cooperation. Empowerment by the Ministers of Education further facilitates implementation of SEAMEO programs. Bilateral and multilateral cooperation with international organizations and other countries are also fostered through SEAMEO. The presentation further highlights the role of the Regional Center for Education in Science and Mathematics (RECSAM) as an example of how SEAMEO centers operate. Training programs in RECSAM, which have been in effect since the 1970s, are now supplemented with research to inform policy and pedagogy, with a bi-annual journal being published since 1978. In addition, the Malaysian center holds an International Conference on Science and Mathematics once every two years and the SEAMEO search for Young Scientist Congress in alternate years. RECSAM has also been conducting the JICA-TCTP training programs for African educators in collaboration with JICA and the Malaysian Government since 2008.

Dr. Shoko Yamada, Associate Professor of the Graduate School of International Development at Nagoya University, was the second presenter. She addressed the issue of Japanese educational aid in the face of a paradigm shift. Diversification of focus areas among donor organizations and the emergence of non-conventional actors have caused structural changes in educational cooperation. Compared to the earlier period when the donor community stressed the importance of harmonization, the recent atmosphere is more tolerant of diverse modalities. Specifically, Dr. Yamada highlighted the consistent characteristics of Japanese ODA in placing great emphasis on the "support for the self-help efforts" and human resource development as a major pillar of self-help development. Dr. Yamada concluded her presentation by asking the audience to reflect on the comparative advantage of Japanese aid by illustrating the characteristics and good practices of Japanese ODA, highlighting cooperation in community participation as seen in the School for All project in Niger, Senegal, Burkina Faso and Mali.

Nobuko Kayashima, Director General, Human Development Department of the Japan International Cooperation Agency (JICA) continued the discussion on effectiveness of education cooperation by focusing on JICA's policies and approaches in addressing issues for post-2015. JICA has taken a three-pronged approach to improve international cooperation in education by focusing on capacity development, strengthening of collaborations and addressing education development needs. Capacity development focuses on what would be most effective for a country and provides both technical and financial support through programs such as those in the basic education sector of Bangladesh. There are currently 14 countries participating in South-South cooperation and networking through JICA's strengthening of mathematics and science in primary and secondary education projects in Africa. Furthermore, this focus on mathematics and science in secondary education directly impacts on human resources development in our knowledge-based innovative society.

The final presentation of the session was made by Dr. Dorothy Nampota, who examined the opportunities and challenges in education cooperation in Malawi. Effectiveness of educational cooperation means alignment with established country priorities such as the National Education Sector Plan of Malawi. As criteria for success, there must be involvement in policy formulation and implementation resulting in ownership. Local actors who manage the project thus have mutual accountability, and outcomes include self-motivated teachers working in alignment with government

needs. While challenges still remain and current education cooperation is yielding mixed results, aid alignment appears well adhered to, so there can be expectations that capacity development and therefore ownership will advance along the same lines and be more strictly adhered to than at the current time.

After her presentation, Dr. Nampota moderated an open-floor question and answer session with the panelists. Questions were taken from participants representing China, Malawi, the Philippines, Saudi Arabia, the Japanese Ministry of Foreign Affairs and various universities in Japan and abroad. Topics addressed included aid effectiveness in secondary education compared to basic education, public-private partnerships across countries and regions, points on which to focus aid in Africa during the upcoming five years, further issues of collaboration as seen in SEAMEO, the need for a Japanese model of ODA and what impact the earthquake and tsunami of March 11, 2011 may have had on education.

At the end of the afternoon, Professor Kazuhiro Yoshida, Hiroshima University, moderated a concluding discussion with the panelists, panel session moderator and keynote speakers to briefly summarize the day's main points and to challenge the audience to reflect upon them sincerely. Professor Yoshida stressed that the purpose of the forum is not to reach a conclusion but rather to critically review what we have done so that we can set a new agenda for the future as an international community. With that, the 9th Japan Education Forum on Collaboration toward Self-reliant Educational Development was concluded.

[Keynote Speech]

"Revisiting Aid Effectiveness for Education in the Changing Global Climate"

Birger Fredriksen
Former Director, African Region Human Development Department, World Bank

Birger Fredriksen is currently a consultant on education in developing countries. Before retiring, he held various positions at the World Bank, including manager of the macro-economic division for West Africa, director of human development for Africa, and senior education advisor for Africa. Prior to joining the World Bank he headed the Economic Division of the Norwegian Institute of International Affairs, Oslo, Norway, and held various positions at UNESCO and OECD, both in Paris, France. His published work has focused on education development issues, especially in Sub-Saharan Africa. Recent publications include:"An African Exploration of the East Asian Education Experience" co-edited with Jee-Peng Tan and published by the World Bank in 2008, and "Education Resource Mobilization and Use in Developing Countries: Scope for Efficiency Gains through More Strategic Use of Education Aid", the Results for Development Institute, Washington, June 2011. He was the guest editor of the October 2010 issue of the Journal of International Cooperation in Education (JICE). Mr. Fredriksen holds a master's degree in Economics from the University of Oslo and a PhD focusing on educational planning in developing countries from the University of Lancaster (UK).

"Aid Effectiveness and Responsibility of International Cooperation in Education"

Birger Fredriksen

Former Director, African Region Human Development Department, World Bank

"Revisiting Aid Effectiveness for Education in the Changing Global Context"

The presentation discusses options for enhancing the effectiveness of education aid by allocating aid more strategically to enhance its impact on national education outcomes as well as on the global Education for All (EFA) goals for 2015 and beyond.

Total Official Development Assistance (ODA) from countries that are members of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) was US$129 billion in 2010. ODA is only one-third of total financial flows from DAC to developing countries; most of the other two-thirds comprise private direct investments. In addition to this financing from DAC countries, ODA from "new" donors is rising rapidly. This is also the case for various types of private flows such as remittances from workers abroad (US$307 billion in 2009) and funding from philanthropists and foundations.

Over the past decade, the education sector received only about 12% of total DAC ODA. In 2008, 41% of education aid was allocated to basic education, 17% to secondary and 42% to higher education. The comparatively high share for higher education is largely explained by that some major donor countries include as aid funding for foreign students studying in their countries.

In 2008, sub-Saharan Africa received about 28% of all education aid. The corresponding shares were 18% for East Asia and the Pacific, 14% for Arab States, 12% for South and West Asia, 8% for Latin America and the Caribbean, and 7% for Europe and Central Asia. The remaining 13% were not distributed by country. About 80% of education aid was provided through bilateral channels and 20% by multilateral agencies. Little information is available on how much the education sector benefits from funding from "new" donors.

In discussing aid effectiveness, it is useful to distinguish between two broad types of aid:

- Country-specific aid, i.e., financial and technical assistance delivered directly to countries through bilateral and/ or multilateral channels; and
- Global Public Goods (GPG), i.e., services such as aid coordination, technical cooperation, knowledge creation and exchange, collection and disseminating global statistics, etc., facilitated by global and regional GPG agencies and networks.

For country-specific aid we may distinguish between three different aspects of aid effectiveness:

(i) Allocative Efficiency: The extent to which aid is allocated to purposes and inputs where it has the greatest catalytic impact on national education outcomes;

(ii) <u>Technical Efficiency</u>: The extent to which aid allocated for a given purpose is (a) delivered efficiently by donors, and (b) used efficiently by recipient countries;

(iii) <u>Aid Dependency Efficiency</u>: The extent to which aid is allocated in ways that avoid creating aid dependency harmful to self-reliant education development.

For <u>GPG functions</u> we may distinguish between two additional aspects of aid effectiveness:

(iv) <u>Aid Coordination Efficiency</u>: The extent to which aid is allocated among countries and between country-specific aid and GPG functions in ways that maximize global education outcomes (e.g., progress toward the EFA goals), and

(v) <u>Global Public Good Efficiency</u>: The extent to which (a) aid is allocated optimally between GPG agencies and networks; and (b) high quality GPGs are delivered efficiently by such agencies and networks.

For most of the last decade, the global aid community attention to aid effectiveness focused almost exclusively on enhancing <u>technical efficiency</u>. This work culminated by the *2005 Paris Declaration on Aid Effectiveness* which adopted targets for improving aid efficiency in five areas: Enhanced national ownership; better alignment of aid on national objectives; enhanced coordination among donors to harmonize procedures and avoid duplication; increased focus on development results; and mutual responsibility for results. Progress toward these targets has been uneven. It has been monitored by the OECD and discussed at four international High-Level Fora on Aid Effectiveness, the latest held in November 2011 in Busan, Korea.

Very inadequate attention has been given to the other four types of aid effectiveness listed above. In particular, while improved technical efficiency is *necessary* to improved aid effectiveness, this alone is not *sufficient* if the aid is not *strategically allocated and used* to maximize impact on education outcomes, or the aid is allocated in ways that limits aid sustainability and progress toward self-reliance. Though the level of aid dependency is at worrying high levels in many sub-Saharan African (SSA) countries[1], in most developing countries, the vast majority of education funding is from domestic resources. Therefore, aid must be allocated strategically to maximize the impact of <u>total</u> education funding (external *plus* domestic) on education outcomes.

The need to use aid more strategically is reinforced by the increasingly tight aid budgets in traditional donor countries, resulting from the current economic crisis, growing disillusionment about aid effectiveness, unprecedentedly high levels of aid dependency in some countries, and rapid growth in funding from "new" donor countries as well as from a variety of private sources. Moreover, woefully little global attention has been paid to how to enhance the efficiency of GPG agencies and, subsequently, increase the funding of well-performing agencies.

The "Busan Partnership for Effective Development Co-operation" calls for a broadening of the international aid debate in order to enhance the attention to <u>more effective use of aid</u> to promote development. This is a welcome switch away from last decade's (a) single-minded focus on increasing the <u>volume</u> of aid -- although an increase is highly desirable, this should not distract from using effectively the aid that is available, and (b) limitation of the aid

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[1] In 2009, of 48 SSA countries, total aid for all sectors exceeded 10% of GDP in 22 countries and 20% of GDP in five countries. Aid exceeded 5% of GDP in only five countries outside SSA, and 10% only in Afghanistan. In 2006, the share of aid in public education budget was about 25% (median for 40 SSA countries).

effectiveness debate largely to improving technical efficiency. In particular, the "Busan Declaration" emphasizes correctly that it is time to broaden the aid effectiveness debate to give more attention to the challenges of *effective development* driven by strong, sustainable and inclusive growth; governments' own financing; effective state and non-state institutions; and regional and global cooperation. As noted by the "Declaration", this requires a rethinking of *what aid should be spent on* and *how* in order for aid to be an effective catalyst for development.

In short, there is an urgent need for the international aid community to progress toward <u>more evidence-based aid allocation and coordination</u> in order for aid to be able to respond more effectively to the major challenges education systems will face in the current decade. Some of these challenges will originate from *within* the system, others from *outside*. The former include "old" challenges such as low quality, inequity and persistence of weak institutional capacity as well as poor progress toward key EFA goals such as Early Childhood Care and Education (ECCE), adult literacy and skills development. Other internal challenges include the need to manage effectively the increased pressure on post-primary education, resulting from last decade's progress toward universal access to primary education, and the increased diversification in the delivery and financing of education.

Challenges from outside the education system include globalization; the growing role of knowledge and innovation in development; the rapidly rising internationalization of higher education and research; unprecedented social change; rapidly changing demography; climate change; and education's role in translating into reality the desire for more cohesive and equitable societies and for more accountable governments. In fact, increasingly, the pressures for changes in education programs and delivery mode come from outside rather than from inside the system.

A common feature of these challenges is that to address them will require more *evidence-based, knowledge and capacity-intensive* and *politically sensitive* policies than was the case for addressing the challenges faced during the past decade. In turn, to respond, the education system needs to make dramatic progress in building institutions for <u>leadership, accountability and innovation</u>. As noted in the 2008 UNESCO EFA Global Monitoring Report (p.27), "… extraordinary limited attention has been paid to strengthen national capacity" and "…countries need much stronger capacity to deal with the political economy of reforms and with technical constraints on implementation". In fact, one striking and paradoxical feature about education systems is their low capacity to learn and to innovate, be it to improve management and accountability, pilot and innovate to develop education policies and programs adapted to local conditions, or applying new technologies to improve the quality of learning. Education systems' ability to address next decade's challenges will more than ever depend on their ability to learn and embrace -- rather than resist -- change.

The most strategic use of aid to help countries address the above type of challenges *is also evolving rapidly*. First, *country-specific aid* must give higher priority to essential investments for <u>Capacity-Developing</u> (CD) that often are underfunded in a developing country context of severe budget constraints, where essential short-term urgencies often leave very limited funding for long-term investments. This will require a new CD strategy by both donors and countries, focused on building effective and accountable institutions able to mobilize, strengthen, utilize and retain existing <u>national</u> expertise. In the past, donor assistance for capacity building has often focused on long-term external technical assistance, training abroad and equipment, all mostly tied to services from the donor country. Also, one of the clearest lessons from the past half century is that CD takes time, often decades. In a context where donors increasingly tend to fund what can be measured in the short term, this need for a long-term vision -- combined with the complexity of measuring the impact of funding for capacity building -- accentuates the need for a new CD strategy.

Second, higher priority should be given to promoting equity through programs for marginalized groups who – while often large, e.g., almost 50% of adult women in sub-Saharan Africa and South Asia are illiterate and 67 million children are still out of primary school – have little political voice compared to students seeking entry to post-primary education.

Third, aid must give increased priority to helping improve education quality and relevance. This is essential in order for education to become a more effective tool in addressing the increasing "youth challenge". This said, *education alone* is not sufficient to turn the "youth bulge" from being a potential danger into an opportunity as done in successful East Asian countries. If education is not coupled with policies leading to growth and employment generation as well as more open and cohesive societies, the result is likely to just postpone the problem by shifting from a jobless *uneducated* "youth bomb" to an *educated* one. Governments that ignore the urgency and complexity of this challenge do so at their own peril as illustrated by the problems faced by many countries.

However, more evidence-based use of aid is hampered by serious *weaknesses in the global education aid architecture*. To address this weakness is essential to implement the "Busan Declaration's" call to move "from effective aid to cooperation for effective development". Increasingly, the effectiveness of aid is likely to be closely associated with the extent to which such aid can foster effective collaboration among countries, including through effective south-south and triangular cooperation.   To make this happen, the international community must give much higher priority to reforming global and regional agencies and networks performing Global Public Good functions, and providing adequate funding for well-performing such agencies and networks.

The presentation concludes by proposing some steps toward more evidence-based aid allocation and coordination. This includes analytical work to support consensus-building processes on global aid effectiveness issues, and the development of greater awareness internationally about the need for stronger global political leadership in the education sector [2].

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[2] This presentation is largely base on the following two publications:

Fredriksen, Birger (2010). "Enhancing the Allocative Efficiency of Education Aid: A Review of Issues and Options". *Journal of International Cooperation in Education*, Volume 13, Number 2, October 2010.

Fredriksen, Birger (2011). *Education Resource Mobilization and Use in Developing Countries: Scope for Efficiency Gains through More Strategic Use of Education Aid.* The Results for Development Institute, Washington, DC.

[Keynote Speech]

"Education Aid Effectiveness from a Developing Country Perspective"

Ruth M. Mubanga

Director General, Education and Specialized Services, Ministry of Education, Zambia

Ruth M. Mubanga is Director of the Directorate of Education and Specialized Services at the Ministry of Education, Science and Vocational Training in Zambia. Before taking the position, she was Principal of Nkrumah College of Education from 2002 to 2007. She also worked as Resource Center Coordinator, Senior Inspector of Schools in Science and Principal Inspector of Schools in Central Province of Zambia. She has teaching experiences in the field of science at secondary school and college levels for 10 years. Her academic background is Science Education. She holds a Bachelor's degree in education and science from the University of Zambia and a Masters' degree in Science Teaching from the University of Southampton(UK). She has collaborated in several science and teacher education projects at college and at national levels with several organizations, such as AfDB, Center for Commonwealth Education, Irish Aid, DfID, JICA, USAID, VVOB and World Bank. She has also presented several workshop and conference papers both in and outside Zambia.

"School Program of In-service Training for the Term (SPRINT) Program in Zambia
:*A Case of Collaboration Toward Self-Reliant Education Development*"

Ruth M. Mubanga

Director General, Education and Specialized Services, Ministry of Education, Zambia

1. Background

Zambia, through the Ministry of Education Science and Vocational Training (MESVT), recognizes the important role that teachers play in meeting the challenges of providing quality education. According to the Ministry of Education (MOE) (1996), the importance of employing well qualified and competent teachers is underlined in the national policy document, 'Educating our Future'. It further states that the quality and effectiveness of any education system largely depends on the quality of its teachers as they are the single most important resource and determinant of success in meeting the education system's goals. In addition, the educational and personal well-being of children hinges crucially on their competence, commitment and resourcefulness.

1.2. Policy on Teacher Professional Development

Zambia, in acknowledging the importance of teacher professional development, developed the following policy guidelines through its ministry:

1. In order to foster the quality and effectiveness of the education system, it was to promote the quality of individual teachers and of the teaching profession as a whole.
2. Acknowledged that the two pillars on which the professional competence of teachers rests were initial training and on-going in-career professional and personal development.
3. To pursue various options in order to increase the supply of trained teachers for Basic Schools.
4. Formulate broad guidelines and strategic approaches for the in-service education and training of teachers and exercise a coordinating role in respect of such training.
5. Recognizing that terms and conditions of service crucially affect the morale and commitment of teachers, the Ministry was to strive to have these improved.
6. The need to create a professional teachers' body that would set and maintain the highest professional standards among teachers.

1.3. School System

After independence in 1964, the country did not have the required number of trained human resources to drive the economy. In order to redress this, the Zambian Government built a university, teacher training colleges and trades training institutions to meet the human resource demand. Further, the school curriculum was reviewed to make it more relevant and to respond to the aspirations of the Zambian people.

The school system was made up of primary schools, grades 1-7, secondary schools form 1-5 and tertiary education ranging from 1year certificate courses, 2-3 year diploma courses and 4 year degree programs. The need to reform education was observed in 1977 and this included a change from a 7-3-3-4 system to a 7-2-3-4 system, and at the secondary level the nomenclature form 1-5 was replaced by grades 8-12. Other proposals included the introduction of alternative pathways of academic, as well as technical, which combined school with work. However, such reforms were resisted by the general populous as they were perceived as perpetuating the different classes in society. These reforms were later replaced by the 1991 'Focus on Learning'. The Focus on Learning Policy was short lived with little

implementation hence it was replaced in 1996, by a comprehensive National Policy on Education, 'Educating Our Future'.

1.4. Teacher Preparation

While reforms were taking place at school level very little took place at teacher training level. The Government revised the college curriculum and introduced the Zambia Primary Course for training of primary school teachers. This was later replaced with the Zambia Basic Education Course (ZBEC) in response to the changes that took place at primary and secondary school levels. Despite schools changing into basic school from grades 1-9 and high school grades 10-12, teachers were still trained for primary, grade 1-7 and junior secondary grade 8 and 9 and senior secondary school, grades 10-12, levels. This situation is being redressed with the new political will to introduce degree programs at primary level as well, at the same time increasing the years of training to three years in which students will graduate with diplomas.

1.4.1. Pre-Service Training Programmes

To match the changes that were taking place in the school system, the government built a total of 14 teachers' training colleges for the purpose of initial training of teachers. It further built teachers' resource centers for improving teachers' professional qualification and competence. In this setup, the teachers' initial training was at certificate, diploma or degree levels, in pre-service teachers training colleges, while professional development was done through workshops and seminars in schools and the teachers' resource centers. Pre-service training took place at three levels primary certificate, secondary diploma and university degree.

1.4.2. In-Service Education and Training (INSET)

There are two types of in-service education and training programs, a long term up-grading or professional courses for school teachers offered by the National In-service Training College (NISTCOL), the Zambia Institute of Special Education (ZAMISE) and the University of Zambia.

Short term INSET or Continuing Professional Development (CPD) consisting of capacity building programs mostly school based or held in teachers' resource centers, aimed at improving the professional as well as class room practice of school teachers. INSET programs have been used to upgrade the teachers' capacity, sensitizing and training teachers to implement new interventions in the education system such as the Primary Reading Programme, (PRP), Basic School Curriculum Framework (BSCF), Self Help Action Plan for Education (SHAPE), Programme for the Advancement of Girls Programme (PAGE), Action to Improve English, Mathematics and Science (AIEMS), new education materials in HIV/AIDS science kits, school health and nutrition, multi-grade teaching, and learner-centered methodologies.

Despite these interventions, the failure to implement the educational reforms in totality, lack of comprehensive curriculum review at teacher training and the nature of the training programs that were being offered compromised the quality of teacher education programs, lack of teacher competence and professionalism. At school level the quality of education suffered, as could be seen in the evidence from the results of the National Assessment Surveys that are carried out every two years.

To address the concerns over the quality of education the Ministry has embarked on improving teachers' professional qualifications and competence and at the same time improving the teaching and learning environment through provision of teaching learning materials and equipment and rehabilitation of the institutional infrastructure. The Ministry has provided teacher professional development through pre-service training provided at teachers' training colleges and through in-service training by school-based initiatives.

2. Cooperating Partners in Teacher Education

In the later 1970s the government introduced major political, social and economic reforms that included the introduction of a socialist ideology known as humanism, nationalization and Zambianization of major industries, morals and the support of independence freedom wars that took place in the neighboring countries. And on the international market the price of copper, Zambia's main export product, dropped drastically. In an attempt to resolve these challenges, the government borrowed from the World Bank, the IMF and other funding agencies. Unfortunately, flawed economic policies and economic mismanagement resulted in Zambia moving further into debt, moving from a prosperous middle-income country to a poor highly indebted nation. The economic hardships resulted in high poverty levels, and lack of investment in the social sector; as a result the quality of service provision went down. The economy was characterized by food shortages, long queues for essential commodities, lack of teaching and learning material and run down infrastructure.

The economy experienced a down turn, weakening of the Zambian currency (Kwacha) and high poverty levels creating a vicious cycle prompting the government to borrow more and to depend on the donor community to finance its education and health programs. It is against this background that major reforms in education as a whole, and in both in-service and pre-service training of teachers in particular, were either initiated or supported by bi-lateral and multi-lateral cooperating partners. The major players over the years in the teacher education sector have been United Nations agencies, Non-Governmental Organizations and international organizations that include USAID, DANIDA, SIDA, DFID, JICA, VVOB, World Vision, Children Fund, Save the Children, UNICEF and Commonwealth of Learning.

2.1. SIDA Education Aid Portfolio

In response to the financial challenges that were experience it was believed that the time had come to train and build the capacity of teachers and administrators in self-help initiatives. To this effect, the Self Help Action Plan for Education (SHAPE) project started in 1986 with the support of Swedish International Development Aid (SIDA). The aim of the SHAPE project was to enhance the capacity of schools and colleges for self-help especially in practical subject such as agricultural science, industrial arts and home economics. Using industrial arts teachers, the shape project set up industrial arts workshops and some teachers' resource centers. The SHAPE project encouraged teachers to be self-reliant in creating teaching and learning aids. In Lusaka, a national center was established to house considerable number of unique teaching aids developed by imaginative teachers who used low cost materials.

The SHAPE project and centers encountered difficulties in implementing change in the classroom. All teaching was from the front of the class with the blackboard as the major means of communication and presentation of written and visual information. Teachers and schools were unable or unwilling to take up the ideas and materials that teachers developed to use in the classroom. The idea to be viable on a larger scale needed to combine low cost with low preparation time and multiple use in the classroom.

2.2. DFID Education Aid Portfolio

In 1989 the Ministry with the support of Overseas Development Aid (ODA) later known as DFID, established 8 English teachers' resource centers in selected secondary schools to help improve the teaching of English. The English resource centers were provided with limited resource books, a type writer and duplicating machine which was later upgraded to an electric typewriter. The perceived success of the SHAPE and English teachers resource centers was the basis of establishing the Action to Improve English, Mathematics and Science (AIEMS) project. The organizational structures that were used for SHAPE and many of its centers were used in the AIEMS project.

The aim of the AIEMS project was to improve the teaching and learning of English, mathematics and science, through the establishing of a sustainable and well managed decentralized system of in-service teacher education. It was perceived that the in-service training would be achieved by providing the necessary resources to schools and training

head teachers and teachers in methods of resourcing and better management of schools. Finally the project endeavored to ensure that disadvantaged girls, women and pupils from poor socio-economic backgrounds had equitable access to project facilities and education in general. The AIEMS project used the cascade model of in-service which flowed from national to provincial, district zones and finally school level. At the same time the AIEMS established school based workshops and teachers' groups as a way of delivering in-service. The project established and fully equipped 14 provincial and 72 district teachers resource centers.

To ensure effectiveness of replication, the AIEMS project relied heavily of carefully structured modules; unfortunately this restricted the scope, effectiveness and flexibility of training, limiting it to discussion and talk. The relationship and status of leaders and participants restricted participation that would threaten the status of the participants. At school and zonal levels this was evidenced by a lack of skills development and critical reflection on personal skills, thus encouraging an abstract approach to ideas and skills. The cascade model encouraged dependency on centralized initiatives and the top down approach reinforced the talking/telling approach of in-service.

The teachers groups encountered difficulties through a lack of clarity, within the modules about the nature and role of the groups, difficulty in finding time for the group meeting and the groups did not encourage the sharing of good practices. When workshops were well funded at the beginning of the project, the teacher's resource centers were well utilized most of the time. However after the project came to an end the utilization of the resource center reduced due to long distances that teachers were required to walk and teachers did not use the resource centers to prepare teaching and learning aids. The resource center provided a spur and stimulus for a small group of teachers who used the centers.

Later, literacy programs, known as Primary Reading Program, and Breakthrough to Literacy were introduced, in which the most familiar language or language of play (mother-tongue) was to be used as a medium of instruction in the early grades to support literacy acquisition was a resource heavy project that could not be sustained. Similarly the challenge was that new National Assessment of Standards, and outcome based curriculum, were not assessed and the Zambian language proficiency tests had to be developed to assess this innovation.

2.3. USAID Education Aid Portfolio

USAID has supported the following: Community Health and Nutrition, Gender and Education Support Program (CHANGES2), established relationships with Ministry of Education structures to enable the Ministry advance a critical support to Community Schools. CHANGES2 also provided support to the design of training program for untrained teachers through distance learning, provided financial support to community school teachers who were undergoing training. In total 948 Community School Teachers (CSTs) and 412 teachers from public (Government) were trained in basic teaching skills.

The Educational Quality Improvement Project (EQUIP2) also introduced fundamentals of teaching, and school leadership and management course for heads of schools in order to improve school effectiveness. Equip2 also worked toward building on existing practices and strengthening in-service professional development structures. EQUIP2, working at the national level and fully integrated into the Ministry, was positioned to promote and assist a highly participatory process for developing the required policy shifts, providing to the Ministry led coordination and support.

On the other hand, Quality Education Services through Technology (QUESTT) supported and expanded the Interactive Radio Instruction (IRI). CHANGES2 and QUESTT projects had mandates to develop and support school level quality, strengthening Ministry of Education structures beyond the national level to classrooms.

2.4. DANIDA Education Aid Portfolio

With the assistance from the Danish government through DANIDA, the Zambia Teacher Education Course (ZATEC) program was initially designed to address the teachers' shortage that was experience in rural schools where pupils were taught by untrained teachers. The program allowed student teachers to spend one year in the college training and another

year in the field for school based experience. During the school experience, the students replaced the untrained teachers. It was hoped that through this initiative the standard and quality of education at basic school level would improve.

The concerns over the competence of teachers graduating from colleges were noted, such as teachers' knowledge of the subject content and the short time they spent in colleges for training. Due to these concerns the Ministry in 2008 revised the ZATEC course to include more content and also to allow students to spend more time in the colleges. The Ministry further made a decision to replace the primary certificate program in a phased approach with a primary diploma program. The primary diploma course was implemented in threes college scaled up to three more college and the final three by 2013.

3. School Program of In-service for the Term (SPRINT) System in Zambia

From 1980, initiatives to improve the quality of teaching in mathematics and sciences increased. Most of these were government-driven and donor funded, the concept of teachers' ownership of CPD programs was not promoted and in some cases, teachers participated due to directives of the program rather than for improving their professional competences (Hambokoma 2002 p21). As highlighted earlier, the INSET trainings up to the mid-1990s had little connection with CPD for teachers. As a result, the INSET education interventions in the Zambian context were redefined as stipulated in Government Policy on INSET in 1996. This necessitated the Government to authorize the School-Based Continuing Professional Development (SBCPD) activities as a way of developing a guide on how a sustainable CPD could be managed through a system known as "School Program of In-service for the Term (SPRINT)" (MOE 1996).

The issues surrounding teachers among others were insufficient knowledge and skills of teachers, especially seconded ones caused by the massive upgrading of middle basic schools to basic schools and basic schools to high schools. This was coupled with insufficient supply of appropriate teachers for the levels, hence leaving teachers being seconded to teach higher grades without sufficient knowledge and skills. Furthermore, there was an observation that teachers had limited access to join in-service training, as most CPD in the past had been either centralized or long term as observed in the 1997 education reforms. This made it difficult for   many teachers to participate. Even if it were so, most head teachers could not allow many teachers to leave the school at the same time for fear that there would be no one to teach the classes (Banda 2007). In many countries, during education reforms, teachers are asked to modify their teaching but instead they modify features to fit within their pre-existing system at the expense of the system requiring change (Fullan 1991).

Based on these, the government introduced Educating Our Future (MOE 1996), a policy document of the MESVT. The suggested strategic approaches for in-service teacher education include: programs which are demand driven, responding to identified needs; programs which focus on school needs and are based in schools or resource centers; cost effective programs which enable large numbers of teachers to have opportunities for learning; and programs which include not only studies on subject contents but also methodologies, use of materials or way of management in classrooms. Based on strategic approaches stipulated in a policy document, 'SPRINT' was inaugurated by the Ministry of Education as a framework for lifelong learning of teachers both in basic and high schools in 2000. However, not all the schools have implemented stable and effective meetings for teachers (Ishihara 2010; Banda 2007). The SPRINT program from the Zambian perspective involves; Teachers Group Meeting (TGM), Head-teacher's In-service Meeting (HIM), Grade Meeting at Resource Center (GRACE), Subject Meeting at Resource Center (SMARC) and School In-service and Monitoring (SIMON).

As stated by Banda (2011) from 1996, the SPRINT system took root in mostly basic schools countrywide. This was characterized by a combination of cascade and cluster approaches through the well-established network

of resource centers countrywide. At district level, almost all the resource centers were based in basic schools. The relationship between basic and high schools was weak and, no tangible INSET systems existed at high school except for departmental meeting. However, the system was very weak at high school level as teachers had a negative attitude toward the resource center. Hambokoma (2002) observed that little had changed in the programs for secondary school (high school) teachers since 1970 in Zambia. This means that by 2002 the SPRINT principals as advocated in Educating our Future (1996) were not being practised.

3.1. Strengthening of SPRINT via SMASTE School-based CPD through Lesson Study in Zambia

The JICA Strengthening of Mathematics, Science and Technology Education (SMASTE) School-based CPD through Lesson Study in Zambia started in 2005 in the period when JICA favored implementing comprehensive, crosscutting aid on a country-specific basis with a view toward carrying out effective and efficient aid. It is during this period that the implementation structure was gradually developed to promote a country-by-country approach (JICA 2008). During the same period, within Zambia, the Educating our Future policy document designed in 1996 was undergoing the process of implementation. In the said policy, ownership and sustained INSET benefiting many teachers were some of the priorities in teacher education. At the same time during this period, JICA started to develop a project cycle management (PCM) method for the planning, operation, and management of projects, using the methods of other aid organizations as a reference. All these were happening simultaneously both in Japan and Zambia where the focus on capacity building came into use from the second half of the 1990s in place of the term human resources development. This concept of capacity building attached importance on the overall development of abilities in organizations and society rather than the transfer of technology to individuals hence creating a direction for technical cooperation. Looking at how well this concept had been interpreted in subsequent projects becomes imperative in this case in order to ascertain the effects of such approaches to conducting ODA. This is supported by JICA (2008) who said that a different scale to that used in Japan was needed for measuring the effects of assistance; as well as taking into account the partner country's self-help efforts, it is important to share the perspective of the partner country in order to consider the results that the partner desires most.

The approach taken by JICA on the Zambian SMASTE project differed with that proposed by the UNDP's new model in the way knowledge should effectively be acquired. The elements of Japanese process-oriented approaches on how to acquire knowledge included; 1. Identification of local needs by both expatriate experts and their counterparts; 2. Interaction of foreign and local knowledge; 3. Use of expatriate experts to identify and mobilize local knowledge; 4. Learning by doing approach; 5. Long-term commitment with institutional back up support by donor sides; 6. Promoting mutual respect between experts and their counterparts; and 7. Non-commercial Technical Cooperation (TC) to mobilize knowledge in public sectors (IDCJ and IC Net Ltd. 2003). On the other hand, the SMASTE technical cooperation project in Zambia was operating because of the TICAD (1993), in which Japan emphasized the importance of African ownership in development and of partnership with the international community as seen in the New Partnership for Africa's Development (NEPAD) of 2000. In 2007, Japan occupied 5th position behind the USA, Germany, France, the UK in the ODA of DAC countries contributing 7,691m dollars of the total 103,655m dollars contributed by all the 22 DAC countries (JICA 2008). By 1998, of the total 22.6 billion yen ODA by Japan sent to Africa through the TICAD arrangement, Zambia ranked fourth highest recipient with 2 billion yen after Kenya, Tanzania and Ghana.

3.2. Rationale for SMASTE SBCPD

The objective of the SMASTE School-based CPD Project as a Technical cooperation project to help strengthen SPRINT activities in Zambia was based on the need to improve teaching and learning in the classroom. The focus was to align the projects with CPD policy advocating for sustainable INSET, helping it make INSET owned, sustained and cost effective. At the same time, to make INSET benefit more teachers because it was initiated and implemented locally.

It also favoured this approach because Lesson Study promotes team spirit among teachers. Table 1 shows the frame of implementation using a phased approach.

Table 1: Framework of Implementation

Starting year	Project Title	Focus of the Project	Target Area	Target levels	Target Subjects
2005	SMASTE School-based Continuing Professional Development Project	Implementation of Teacher Training (Introduction of Lesson Study)	Central Province	Upper Basic and High School	Science and Math
2007	SMASTE School-based Continuing Professional Development Project Phase 2	Implementation of School-based Training	Central Province (Basic & High Schools)	1.Central (Basic & High School) 2.Copper Belt & North Western Provinces (Upper Basic & High Schools)	1.All Subjects 2.Science and Math
2011	Phase 3 (under implementation)	Strengthening Teacher Performance and Skills (STEPS)	Whole Country	Selected 54 Districts in the Whole Country	1.All Subjects 2.Science and Math

Source: Banda (2011) unpublished

The Project inputs from Japan and Zambia are as shown in Table 2.

Table 2: Project Inputs Japan and Zambia

Starting year	Project Title	Project Inputs	
		Inputs From JICA	**Inputs from Zambia**
2005	SMASTE School-based Continuing Professional Development Project	1.Long-term expert: one (1) technical advisor 2.Training for education managers/teachers overseas Training (Japan: 5, Kenya: 83) 3.Budget for local activities: 4.6 million yen 4.Equipment and materials: 4.5 million yen	1.Counterpart personnel: 14 2.Budget in total: approximately 19 million yen
2007	SMASTE School-based Continuing Professional Development Project Phase 2	1.Experts •Two long-term experts on Lesson Study and INSET management and coordination and monitoring •Four short-term experts from Kenya SMASE 2.Training for education managers/teachers overseas: total 41 persons (Japan: 11, Kenya: 17, Malaysia: 6, technical exchange program with Uganda: 7) 3.Equipment and materials: 4.5 million yen 4.Budget for local activities 16 million yen (23%)	1.Counterpart personnel: 115 -National level: 7 -Provincial level: 33 (3 provinces) -District level: 69 (23 Districts) -College of Education: 6 2.Budget for local activities 54.3 million yen (77%) proportion by levels: National 7%, Province 8% District zone and school 85%
2011	Phase 3 (under implementation)	1.Experts •Long-term experts on Lesson Study and INSET 2.Training for education managers/teachers overseas 3.Equipment and materials 4.Budget for local activities	1.Counterpart personnel: 115 2.Budget for local activities

Source: Banda (2011) unpublished

The Project-Program Implementation Structure (SMASTE Science School-based CPD Project Phase II) in the Zambian case is as shown in Figure 1.

Figure 1: Phase I Project-Program Implementation Structure (SMASTE Science School-based CPD Project Phase II)
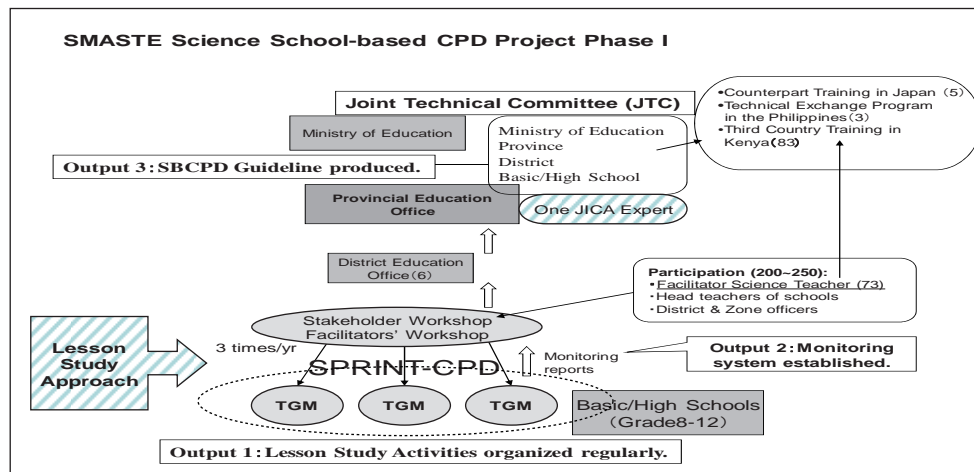
Source: Ishihara 2010

4. Impact of Development Aid

The SMASTE School-based CPD shows prospects of being a model of CPD in developing countries showing balance of effective ODA dynamics. Among the lessons learnt, JICA acknowledges that although the project provider looks at it as a project, in their report they have stated that they have learnt to conduct a project within a program framework in Zambia. At the same time, flexibility of implementation from both sides is observed as both groups focused on the evolving practice and looked for interventions during the progress implementation instead of sticking to rigid project Design Matrix (PDM) agreements. Such allowed for divergent experiences and ownership by Zambians.

i. **Characteristics of the School-based CPD through Lesson Study Approach since 2005**

The Lesson Study was introduced in 2005 to functionalize SPRINT and is imbedded in the MOE policy framework and budgets. It uses a combination of top down approaches such as Stakeholders Workshops (SHW), Facilitators Workshops (FW) and bottom up approaches in which topics or what teachers would like to learn comes from the grassroots needs. It is school-based and done through Teacher Group Meetings (TGM) during the term. It also strengthens the role of the resource centers as used its structures to deliver INSET building upon what was developed under the DFID concept. Further, it is a cluster approach since it works in the structure of zone resource centers.

ii. **Policy Shift in the Fifth National Development Plan (FNDP) and the Sixth National Development Plan (SNDP)**

The initial FNDP much as it had mentioned the need to address the issues of teacher professional growth, the political commitment was not clear. However, through the Phase I and Phase II experiences, by various stakeholders, the levels of awareness and need to invest into the teacher professional growth was increased. To that in effect when the time came to design the SNDP, the policy has been streamlined. This now strengthens the way teacher development activities will be conducted for the next five years. This carries with it political will and financial resource allocation within the country.

iii. **Ownership**

One form of ownership is in the policy shift in the FNDP to SNDP because of involvement of management on program design and implementation hence they give it priority in SNDP. During the project phase, within country interactions at various levels and various technical exchange of Zambian personnel increased the level of understanding the need for teacher professional growth. In addition, the Zambian personnel developed a

master plan for CPD, which goes up to the year 2023. Responsibility and ownership of players in teacher professional growth has increased. From the activities and actions, there was little visibility of technical staff in the projects as seen in Table 1. This led the Zambian team to be in the forefront to spear head the implementation of the program. Little is considered other than that there is a project but that the mind of the stakeholders are on improving teaching practices. This improvement shows a shift in the findings by Banda (2007) who noted that before phase I INSET trainings even though they targeted teachers, they had little connection with CPD for teachers, as it was a recipe type in design with limited access for teachers to join in-service training. Most CPD in the past had been either centralized or long term. This made it difficult for many teachers to participate. Even if it were so, most head teachers would not allow many teachers to leave the school at the same time because there would be no one to teach the classes. The ownership on both the part of the teachers and the administrators was not available. The design did not allow free interaction among the players in education. Even though they were meant as INSET for teachers, the available data shows that they were more on external knowledge acquisition than internal development of a teacher.

This development in the Zambian case agrees with the World Bank (2011) which said that improving the likelihood of more countries attaining the Millennium Development Goals (MDGs) depended not just on more resources but also, and quite critically, on improving the quality of service provision through better policies and stronger institutions. Table 2 indicates that Zambians took a greater share of total budget in both phases of the project period. Zambian government put in about 80% in the projects. This can be compared to other similar projects by JICA where the contribution by the recipient country is on the lower side. The discussions are currently taking place in development of phase three using two fronts, an in-country front as in preparation meetings and along with cooperating with the partner (JICA) based on experiences of the past.

iv. Sustainability

Most projects in the African context suffered from a continuity gap after the projects period. Zambia has had such challenges before. However, given the current global economic environment, citizens in developed and developing countries alike are demanding more value for their money. This requires closer attention to the causal chain linking spending to outcomes and actions to isolate and strengthen the weak links in this chain (World Bank 2011). In the Zambian case, the structures to support the implementation are available and there are early signs of suitability although not yet perfect. As Baba and Nakai (2010) put it, players in the school-based CPD projects are trying things their own way, which means the idea to find how best to develop their teachers is being implemented. In addition, the impact of the projects, based on pupil performance shows that results in the pilot provinces had improved (MOE 2010). This projects therefore takes into account the concerns raised by the World Bank (2011) that mostly the outcomes have been disappointing, partly because the spending focus has been narrowly trained on input provision, ignoring other parts of the causal chain that links public spending to better outcomes. Inputs continue to be important, but alone they are not sufficient for attaining the goals in many developing countries. One striking feature about this approach is that even though the project ended in February 2011, the schools at the grassroots were still conducting their activities as usual with no technical experts in Zambia. This shows early signs of sustainability being enhanced in an ODA recipient country.

MOE-Zambia and JICA (2010) in evaluating the School-based CPD (SBCPD) through lesson study observed the utilization of the existing [SPRINT] system was effective when introducing a new approach. The research also observed that lesson study was successfully introduced to Phase II pilot schools and had taken root. Since lesson study was introduced by using the existing system of in-service training (SPRINT) as its vehicle, it

could ease the tension among teachers and school administrators against a new approach. Utilizing an existing mechanism to introduce new ideas or approaches could help disseminate new ideas or approaches faster and at much lower cost while avoiding unnecessary uneasiness or opposition. In order for lesson study to take root in schools, both strong commitments by education administration and teachers' motivation are necessary.

5. Challenges

The major challenges identified on the international front are that too much effort has been devoted to increasing inputs, and not enough to ensuring that institutions provide services efficiently and responsively—and that consumers have the ability and incentive to use services efficiently and hold service providers accountable for quality (World Bank 2011).

In the Zambian case, the challenge would be to sustain the changes, as change is a gradual process. Challenges are on two levels, one at system level and others at implementation levels. The two need to be balanced in the process of implementation. Countries that have used school based CPD acknowledge that it requires practical wisdom (Baba & Nakai 2010) and that it is a long-term approach which would call for patience. This therefore tends to be in conflict with both the provider of ODA and recipients as they are both in constant demand for the results of the investments made. This is so because for quality facilitation and coordination to take place there is need for sustained attitude change. At the same time with the countries receiving ODA there are competing approaches with sector wide as well as other multilateral and bilateral approaches. To this effect more capacity is required to be developed at Ministry of Education level to act as a strong filter of all activities before it is off-loaded to the implementation level. All these require patience and long-term planning which is at times against the project approach.

5.1. Challenges in Relation to General Development Aid

Regular policy dialogues were held between donors and the Ministry of Education which were beneficial to both sides. Although dialogue and training empowered Ministry of Education staff to assume more responsibility, and donors as co-operating partners provided financial aid and donor support, there were still challenges in this relationship, which included as follows.

5.1.1. Donor Bias toward Projects

Donor bias toward short-term projects proved to be frustrating for the Ministry of Education which held long-term visions about what needs to be accomplished. Further, not all activities and projects that donors were interested in and wanted to support, found a "home" within the Ministry. Some of the projects were not accepted, not institutionalized and not sustainable within local contexts. Projects that were too "resource heavy" were not sustained and only ran for the duration of the projects.

5.1.2. Debt Burden

Zambia was struggling with a heavy debt burden, structural adjustment programs and other challenges which impacted on the education system negatively resulting in a "low cost, low quality" education system.

6. Lessons Learnt

From the various projects that have been implemented the following are some of the lesson that have been learnt;

6.1. Project Approach

The lesson learnt is that the program approach is far more superior to the project approach. Many things had been learned through the implementation of projects including the importance of setting and achieving targets, monitoring goals, even writing reports and being accountable for the financial resources that were allocated to an activity. The project approach lacked accountability, sustainability and was personalized. The project approach was characterized by

and encouraged allegiance to the project-funders as opposed to the government.

The program approach, which is now adopted to implement programs of the Ministry of Education, has brought about continuity in implementation and working in an integrated manner with other ministries, organizations and other stakeholders. A major difficulty with the program approach has been for the stakeholders to come to a consensus in the implementation as they come from different backgrounds with different implementation procedures and expectations.

7. Conclusion

The Zambian School-based CPD through Lesson Study approach agrees with the International Development Center of Japan (IDCJ) and IC-Net Ltd. (2003) which stated that, many Japanese involved in technical cooperation share the idea that knowledge cannot be simply transferred by the donors, but should be actively acquired by the recipients. They also believe that foreign knowledge should be applied based on local knowledge in order to internalize it to the society of the recipient countries. Therefore, JICA's approach recognizes the importance of the local values and knowledge, and thus is not based on an assumption that it is possible to replace existing capabilities in partner countries with knowledge and systems produced in Japan.

This is evident in the policy shift, ownership and sustainability of the program in Zambia. The role of knowledge has been frequently emphasized as an important agenda for development. It has generally been assumed that developing countries lack important skills and abilities, and that outsiders could fill these gaps with quick injections of know-how. However, this gap-filling approach has been criticized by the publication of the UNDP report (IDCJ and IC-Net Ltd., 2003). Phase I was designed with fewer Zambians involved but Phase II was collaborative and the current Phase III was discussed more from the Zambian than the Japanese front.

It is argued that knowledge and skills cannot be simply transferred from developed to developing countries, but should be willingly acquired by the recipients. Furthermore, due to the recent development of information and communication technology (ICT), partner countries have wide access to external knowledge useful for development. Partner countries can also purchase a variety of knowledge from the market, using financial resources in the pooled TC funds, which are supplied by donors. The new motto is: "Scan globally, reinvent locally" (IDCJ and IC-Net Ltd. 2003).

Learning from both the Zambian and Japanese experience of importing, absorbing and internalizing Western knowledge as part of its modernizing process, knowledge acquisition is a difficult and time-consuming process in which knowledge cannot be simply transferred by the donors. Tacit knowledge in particular cannot be possibly acquired from the internet since the acquisition of tacit knowledge requires direct contact. Therefore, the acquisition of such kinds of knowledge can be facilitated by external support that emphasizes the process of acquiring new knowledge (IDCJ and IC-Net Ltd. 2003). The Zambian experience gives a different view of how both the project and program can work to enhance quality education.

There cannot be quality training in teacher professional development without overcoming the challenges discussed above. Indeed, the challenges, which this paper has presented are not insurmountable. In fact, they are a 'wake up' call for the Ministry of Education to implement the lofty goals it set for itself some 14 years ago in the Educating Our Future document.

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【Questions and Answers with Keynote Speakers】

Kazuhiro Yoshida (Professor, Center for the Study of International Cooperation in Education (CICE), Hiroshima University)

Thank you. At this time we will take questions to the keynote speakers, whom we again invite to the stage.

Question 1: Koji Yamaoka (Sussex University Master's Degree Graduate, Japan)

The question I have is for Dr. Fredriksen. You talked about issues beyond 2015 and you mentioned that it is difficult for the government to meet the needs of the majority who have completed primary school and now want to continue to secondary and higher education and the needs of the marginalized children who are currently out of school. I am wondering what kinds of strategies are needed to meet these two different demands. And in relation to aid effectiveness, what kinds of strategies are needed for aid donors?

Question 2: Mohau Pheko (Embassy of South Africa)

Good morning. I want to express my appreciation for the presentations that have been given. I have a couple of questions but I will bind myself to one or two. I want to raise an argument that I think Dr. Fredriksen is making around global good and I agree with many of your arguments but I do think one of the things missing is aid quality, the point efficiently raised by Ms. Mubanga. There is a bias of many donors to certain fashionable areas that they would like to fund. My second point is the politics of aid and perhaps you can also speak as to how that impacts on your planning. In raising just one point, Ms. Mubanga talked about the issues in changing the curriculum. There is a certain level of predictability that aid needs and to what extent does aid undermine these issues? Dr. Fredriksen, if you could just address the whole issue of how tying aid can decrease its effectiveness by 20 to 30%. How do we detangle aid to make it more effective?

Question 3: Aaron Benavot (Visiting Professor, CICE Hiroshima University, Japan)

Thank you. My question has to do with good quality teachers and their recruitment, training and retention. I used to work on the UNESCO EFA Global Monitoring Report team and it is quite clear, especially from the Zambia presentation, that good quality and well-trained teachers are very core issues in order to move forward. And I think those of us who are thinking about the post-2015 educational agenda lament the fact that there was never a specific goal about teachers among the EFA target goals and that, as a consequence, there has been insufficient attention to monitoring teacher education and retention. One would hope the focus on teachers and teacher quality issues would increase in the coming years. One source of this growing attention will be the 2013 Global Monitoring Report, which will focus on teachers. My question is the following: Teachers are mobile and can move across borders. Teacher international mobility in Africa is quite extensive. Isn't this something to address if we talk about the need for collaboration among small African countries? Would teacher education and mobility be seen in a positive light for the public good or not?

Birger Fredriksen (Former Director, African Region Human Development Department, World Bank)

Thank you for very clear questions. As regards strategies that, respectively, countries and donors can follow with respect to trade-offs in resource allocation between those who want to continue after primary education and those who have not had access to any education, the most important point to note is that countries' own policies are much more important than the policies of the donors. While some countries are very aid dependent, for most countries, domestic

resources constitute by far the largest share of total education spending. Thus, what is important is how the countries use their own national resources. Sometimes donors act as if aid is going to determine things; it is not. This said, aid can have an important catalytic impact if allocated and used effectively. The question then becomes: How can donors use aid more efficiently to help countries use their own resources better?

In my opinion, more aid is often going to be only a small part of the answer, though there are severe resource constraints in the education sector especially in many countries in Africa and more aid will help. In particular, aid can help countries develop better politics and institutional capacity to address the demands for secondary and higher education. However, the problem is aid for capacity building over the last three decades has a very poor track record. What I was trying to argue for in my presentation is that, compared to the traditional donor-supported capacity-building strategy based on funding long-term resident foreign technical assistance, training abroad and equipment, it would be better to support peer learning through technical cooperation among countries, to learn from each others' policies to see how they can actually develop policy firmly rooted in the national context but enriched by what other countries have done.

Second, in addition to capacity, national ownership of policy reforms is very important, as demonstrated by the excellent presentation for Zambia showing that projects may fail because of lack of national ownership. For example, successful reforms at the school level often require teachers' ownership. And so far, education reforms have given very little attention to the accountability of teachers and of the schools to the learners. There is very little of that in donor-supported projects. So donor support for policy and capacity is important. Then, thirdly, I think there will be an increasing necessity for donors to give priority in their aid allocation to vulnerable groups. These groups often have little political power as compared to secondary and higher education students when it comes to the fight for public budgets. Therefore, in the difficult political economy faced by governments in countries facing very severe budget constraints, the budgets for vulnerable groups are likely to be squeezed. An example is what I referred to as an "aid allocation scandal" that there is very little aid for female literacy programs despite the fact that almost half of adult women in South Asia and sub-Saharan Africa are still illiterate and despite all the research evidence showing the importance of female literacy for family health, nutrition and welfare as well as for economic growth. What aid can be more poverty-focused than to support female literacy?

Finally, in response to the global aid question, I was not very clear. One of my key points is that there needs to be more effective global aid coordination. However, this is not easy since the aid allocation by a given donor responds to a multitude of constituencies at the national and global levels, as well as in aid-recipient countries. For example, national parliaments in donor countries have their priorities, and sometimes the aid is tied to use of institutions in donor countries to provide technical assistance or training. But aid highly influenced by donor priorities has also had positive effects. For example, when it comes to advancing girls' education, I think good programs have helped many countries enhance gender parity. Still, the sum of individual donors' aid decisions may not be optimal in the aggregate if there is not adequate coordination. For example, why do some African countries receive 10-15 times more aid per child of primary school age than other similar countries? Why don't we talk about it? My hypothesis is that it is largely accidental. The donors don't sit together and discuss it. Thus it would be a miracle if aid added up to optimal allocation in the aggregate. Thank you for your questions.

Ruth M. Mubanga (Director General, Education and Specialized Services, Ministry of Education, Zambia)

Thank you. When it comes to minorities and the marginalized, our aid to countries dictates what goes on and the priority is basic education and non-compliance aid will be withheld, leaving very little for secondary education and marginalized and special groups. This is a project built into the system for girls' education and funded for 4-5 years so the good things that have started may not continue when funds are no longer available. So we do have a challenge in secondary education and with vulnerable groups. Unless it becomes a part of the regular program, there is very little impact. On policies of the donors, I do agree that we have a lot of that and although we are told they will support what the countries want and all we need to do is give them a plan, you do have this pressure that you need to do this or else. So at the end of the day, it is not what the country wants but what is being dictated. For example, 2010-2011 funds are lowering because of disagreements in how we have been handling the aid. Their support is going to schools so we are not being funded because we have no ownership. There are very critical issues in prioritizing national priorities, which is something on paper but in reality it doesn't work. The changing of the curriculum is not just unpredictable for the locals but also the donors, so you sit and wait for the new direction. We are not changing the curriculum because of need but for the ideology of the government that is coming in which tends to unsettle everyone. Now everyone is starting to settle in waiting for the new directions and going through the process of reviewing everything to suit the new government and if, five years down the road, a new government appears, we will start all over. In terms of collaboration in teacher mobility, throughout the South African countries there is a protocol for education that allows for teachers to move within the sector but respective governments are not keen to promote it because we do not have enough teachers and teacher salaries are not the same across the sector. The country of South Africa pays well and all the teachers would migrate there. Zambian teachers go to Botswana. So in theory there is collaboration in terms of teacher movement but in practice we tend to hold our own because some countries have more conditions than others.

Question 4: Misheck Issa (Nagoya University, Japan)

Thank you very much. I am a student from Nagoya University and my first question is to Dr. Fredriksen about the objectives of aid agencies. Could you give a summary and if you could highlight what are the objectives of aid agencies? Countries have received aid for some time so what are the objectives and are they being met? To Ms. Mubanga, I am interested in local language use in literacy development. How have you done this and what are the positive results in implementing native language use in the first four years of instruction?

Question 5: Claudia Cecile Barnes (Ambassador, Embassy of Jamaica)

Thank you. I am here representing Jamaica and the basic question I want to ask both presenters is if you could share some comments on local expertise in promoting ownership and the need for greater scope to convince donors of the need to use local expertise.

Ruth M. Mubanga (Director General, Education and Specialized Services, Ministry of Education, Zambia)

In terms of using the local language, yes it does have a positive impact. When we started, literacy immediately increased to 35%, however, choosing seven languages in which to teach has been a challenge in that there are some areas where none of the seven are spoken, so there was a need to impose upon the local areas one of the seven and not their own language. The argument is that it is really expensive so we can't have all the languages but then the argument is if we use a local language we need to broaden the number we use because in some areas it would mean learning yet another language. There are also politics of the elite group who feel their children learning in the local language is diluting education and so you have a lot of pressure against this. As a result you have in the urban areas, city teachers

who have abandoned the use of local languages and use English. Developing teaching and learning materials begins in the first grade and so you find in most of the schools you have not as many resources in the second, third and fourth grades. The first year use is strong, but slowly teachers who have very little monitoring use less of the local language, so by the second year they are all teaching in English. So there are a lot of challenges and this year we are saying we need to go back to the drawing board and endorse that the local language be used because it does have an impact when used. The use of local experts was done with the JICA project and we have managed to convince JICA to work side-by-side with local experts and the delivery and implementation seem to work well. Other projects we seem not to have the same results, and yes, there will be a counterpart working side-by-side but very little transfer occurs, so the expert gets to do everything and at the end of the project there has been very little skill transfer. It is the way to go with the local expertise available that can be used and all we need to do is enhance that capacity but that is not really happening.

Birger Fredriksen (Former Director, African Region Human Development Department, World Bank)

As regards the objective of aid agencies, this is of course a rather complex question. The objectives vary between different institutions and between multilateral and bilateral donors (80% of education aid is from bilateral donors). But at the general level, and talking about multilateral agencies, the overarching objective of an institution such as the World Bank is poverty reduction and that is why the Bank gives a strong priority to education. The focus on primary education after the 1990 Jomtien conference was scaled up so that primary education funding went from 20 to about 40% of all support for education. The World Bank has been unpopular in many African countries for giving lower priority to higher education. But a couple of decades ago, many African countries had less than 50% of their children enrolled in primary education, while higher education was free and many of those graduating were unemployed. In this context, it was difficult to give priority to often very inefficient and low-quality higher education systems. Today the situation is quite different since most African economies are growing again and need skilled labor. UNESCO, another organization where I worked, has a very broad objective of helping its member states integrate aspects such as inclusive and sustainable development, peace, human rights, intercultural understanding and global citizenship into their education programs. UNICEF has more specific objectives, focusing on improving the living conditions for children.

It is important to bear in mind that, when it comes to UN organizations, it is their member states that set these objectives. The constitution of UNESCO was decided upon by member states which have a "one country one vote" system, while in the World Bank and the IMF, the votes depend on how much of their capital a given country owns. Your question is very complex and I won't be able to answer it but I would like to underline that, based on having spent most of my working life in, or working with, international organizations, my point of view is that while there is lots of bureaucracy (but probably not more than in national governments?), most of these organizations have a large number of devoted people who want to help promote cooperation and development; this is really what these organizations are all about. Most were created after WWII in recognition of the need for nations to cooperate to avoid war and to prosper economically.

As regards the question about use of local expertise, this is now very high on the agenda of most aid agencies. Using local expertise is normally the most effective way of building national ownership as well as capacity. And there has been a major decline over the last two decades in the share of development aid used to bring in foreign technical assistance, as reflected in the drastic decline in Africa of the number of resident technical assistants. I argued in my presentation for that part of the aid previously used for long-term external technical assistance and training should be used to support technical cooperation and networking among countries, be it south-south or triangular cooperation. Such

support for countries to collaborate among themselves for peer learning and to bring in short-term external expertise as needed is effective capacity building.

Kazuhiro Yoshida (Hiroshima University, Japan)

We tended to focus on education in your questions as well as some of the issues which are marginalized and how the international community and individuals like us can work on this and the effectiveness when we talk about that as individuals as well as organizations. I am sure there are more questions but the two experts will be available in the session at the end of the day. Therefore we can have a question and answer session at that time as well. This concludes the morning session and the afternoon session will start at 1:30, and we would appreciate it if you could come back about 10 minutes before that time. If you have additional questions, please come to the reception area and ask our staff members. Thank you very much.

[Panel Session]

"What Do We Mean by Effectiveness for Education Cooperation?"

【Moderator】

Dorothy Nampota

Director, Center for Education Research and Training, University of Malawi

Dorothy Nampota is Associate Professor of Education and Director of Center for Educational Research and Training, University of Malawi. She is a member of a number of organizations including the British Association for International and Comparative Education (BAICE), the Southern African Association for Research in Mathematics, Science and Technology Education (SAARSMTE) and SWAp Research, M&E Task force of the Ministry of Education in Malawi. She has collaborated with a number of Universities in Norway, the UK, Botswana, Lesotho, Nigeria, South Africa and Zambia; and donors including DFID, NORAD, JICA, USAID, GIZ, UNICEF, UNESCO and DAAD. Her most recent works are *Implementing the Third Mission of Universities in Africa: Contributing to the Millennium Development Goals* (DFID); *Assessing Use and Usefulness of Schools Grants* (UNESCO); *Decentralization of Education Services to District Councils* (GIZ). She has a PhD in Science Education from University of Bath (UK).

【Panelists】

Nobuko Kayashima

Director General, Human Development Department, Japan International Cooperation Agency (JICA)

Nobuko Kayashima is Director General of the Human Development Department, Japan International Cooperation Agency (JICA). She graduated from the Faculty of Letters, Kyoto University, and from the Faculty of Education, University Paris V (Descartes). She also completed the advanced training program in educational planning and management at UNESCO's International Institute for Educational Planning (IIEP). After joining JICA in 1982, she worked in various departments, including the Training Affairs Department, the Grant Administration Department, the Social Development Cooperation Department and the Basic Research Department. She then served as Director of the Training Division at the Kanagawa International Fisheries Training Center, Director of the Program Division at the Yokohama International Center, Director of the Second Technical Cooperation Division of the Social Development Cooperation Department, Director of the Basic Education Group of the Human Development Department, Resident Representative of the JICA Bangladesh Office and Deputy Director General of the Human Development Department before assuming her present position.

Shoko Yamada

Associate Professor, Graduate School of International Development, Nagoya University

Shoko Yamada is Associate Professor of Graduate School of International Development, Nagoya University. After graduating from the Faculty of Law, Waseda University, Shoko Yamada obtained her master's degree from Cornell University and Ph.D. from Indiana University. Her academic fields include comparative and international education and African studies. She worked at a private foundation, international development consultancy organization, Hiroshima University and the National Graduate Institute for Policy Studies before taking her current position. She has been engaged in various projects and evaluations in the area of international cooperation with the Ministry of Foreign

Affairs and JICA. Her research interests include skills development, the school-community relationship, the social significance of education and the impact of aid policies on national policies. Her major publications in English include: *Multiple Conceptions of Education for All and EFA Development Goals: The Processes of Adopting a Global Agenda in the Policies of Kenya, Tanzania, and Ethiopia* (2010) (ed.), VDM Publisher, and "Making Sense of the EFA from a National Context – Its Implementation, and Impact on Households in Ethiopia (2007)", in Baker and Wiseman (Eds.), *Education for All: Global Promises, National Challenges*. Elsevier Science Ltd.

Ui Hock Cheah

Senior Specialist, Research and Development Division, Southeast Asian Ministers of Education Organization (SEAMEO) Regional Center for Education in Science and Mathematics (RECSAM), Malaysia

CHEAH Ui Hock is Senior Specialist (Research and Development Division) at the Regional Center for Education in Science and Mathematics (RECSAM), Penang, Malaysia. Dr. Cheah brings with him a long history of engagement in education, research and teacher professional development. He began his career as a secondary mathematics teacher before moving to be a teacher educator in the Teachers College. He joined RECSAM in 2004 and has since has been involved in the design, implementation and evaluation of in-service training programs for teachers and educators from Southeast Asia and Africa. His research endeavors included the APEC Lesson Study Project 2007 – 2010, a collaborative project among the member countries of the Asia-Pacific Economic Cooperation (APEC) aimed at introducing innovative teaching ideas in the classroom. He has also been invited to speak at various international conferences in Malaysia, Thailand, Indonesia, Vietnam and the Philippines. He has been the chief editor of the *Journal of Science and Mathematics Education in Southeast Asia* since 2006. He is also a chapter co-author in the forthcoming *Third International Handbook of Mathematics Education* to be published in 2012.

"Opportunities and Challenges in Education Cooperation in Malawi"

Dorothy Nampota

Director, Center for Education Research and Training,

University of Malawi

What Do We Mean by Effectiveness of Educational Cooperation?

- Education cooperation usually involves two partners – the donors and the recipient governments
- The purpose for such cooperation is to achieve a common goal which represents the government's priorities within that sector. Thus effectiveness of educational cooperation in the Malawian context would mean cooperation that leads to achievement of educational priorities as set up in the National Education Sector Plan (NESP) (Government of Malawi, 2008).

Educational Priorities Set up in NESP and ESIP

The overarching framework for all policy and development planning is the Malawi Growth and Development Strategy as the country's medium term (2006-2011) development strategy. Strategic orientation for the development in the education sector is provided by the National Education Sector Plan (2008-2017), which is operationalized and concretized through the four year Education Sector Implementation Plan (2009-2013). NESP and ESIP build on the MGDS and define three thematic areas as development priorities:

- Expand equitable access to education;
- Improve quality and relevance of education to reduce drop-out and repetition and promote effective learning;
- Improve governance and management in the education system to improve effectiveness and efficiency in the delivery of services.

All the policies stipulate that they were drafted through a participatory approach implying that there should be considerable ownership by different stakeholders.

Major Donors and Aid Operation/Alignment

- Major donors: Malawi is supported by many donors some of which are major while others are minor. While USAID provides discrete support amounting to over 35% of the current education support, the largest amount is coming from China as they construct the University of Science and Technology at Ndata in Southern Malawi and a secondary school in Thyolo. Other donors, however, include UNICEF, CIDA and many others.
- Whilst the conventional donor partners as cited earlier have gone for budget support and coordinated sector support, China provides discrete budget support. Discrete support from China is making greatest impact currently but this is limited to specific activities.
- Overall, however, coordinated sector program support is found to be more influential because of its flexibility, efficiency and effectiveness due to joint planning, monitoring and evaluation systems.
- And since coordinated support is mainly focused on basic education, conventional project aid is used to finance many more other programs as well especially in secondary and tertiary education.

Aid Priorities in Malawi

Typical education issues that are being addressed by education aid are as follows:

Equitable access to education

- Infrastructure development (girls hostels, classroom construction etc.)
- Targeted programs to marginalized groups such as girls, dropouts, disabled, the poor, cultural barriers (e.g. take home rations, EDSA OVC and CTS grant, school health and nutrition, bursaries, establishment of mother groups, gender mainstreaming programs)
- Curriculum reviews

Improving quality and relevance

- Learning achievements focussing on early grade reading and mathematics
- Initial and in-service primary teacher training and development (ODL, CPD)
- Procurement of teaching and learning materials (through school grants, World Bank funding, GSES I&II)

Improving governance and management

- Policy reviews and development e.g. decentralization policy

Thus, aid is focussing on improving the quality of education by focussing on learning achievements, procurement of teaching and learning materials and teacher training. While strategies for improving quality of education has an indirect impact on addressing equitable access to education, infrastructure development and targeted programs for specific groups of people have a more direct bearing. It would appear however that there is minimal emphasis on improving governance and management in the education system to improve effectiveness and efficiency in the delivery of services.

Paris/Accra Declaration and Aid Effectiveness in Malawi

According to Booth (2008), the 2005 Paris declaration identified the following five factors as ingredients for aid effectiveness:

- Country ownership: in terms of political leadership, developmental vision and willingness to transform state structures that have been associated with development in the past
- Aid alignment with country policies and systems
- Aid harmonization
- Managing for results
- Mutual accountability

This declaration appears to make some positive effects on the ground. The aid alignment has been associated with DPs adopting a coordinated sector support through the Sector Wide Approach (SWAp). All the sectors including education have their own basket funding and there is SWAp secretariat at the Ministry headquarters. In addition, there is SWAp Systems Task Forces (STF) for different functions of the Ministry where different stakeholders are represented in order to support the activities.

A participatory approach was used to come up with the country's development strategies including the NESP. Although not all stakeholders can meaningfully participate, there is a notable alignment by most education actors to the NESP priorities. This includes the donors themselves as already alluded to earlier in this paper.

An example of a donor funded activity that has been found successful and its success sustained is the Secondary School Teacher Education Project (SSTEP) which was implemented by CIDA between 2000 and 2007. The program that was introduced is still running to-date.

Example: Secondary Teacher Education Program (SSTEP)

Dates: 2000-2007

Funder: CIDA

Target group: Primary teachers wanting to upgrade to diploma and become secondary school teachers

Items for funding: Tuition fees, printing of modules and provision of a teacher starter pack (secondary school syllabus, core textbooks in the student's subject area) when the students graduate.

Policy formulation: involvement of both the Ministry of Education and the training institution, Domasi College of Education (DCE).

Mechanisms for funds disbursement: Funds disbursed to the training institution (Domasi College of Education) and administered as part of normal institutional funds.

Project Management: Local actors within DCE and MoE officials managing the project, CIDA officials participating in M&E

Outcomes: Graduate teachers who were self motivated since they were to teach in a secondary school, improve their remuneration and therefore alleviating shortage of teachers at secondary school level.

Sustainability: Program still on to date and students pay their own tuition.

Success criteria:

- Involvement of both MoEST and DCE in policy formulation and implementation (ownership)
- Funds disbursed to DCE and administered as part of normal institutional funds (ownership)
- CIDA contributions were gradually being incorporated in DCE/MoEST budget lines – easy because the people managing SSTEP were government employees and MoEST was involved in the management as well (ownership)
- Local actors within DCE and MoEST managing the project, CIDA officials participating in M&E (managing for results, mutual accountability)
- Outcomes were self motivated teachers since they were to teach in a secondary school, improve their remuneration and alleviating shortage of teachers at secondary school level (alignment). The outcomes of the program are rewarding both to the teacher and to the Ministry

Challenges Associated with Donor Support

1. Systems and behaviour change take time, so that ownership issues are making slow progress.
2. There is a huge sustainability burden for government to take over some of the activities started by donors especially for activities that appear to be too much of an experiment e.g. school grants (EDSA/SIP) and school meals.
3. SWAp faces a challenge that setting up harmonized procedures and the STFs for the common funds wastes energies that might otherwise been devoted to mainstream activities.
4. Conditionality practices of some donors to the extent that they appear to be micro-managing. e.g. GSES I, II, World Bank procurement of T/L materials

   The Grant Support to the Education Sector, Phase I (GSES I) was implemented from 1998 to 2004 to supply quality educational textbooks and learning materials to teachers and students throughout the country. With a budget of CDN $15 million, GSES I supplied approximately 14.9 million units of educational materials and teachers' guides, 12,300 storage cabinets and 12,500 maps to 4,943 primary schools in Malawi. However, GSES I faced a number of challenges, including poor quality textbook bindings and transportation setbacks. In addition, an important weakness was the low level of MoEST involvement in the project. Procurement implemented by CFA even in the second phase, a sign that donors are not letting go. The result was a lack of capacity at the end of the project for MoEST staff to sustain project activities.

An example of a project that faces challenges related to the Paris/Accra declaration is the School Improvement Grants (SIG), especially the part implemented by the Education Support to Decentralization Activity (EDSA).

Example: EDSA/SIG Grant for Mbayani School

Total enrolment: 11,021 learners

Location and environment: In a slum area/squatter settlement which is about 3km from Blantyre Central Business District (CBD). The majority of people living in this area are small scale businesses like fish mongers, selling fruits and vegetables, small grocery shops, saloons, barber shops, selling sweet potatoes, and some cooked food.

Total grant in 2010 and 2011:

YEAR	EDSA/SIG Grant				
	OVCs		CTS		
	No of beneficiaries	Amount (MK)	No of beneficiaries	Amount (MK)	Total (MK)
2010	125	687,500	67	502, 500	1,190,000
2011	350	1,925,000	67	502, 500	2,427,500

Mechanism of disbursement: USAID, through the EDSA disburses the money directly to the schools.

Uses of the grant:

Type of grant	Amount (MK)	Use
OVC	2,000	School shoes
	2,000	School uniform
	500	Umbrella
	1,000	User fees (for reimbursement of other school costs including school fund, examination fees)
CTS	2,000	Blanket
	2,500	Nutritious food
	3,000	Transport to go collect ARVs

Challenges:

- Policy formulation not participatory, and therefore too much of an experiment. Parents only informed about the policy through the school management committee.
- Over 90% of the learners could be identified as OVCs but only a few benefited from the grant.
- Government is expected to take over from USAID and roll the program out to other schools.
- The proposal is to pay MK250,000 to all schools for both OVCs and CTS + School Improvement Plan because it is more reasonable without donor support.
- This represents a 90% reduction in the amount of money used by EDSA.

"What Do We Mean by Effectiveness for Education Cooperation?"

Nobuko Kayashima

Director General, Human Development Department,

Japan International Cooperation Agency (JICA)

1. JICA's policies on educational cooperation

Based on "JICA's Operation in Education Sector - Present and Future,"[1] published in 2010, JICA's policies on educational cooperation are discussed in this presentation.

1) Objectives

1. Education as a basic human right
2. Contribution to social and economic development
3. Promotion of mutual understanding for a symbiotic multicultural society

2) Priorities

As the education sector in developing countries faces different issues and challenges depending on the situations of different countries, JICA studies which subsectors it should give priorities to in order to make its initiatives relevant, but **basically, JICA gives a high priority to basic education and higher education**.

Moreover, in the countries where education has been expanding, JICA pays full attention to the different needs of marginalized children in order to realize inclusive education, since girls, ethnic minorities and disabled children tend to have few opportunities to gain quality education.

In the basic education sector, priority is given to primary and secondary education, which is the core of the basic education. Based on its past experiences in cooperation, JICA focuses mainly on the following areas:

1. The strengthening of teachers' capacities through improving teacher training,
2. The establishment of a community-participatory school management system,
3. The construction of school facilities by involving local contractors, and
4. The capacity development of educational administrators in central and local governments, which is essential for sustaining the effect of these cooperation efforts.

3) Guiding principles

JICA promotes efficient and effective educational cooperation, making the best of its comparative advantage, based on the following principles:

1. Supporting policy-making reflecting on-the-ground knowledge
2. Long-term engagement in alignment with partner countries' development plans
3. Promotion of network-type cooperation and exchange
4. Results-oriented project design, implementation, and evaluation

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[1] http://www.jica.go.jp/english/operations/thematic_issues/education/pdf/position_papaer.pdf

2. Post-2015 issues

The international community is making efforts to achieve EFA and MDGs by 2015, but the following challenges will still remain after 2015:

1. Improvement of the quality of education
2. Reaching the unreached and marginalized in education
3. Post-primary

3. Approaches to improve international cooperation in education (based on JICA's cases)

Looking toward post-2015, JICA proposes the following three approaches to improve international cooperation in education in the coming years.

1) Capacity development

Priority is given to capacity development as a precondition for implementing sector-wide approaches and financial support

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Case 1: Basic education sector in Bangladesh

- The government of Bangladesh launched the Primary Education Development Program III (PEDP III) in July 2011 to achieve its target of "quality education for all our children," jointly promoted with other developing partners[2].

- Aligning with PEDP III, JICA conducts various activities through technical cooperation projects and volunteer activities, including improving the teacher training system and it's content, capacity-building for training at teacher training institutes, improving teaching methods, and revising curriculum and textbooks. Furthermore, by dispatching Primary Education Advisors who chair the donor consortium as well as contributing to the pooled fund under the scheme of the grant aid for poverty reduction efforts, JICA endeavors to propose policies and systems related to the whole program, based on its practical experiences and accumulated evidence, and promotes nationwide dissemination of the model which has been developed as an outcome of the technical cooperation (namely, the teaching package to help teachers improve teaching methods, combined with teacher training to put these methods in practice).

- A high priority is given to the capacity development conducted by the above technical cooperation at the planning, implementation and review stages of PEDP III, which has a total budget of 8.34 billion dollars.

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2) Promotion of partnership

As partnership is diversifying, JICA promotes **public-private partnership**, collaboration with **emerging donors, South-South/triangular cooperation and networking**.

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[2] JICA, ADB, WB, DFID, UE, AusAID, Sida, CIDA, UNICEF

Case 2: JICA's cooperation with SMASE-WECSA[3]

- SMASE-WECSA was established in 2001 to promote educational cooperation in Africa in the field of primary and secondary science and mathematics. As JICA had already started technical cooperation in Kenya, a network among the countries in Africa is being built with Kenya at its center, in order to share experiences and knowledge gained through conducting in-service training as well as to promote dialogue and mutual collaboration among the countries in the region. This initiative also aims to promote collaboration among the educators in Africa to solve their common problems through joint efforts.

- The members of SMASE-WECSA have increased to 33 countries and one region, and the network has expanded to include the partnership with NEPAD and ADEA as well as the collaboration between Asia and Africa, involving Malaysia and other countries.

- By promoting the South-South/triangular cooperation and networking, JICA contributes to the efforts of the developing countries for promoting capacity development, fostering regional experts' groups in educational development and creating added value of educational development.

3) Needs for educational development

JICA believes that **science and mathematics in secondary education is particularly important** in developing human resource to support globalization and the knowledge-based society and innovative society.

Case 3: Promotion of science and mathematics in secondary education

- As knowledge-intensive industries are growing due to globalization, advancement of the knowledge-based society, innovation and R&D, there are growing needs in highly-skilled workers. In this regard, it is important to foster scientific and rational thinking through science and mathematics education.

- JICA has implemented 60 projects in science and mathematics education since 1994. Of these, 35 projects are for secondary education. Secondary science and mathematics education is one of the areas in which JICA has a comparative advantage and expertise.

- As secondary science and mathematics is a driving force for achieving MDGs and promoting growth, assistance in this field is essential.

4. Conclusion

JICA's roles in ensuring effectiveness of international cooperation in education are as follows:

1) **Promoting capacity development by serving as a bridge between policies and classrooms**

2) **Promoting collaboration among various stakeholders such as developing countries and private-sector organizations**

3) **Taking the lead in training secondary science and mathematics teachers**

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[3] Strengthening of Mathematics and Science in Secondary Education Project in Western, Eastern, Central and Southern Africa

"Japanese Educational Aid in the Face of a Paradigm Shift"

Shoko Yamada

Associate Professor, Graduate School of International Development,

Nagoya University

Diversification of Actors and Norms in the International Development Arena

(1) <u>Normative Change</u>

Major donors including the World Bank and JICA, have revised their education sector assistance strategies in the last couple of years. The new strategies reflect the changing paradigm in this field. In contrast to the earlier period when the universal access to and quality of school-based basic education have been commonly aimed at, the recent strategy papers shows less unified tones. Thanks to the harmonized efforts of donors and the respective national governments, many developing countries achieved (or nearly achieved) goals of expanding access. Yet, there is a large school-aged population who do not enjoy the opportunity of schooling. Therefore, inclusion of learners with special needs, girls, those in fragile states and other difficult conditions is still a major area donors claim their commitment. Also, quality issues of formal education are recognized more acutely than before, and its improvement, either in teachers, curriculum, or the school environment, continues to be one of the major focuses of aid. At the same time, it is revealed that the shared assumption underlying Millennium Development Goals that universal basic education will lead to poverty reduction is not always realized. Students who finish basic education pressure on greater access to the next stage of education. Also, going to basic schools alone does not guarantee employment or betterment of life, unless there are additional efforts to improve relevance of school education to students' background and world of work. Now, it is recognized that the opportunities of learning are not restricted within school and for school-aged population. Therefore, one of the directions of new assistance strategies is to highlight "learning for all" which is typically visible in the World Bank's case. As such, the norms on educational development became much diverse than the previous period when achieving MDGs and universal basic education were agreed like a golden rule. The comparison of the amounts of ODA to education between 2004 and 2008 (slide 3) indicates that such normative change has been reflected to the subsectoral distribution of educational ODA which is rapidly diversifying.

(2) <u>Emergence of New Actors and Changes in Aid Structure</u>

In 2005, Paris High Level Forum on Aid Effectiveness was organized by OECD and French government, at which 100 national governments – both developed and developing countries – and international organizations have endorsed the declaration to improve alignment and partnership among donors to improve aid effectiveness and to foster recipient country ownership.

Such consensus is built on the assumption that the DAC donors unanimously wish to build a common aid structure and maintain its order. In fact, there have been donors which have struggled to follow that expectation, such as Japan. The Japanese aid is characterized by the hands-on implementation of projects, while the global consensus has centered on program-based assistance, which is support of overall policies without specification of activities or direct

commitment to implementation. In the last 15 years or so, Japan has faced constant pressure to explain the reasons for not adopting the program-based assistance and to justify its uniqueness.

In the last few years, however, the landscape of international educational assistance has changed with the emergence of the group of donors which have formerly recipients of aid but rapidly increasing their presence as donors. The countries include Korea, China, and India among others. Except for Korea which joined OECD-DAC in 2009, most of them are not OECD/DAC members, the forum at which members are required to follow or, at least, explain their position regarding the aid effectiveness. Rather, they are keen to develop their unique models of assistance to differentiate themselves from traditional ones. When only a few countries did not adopt the agreed modalities, they were considered "outliers". However, when there is a tide of non-traditional donors rising, it becomes impossible to exclude them for their non-conformity. As a result, the paths to provide aid also became diverse, in addition to the expansion of the range of norms guiding today's international educational assistance. Busan High-level Forum of Aid Effectiveness, which was held in South Korea in November 2011, highlighted South-South and triangular cooperation and collaboration with the private sector. Different from the binary contrast between budget support/program-based assistance and projects in the earlier period, wider range of aid modalities are accepted in the discourse. In this emerging situation, norms, paths, and actors of international development are less clear and tight. Then, the question is how to locate and identify the role of Japanese ODA in the field of education.

Efforts to Identify "Japanese Model"

In the history of Japanese ODA, <u>human resources development</u> has always been at the very core. The point is articulated clearly both in the ODA Charter and the Mid-Term Policy for ODA (2005), together constituting the basic policy documents for Japan's ODA. The ODA charter was first issued in 1992, after 3 years since Japan became the top bilateral ODA provider. In the section titled Philosophy, the document states "Taking advantage of Japan's experience as the first nation in Asia to become a developed country, Japan has utilized its ODA to actively support economic and social infrastructure development, human resource development, and institution building (p. 1)." Human resource development is a pillar of ODA provided by Japan, which envisaged itself as an Asian former developing country joined the camp of aid providers. This pillar is also in line with Japan's principle of "the assistance for <u>self-help efforts</u>" by developing countries. Japan, having gone through a history as a developing country itself, has taken the stance to stand by the side of assisted countries while they make efforts for their own advancement. Human resource development has been seen as an important factor to boost this process of self-supported development.

The geographic focus has expanded from East Asia and ASEAN in the early 1990s to Africa, Latin America, and other parts of the world. Also, the types of assistance have changed. Traditionally, Japanese educational assistance has been directed toward industrial skills development and human resource development in science and technology fields at the secondary and post-secondary levels. Such areas of assistance are closely related to the philosophy of supporting self-help effort; namely, the formation of industrial and technological human capital is considered as a basis for countries to achieve economic development with their own capacity. Therefore, even today, science and engineering at the higher education level is one of the fields Japan has successful experiences represented by the projects such as AUN/SEED-Net or E-JUST.

At the same time, in the last 20 years or so, Japan has accumulated experience in supporting basic education and teacher education. In contrast to the earlier period when Japan mostly focused on infrastructure building, in the last two decades, many education projects have aimed to develop capacity of teachers, professionals and administrators of education ministries through collaborative work with Japanese experts. In-service training of teachers, especially the

science and mathematics teachers, has always been the area of strength for Japan, which is exemplified by SMASSE-WECSA project. Recently, there are many projects to support community-based school management; the oft-cited example of this type is Ecole pour Tous project in Francophone West Africa.

From the early 1990s, the desire to develop "Japanese model" of development assistance has persisted in the minds of Japanese ODA practitioners. Hands-on technical transfer is a characteristic of Japanese ODA, in which not only practical skills but also attitude and ethos of Japanese teachers and professionals are believed to be transferred, so that the counterpart staff will acquire the active commitment for self-help development. For such hands-on capacity development to be effective, the assistance activities require close commitments of Japanese experts which are not possible in the budget support or program-based assistance.

Japan has always stood on a sensitive balance: On the one hand, to align with other donor countries and organizations; on the other hand, to demonstrate its uniqueness in getting results in educational assistance. However, facing the changing paradigm and relationships among actors in the international development, Japan has to reconsider its role and position in this field.

How Can We Examine the Achievements of Educational Projects? – A Case of Project "Ecole pour Tous"

When we talk of a "success" case, it has to be made clear from which aspect the project is considered successful. In the case of educational development projects, I think there are three aspects to consider: one is the alignment with the **global aid structure**; second is the **achievement of development goals**; and the third is **the feedback to the society which provides assistance**, in this case, Japan. Let me discuss these different aspects of objectives, using the case of a Japanese project which is considered successful.

Ecole pour Tous (EpT) is a JICA-funded project which supports schools to improve its management capacity and quality of education by involving community members. A factor which is considered unique and contributed to the wide success of the project is the democratic election of the member of the school management committees. While it started in Niger in a small scale, it now expanded to other Francophone African countries; Senegal, Burkina Faso, and Mali. As the field-based project expanded, it also establish the network among project members which leads to a triangular cooperation from more experienced to less experienced members in the region. In addition, the field project is evaluated to extract lessons and generalizable features so that the experiences on the ground will be sublimated as the inputs to policy dialogues in respective countries and, further, to global knowledge development. Through this kind of knowledge formation, EpT and other field projects by JICA can contribute to global partnership and align with the shared goals of improving autonomy and community participation in the school management. In sum, EpT follows the principles of Paris Declaration of partnership and result-oriented assistance although the paths to reach the goals may be uniquely Japanese. Given the diversification of the **modalities of assistance** in the recent aid structure, the Japanese educational assistance has the potential to flourish in its own manner.

While the modalities of aid are important, one should not forget to assess the effectiveness of a project according to **the development goals** of assisted societies. Given that the absolute goals of promoting community participation and autonomy in school management is to have better and equitable educational outcomes among students, we have to critically assess whether community participation promoted in EpT project actually leads to good educational outcomes. Also, it has to be examined whether community participation enhances the equity of educational opportunities and outcomes. In this sense, the results of the EpT are mixed, regardless of its widely acknowledged success. Having active community participation is, itself, not easy and there are active and passive ones among the EpT-supported schools. Moreover, there is no direct relationship between active community participation in school management and educational

outcomes. Therefore, for Japan to be able to lead the formation of global knowledge base in this area, there are still rooms for trying out, accumulating experiences, and extracting lessons.

Lastly, we would need to think of the implications which the EpT has for Japanese teachers, students, and schools. This last aspect of **feedback to Japan** tends to be overlooked, but very important to maintain the momentum for educational assistance. The trend of educational reform to promote community participation affects not only developing countries but also Japan. Ministry of Education, Culture, Sports, Science, and Technology (MEXT) of Japan pushes forward the idea of "Community School" since it revised the regulation on structure and management of local educational administration in 2004. As of April 2011, there are 789 schools which are designated as "Community Schools" having school management committees participated by school teachers, principals and community members. How is the experience of EpT comparable to the Community Schools in Japan? Is Japanese experience helpful for schools in developing countries and vice versa? These are the questions to be asked to clarify the reasons for Japan to do the educational assistance projects like EpT and strengthen the linkage between Japanese society and the ones in developing countries.

Last Thought: From "Partnership for Development" to "Partnership for Mutual Learning"

After reviewing the changing global paradigm and the historical development of Japanese educational assistance, the issue to be considered is how should be the "Japanese model" in the 21st century. The actors and norms guiding educational assistance are diversified and aid structure is less restrictive. Japan has accumulated good field experiences in the areas such as science and mathematics education, teacher education, and community participation. These would make a basis for Japanese strengths in supporting self-help efforts of developing countries, even with the reduced resources it can spend for the development assistance. What is needed at this point would be to crystallize these past experiences for the way forward. In considering this, it is also important to remind ourselves that the partnership among donors and with the assisted government for their development is not enough for the next step. We would also need to think of the "partnership for mutual learning".

"SEAMEO as an Example of Effective Regional Cooperation in Education"

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Introduction

Effectiveness relates to the capability of producing a desired result. Thus, effectiveness for educational cooperation must necessarily relate to the desired result as jointly decided upon by the parties involved. One of the main issues in any discussion about aid effectiveness relates to the possible conditions that would contribute to effective educational cooperation. To further examine how this effectiveness can be operationalized, this paper proposes to look at the Southeast Asian Ministers of Education Organization (SEAMEO) as an example of an effective regional cooperation in the field of education.

The Southeast Asian Ministers of Education Organization

SEAMEO was established on 30 November 1965 as a chartered international organization with the aim of promoting cooperation through education, science and culture in the Southeast Asian region in order to further respect for justice, rule of law, human rights and fundamental freedom. In order to meet this goal, SEAMEO has focused on capacity-building and seeks to develop the full potential of the citizens of the region. This is done to raise the standard of living through enhancing quality and equity in several key areas, namely education, preventive health education, culture and tradition, information and communication technology, languages, poverty alleviation, agriculture and natural resources.

The SEAMEO Community

The original founding member states were Indonesia, Lao PDR, Malaysia, the Philippines, Singapore, Thailand and the then Republic of (South) Vietnam. Since its inception, SEAMEO has continued to grow and by 2010 consists of eleven member countries, namely Brunei Darussalam, Cambodia, Laos, Indonesia, Malaysia, Myanmar, the Philippines, Singapore, Thailand, Timor Leste and Viet Nam.

In addition to the member states, SEAMEO incorporates Associate Member Countries. The Associate Member Countries extend their cooperation to SEAMEO member countries through programs jointly developed either bilaterally or multilaterally with the member states. As of 2011, there are seven Associate Member Countries, namely Australia, Canada, France, Germany, the Netherlands, New Zealand and Spain.

Further, the idea of Affiliate Members was mooted in 1983 to include semi-governmental and non-governmental organizations which were interested to extend cooperation to SEAMEO. As of 2011 there are three Affiliate Members of SEAMEO: the International Council for Open and Distance Education (ICDE), the University of Tsukuba, and the British Council.

Although not an Associate member, Japan has also extended cooperation with SEAMEO as a Partner Country since

the 1970s.

SEAMEO Council

The SEAMEO Council is the highest policy-making body in the organization and consists of the Ministers of Education of the member countries. The Council meets annually at the SEAMEO Council Conference to:

- discuss policy and regional initiatives
- set directions for programs and projects of SEAMEO and its Units
- review programs and activities of the organization

Normally, the representatives from the Associate Member Countries, the Affiliate Members and other interested organizations also send representatives to attend the SEAMEO Council Conference.

SEAMEO Secretariat

The SEAMEO Secretariat serves as the executive arm of the organization as well as its headquarters. It undertakes to carry out the policies drafted by the SEAMEO Council and to co-ordinate the activities and programs of the SEAMEO Centres.

SEAMEO Centres

One important feature in the setup of SEAMEO is the establishment of SEAMEO Centres. These Centres are specialist institutions that undertake training and research programs in various fields of education, science, and culture. Each Regional Centre has a Governing Board composed of senior education officials from each SEAMEO Member Country. The Governing Board reviews the Centres' operations and budget and sets their policies and programs. At present, there are 20 SEAMEO Centres located in the various member countries.

One unique feature of educational cooperation in SEAMEO is that the SEAMEO Centres are set-up, managed and funded by respective member countries, each with a niche area of expertise. Training and other activities are conducted for the benefit of all member countries. Inter-center activities are also carried out to promote cooperation among the Centres.

The following section describes the set-up and the activities of one of the SEAMEO Centres to further elaborate how co-operation within SEAMEO is accomplished.

SEAMEO RECSAM

The SEAMEO Regional Centre for Education in Science and Mathematics (RECSAM) was of the earliest centers to be established under SEAMEO in 1967. RECSAM's mandate is to improve science and mathematics education in Southeast Asia.

The main foci of the Centre's programs are in training and research. Three main types of training courses are conducted: Regular Courses (conducted at the Centre primarily for participants from SEAMEO member countries), In-Country Courses (conducted in SEAMEO member countries upon their request), and Customized Courses (specially tailored courses that are conducted at the request of sponsoring agencies). Research at the Centre is focused in its niche area of science and mathematics education and is conducted with the purpose of informing policy and pedagogy.

The key features of the RECSAM's programs are:

- The programs are aimed at building capacity for the region; the main beneficiaries are educators from SEA.
- Scholarships are given to educators from all the SEAMEO member countries to participate in the training

courses (Regular Courses).

- The Centre conducts income generating activities to ensure the financial viability of the Centre.
- Financial aid is given to educators from developing economies in the region to participate in some of its programs such as the SEAMEO Search for Young Scientists (SSYS).
- Since 2008, the Centre has extended cooperation with other agencies so as to benefit educators from outside the SEAMEO region, for e.g. with the Japan International Cooperation Agency (JICA) for the benefit of African countries, and with Colombo Plan for the benefit of educators from the Colombo Plan countries.

Ensuring Effectiveness and Quality of the Training Programs through Constant Consultation and Monitoring

Planning of the Centre's programs and activities are done through consultation so as to ensure that the needs of SEAMEO Member States are always considered. Since the establishment of SEAMEO in 1965 several forums for consultation have been put in place:

- The Centre's Governing Board Meetings (The Governing Board consists of representatives of all the SEAMEO member countries) is held yearly to set policies and plan programs for the Centre.
- The Centre Directors Meeting (CDM) held yearly serve as a forum for strategic planning where the Centre Directors of all the SEAMEO Centres discuss plans of the respective centers as well as for SEAMEO.
- SEAMEO High Officials Meeting (HOM) is held yearly where the high officials of the member states further discusses plans and proposals put forward by the SEAMEO Centres.
- SEAMEO Council Conference endorses the plans and proposals of the CDM and HOM.

At the center level, the training programs in RECSAM are monitored by having regular evaluations through:

1. Weekly feedbacks during courses
2. End of course evaluation
3. Impact Study for the Regular Course

Ensuring Effectiveness of Regular Courses

RECSAM regularly conducts Impact Studies to study the effectiveness of its Regular Courses. This survey study is conducted six months after the end of the course. The respondents of the Impact Study are the participants of RECSAM Regular courses. The survey is designed to study the impact of the Regular Courses in three areas: Application, relevance, and dissemination. The findings from the Impact Study indicate that

1. the participants have been able to apply the knowledge learnt from the courses to their work,
2. the courses were relevant to the nature of their work, and
3. the participants were able to partially disseminate the new knowledge learnt to other teachers in their home countries.

The participants of the Impact Study also reported that the main constraints that they faced in their efforts to implement new knowledge were time constraints, the overloaded and examination-oriented curriculum and large class size. Having realized that participants faced these constraints, the Centre is now in the process of incorporating course content to assist participants overcome these challenges.

Ensuring Effectiveness of TCTP-JICA Courses

The TCTP (Third Country Training Program) -JICA courses which have been conducted since 2008 for the benefit of educators from Africa is another example of a joint cooperation conducted by SEAMEO RECSAM in cooperation

with the Government of Malaysia and JICA. Effectiveness of the program is ensured through:

1. Initial needs analysis done in consultation with JICA officers and visits by RECSAM officers to African countries.

2. Course content drawn up by RECSAM specialists in consultation with JICA.

3. Effectiveness of the course was indicated by pre- and post- tests on participants' perception of new knowledge acquired during the course which showed significant improvement scores.

In recent years, some of the participants have been promoted to become key resource personnel in the ministries in their home countries.

Effectiveness of Educational Cooperation in SEAMEO

Since its inception in 1965, SEAMEO has been able to sustain cooperation among its member states and to continue conducting training and research so as to enable capacity building in the region. The strength of SEAMEO lies in its organizational structure that encourages and enhances educational cooperation among the member states. The effectiveness of SEAMEO to be able to sustain this cooperation can be attributed to following features of the SEAMEO community:

- Each member country shares its strength and contributes toward the success of SEAMEO without attempting to interfere into the member state's own national programs.

- Each country receives benefits from the cooperation.

- Constant consultations at various levels of involvement (from Ministerial to Centre level) in the planning and implementation of the programs of the SEAMEO Centres. The uniqueness of SEAMEO meetings enhances effective and concurrent top-down and bottoms-up flow of information.

- A well-resourced secretariat that coordinates the activities of the SEAMEO, and facilitates in the development of future plans.

- Empowerment by the Ministers of Education facilitates the effective implementation of SEAMEO programs.

- SEAMEO as a regional organization facilitates external institutions and agencies to cooperate with its member states either through bilateral or multilateral cooperation.

【Open Floor Discussions, Questions and Answers】

Kazuhiro Yoshida (Professor, Center for the Study of International Cooperation in Education (CICE), Hiroshima University)

Thank you. At this time we will have the panelists as well as the two keynote speakers come to the stage, please. This session again will be facilitated by Dr. Dorothy Nampota and this will not be a discussion amongst the speakers, but we will take questions from the floor to pick up for discussion. So we ask for your input, please.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

Thank you very much, Professor Yoshida. As already said early on, this is the question and answer session. What we will do is, I will take a few questions, maybe three, and then ask the panelists to respond. Can I call for questions from the floor?

Question 1: Hiromi Ehara (Teikyo University, Japan)

Thank you to the panelists for your wonderful presentations. I have a question for Director Kayashima. One of the points you emphasized was about the need for focusing on both basic education and higher education. But when you say basic education, it sounds like primary and the first half of secondary education. When you say higher education it sounds like the university level. So I am wondering about upper secondary education. Does basic education include all primary and secondary education? I am just curious how JICA is addressing the second higher level of education. And to Dr. Yamada, you explained about the paradigm shift we are undergoing, but what comprises this paradigm shift? What is the core you refer to, because in the figure you show that donors, which used to harmonize the paths (modalities) to reach the shared objectives, are now changing to diverse approaches to reach less tightly shared objectives. It could be said that this is similar to the phase before the donor harmonization period. So could it be that we are returning to the past or, when you say paradigm shift, what is changing so significantly? I am curious to know what is meant by this.

Question 2: Niu Changsong (Zhejiang Normal University, China/Nagoya University Institute of African Studies)

I am a visiting scholar from Zhejiang Normal University attending this Japan Education Forum, as during this time I am affiliated with Nagoya University. Today many speakers mentioned China as a special unique donor. Perhaps due to economic development, China hopes to show our responsibility to the global world since the first program in 2000 to cooperate with African countries. In fact China wouldn't like to be viewed as a donor since we emphasize cooperation. We emphasize common development, mutual respect and a win-win approach. This is a unique aspect of China's involvement. Today the main topic is education cooperation effectiveness and we mentioned a lot about capacity building skills and ownership. I want to mention one point. We should learn more about African countries. We should pay more attention to African studies. We can know about African countries by promoting cross-discipline studies on African education, African culture, languages, economies, and so on. In this way we can improve our cooperation with African countries. Now I have a question to Director General Kayashima. I want to know, how does JICA assess effectiveness of its education program in Africa?

Question 3: Reuben Ngwenya (Ambassador, Embassy of Malawi)

Thank you for this wonderful seminar and excellent presentations you have held this afternoon. My question goes to JICA on the good arrangement and support of our education systems and infrastructure development. Primary and secondary schools are being built. Relevant to higher education, in your policies is there a plan for building universities

in addition to the secondary structures? Is that indeed the plan of assistance and partnership with our countries?

Question 4: Benito Benoza (SEAMEO INNOTECH, Visiting Professor, Tsukuba University, Japan)

Good afternoon. My institute is the Regional Center for Educational Innovation and Technology based in the Philippines. I express thanks for being here and would like to explore further with the panelists their views on the scope of public-private partnership or partnerships with private cooperation education aid across countries and regions.

Question 5: Shinji Suzuki (Ministry of Foreign Affairs, Japan)

I am very happy to hear the presentations from different backgrounds. I have learned a great deal. I want to ask all of you about the education support for Africa. What are the points we need to focus on in the next five years?

Nobuko Kayashima (Director General, Human Development Department, JICA)

Thank you very much for the questions that have been addressed to me. As for the first question regarding the definition of basic and secondary education, basic education includes primary, lower secondary, non-formal education and early childhood development. However, in actuality there is primary, lower, upper, secondary and tertiary education in the education system. We think that from lower to higher levels of education they are all linked and upper secondary links to tertiary and how to define these grades is different by countries. JICA's major policy is to support basic and higher education, but when it comes to actual projects it depends on the project. For example, we also support upper secondary level in some countries in Africa. So we are flexible in a positive way, but it may be that we are rather open in our definition and go case by case. To follow up on the construction of secondary schools, even though the main target is basic education and higher education, if there is a need for the construction of secondary education facilities, we are doing that cooperation. So if you have some needs in particular areas, please make contact with our JICA's field offices. To address one other question in regard to more effectiveness, it is a very difficult question so I am not sure if I can answer it on that point. But I can say that one of the strengths of JICA's cooperation is capacity development or collaborating together with the local experts to make this linkage between field-level work and policy-level work etc. I think effectiveness of development work is not limited to just one component. The effectiveness of development work should not be limited to one donor or one activity because in the field all the activities are linked together and many donors are doing different works aligning with the policy of the country. So the effectiveness of these works should be reviewed as a whole not independently. We hope that JICA will have good results aligning with policy and working together with different partners. Thank you very much.

Shoko Yamada (Associate Professor, Graduate School of International Development, Nagoya University, Japan)

Thank you for your questions. First, I would like to address the question on the paradigm shift and what is its core. This is a very good question and so that made me think about many things. It doesn't really go back to the period before donor coordination. That is not the case. There is an emergence of new donors so we have now multiple aid provisions for the countries who receive assistance. In the earlier period, donors have tried to regulate themselves by coordinating with each other and then unanimously negotiating with the recipient countries. Those donors who didn't follow such mutual regulation were seen as "outliers". However, as there are so many non-conventional donors now, it is difficult to exclude them from the ODA scenes. But for the developing countries, this situation gives them more options. The issue here is whether the assisted government officials can make choices with long-term vision, instead of short-term interests. For them to make a good decision for the whole country with long-term vision, the capacity development of government officials becomes more important than ever, and the assistance in this area is indispensable.

The new paradigm is, in a way, like a shift to more free economies where there is less regulation but market control. The developing countries choose various options as if the customers have many options.

With regard to cooperation for education in African countries, what I am always thinking is whether schools are really providing "education" in its fundamental sense. It is not only to think about the expansion of education activity but to improve the relevance of education in that society. And what I am thinking is that the relevant education should not be restricted to the school but we should also think about learning opportunities outside of school. This is an abstract idea but it reflects the basic thinking I always have in my mind.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

Can I ask Ruth to comment on the last question as to the focus on aid to Africa in the next five years?

Ruth M. Mubanga (Director General, Education and Specialized Services, Ministry of Education, Zambia)

Thank you very much. For me basically, I would answer that with three questions. I would imagine one of the things we need to do is ask: 1) What are we teaching?; 2) To whom are we teaching?; and 3) How are we teaching? In the last few years our focus has been on access and we have done very well. We have so many children in school but when it comes to quality we are not there yet. Learning achievement in any grade despite huge investment has only progressed by 0.3% in literacy levels. We have textbooks, desks, teachers, but the children seem not to be learning. So we do not have quality but access. It is one thing to have them in class but what are they learning? Issues of curriculum and how we can look at how we are training teachers have not been the center of discussion. If anything, the donor community has not put money toward the issue of teachers. Recipient countries have been left with the issues of teacher motivation and also the issues of learners. We have, I think, a focus on Education for All but we have left out certain groups. The marginalized get very little focus in special education, so those areas have not been seriously looked at in all this.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

I will take the other two questions: the one on China and on cooperation that provides win-win solutions as comments for now. And I think that was a comment for SEAMEO (pointing to the person who asked the question) so I will give Ui Hock Cheah an opportunity to answer after the next round of questions.

Question 6: Aaron Benavot (Visiting Professor, CICE Hiroshima University, Japan)

My first question is to our colleague Ui Hock Cheah in Malaysia. Could you please indicate what you see as the research priorities of SEAMEO and why you think these priorities are important? Also why do you think these priorities are important to the member states of Southeast Asia? You mentioned that there are three different kinds of courses offered at your center. I wonder about the relative effectiveness in the country and specialized courses and whether or not you see one framework or course type as more effective in relation to the target audiences. My other question is to the two Japanese colleagues, in particular on the issue of the Japanese model for ODA. Is there such a thing as a Japanese model that can be conveyed, adapted and used in some way to structure and design different kinds of overseas aid? In particular, while I understand the emphasis on self-help efforts, I had a quick look at the pamphlet on education development in the hallway and in one of the first chapters it states that Japan had a very high level of education in the late 19th and early 20th century during which a majority of children gained access to primary education. Despite World War II and the massive destruction of the Japanese economy, the fact is that Japan had a population with high literacy rates and a strong desire for education. There was a large amount of foreign investment that went to Europe after World

War II due to the Marshall Plan, and the World Bank and the US provided millions of dollars in loans and aid to Japan for post-war reconstruction. Relative to many developing countries today, Japan then had an enormous ability to utilize this influx of foreign investment for productive purposes. So I ask about the historical accuracy of the self-help idea, when in fact after World War II, without the enabling impact of foreign contributions, this development in Japan would have been difficult. And unfortunately many people in the US government thought that experience could be transferred to the developing world where there isn't a long history of education or high rates of literacy. In such instances an infusion of foreign aid helping a country to develop itself doesn't seem to be such an effective solution. There are significant differences in the challenges faced by our colleagues in Africa and I wonder how much the Japanese model is useful for them or actually can be reliably adapted in such different contexts from the historical one that existed in Japan.

Question 7: Riho Sakurai (Center for the Study of International Cooperation in Education, Hiroshima University)

JICA has shared cooperation efforts in education now and in the future and MOFA has spelled out the assistance efforts from Japan and then we experienced a great earthquake. How does this great earthquake have an impact on education?

Question 8: Hakima Bathaoui (Royal Embassy of Saudi Arabia Cultural Office)

Thank you very much. My question is for Ui Hock Cheah from SEAMEO. This organization has 11 countries. How do you coordinate with each other and could you give a brief vision of the difficulties facing the education field? What can diplomatic missions abroad do to facilitate your work?

Question 9: Yuko Kato (Sophia University, Japan)

Thank you for wonderful speeches and presentations. I am a sophomore at Sophia and I have a question to all of you as to the gap in education disparity. When I was listening I felt that international cooperation in education is very much similar to food provision aid in Japan after World War II provided by the government, and citizens wanted better and better food. In the analogy in education, developing countries are getting education from the government which means they desire more and more for themselves. In primary education you are saying there is disparity but for secondary higher access disparity, is there a way to be preemptive and prevent it from occurring in the future? My second question comes as one belonging to the generation that has to take over, so can you offer your advice to our generation? What should we be doing in the next stage of international cooperation in education?

Ui Hock Cheah (Senior Specialist, Research and Development Division, SEAMEO, Regional Center for Education in Science and Mathematics, Malaysia)

Thank you. There are three questions that I can answer. First, what are the research priorities in SEAMEO and the different priorities for the courses? We are looking at two things at the policy level. The 11 countries at the policy level have different levels of development and what we are trying to see is if it is possible to have some kind of curriculum standards. Not to tell them what they should follow but so that we can learn from each other and have each country set up their own curriculum. So the first thing we are trying to look at are regional standards, curriculum standards and teacher standards. The second thing is in research and we also want to look at practice in the classroom. There are always problems with our teachers. Most of us get training – we go to university and we come out and we think we can teach but when we are in the classroom it is difficult to transfer theory into practice. So how can we transform the classroom into more interesting lessons for the students? The Japanese model of Lesson Study is one model we are

looking at but to use it in Southeast Asia is difficult, as Lesson Study is embedded in culture. It is like a habit and it is not so easy to transfer this into classrooms in Southeast Asia. So how is it possible to have on-site teacher development? We want something that is more practical for the teachers. The next question on the three different kinds of courses we have which are regular, in-country and customized courses. We do the impact study for the regular courses but due to financial restraints we do not conduct impact studies on other types of courses. We conduct our survey study to all the participants who go back after six months by looking at how they are able to apply what they have learned on the course and do they find the content relevant and are they able to disseminate it. We want the multiplier effect and we found they are able to do this most of the time. Courses are applicable, relevant, dissemination is practical but it depends on the local context. Constraints are time. It is easy to do something when you go for a course as you go, learn and say "wow, it is fantastic". But things are very difficult to do practically when you go back. The curriculum is overloaded with a great focus on examinations so students want to do well in them and big class size is still a problem so this is related to what we said earlier on. How do we transform what we learn? Lesson Study is one possibility but not a total implementation of the Japanese model but some form to help them improve and be confident and to take the authority to improve for themselves and to improve the classroom. One of the reasons we came up with the In-Country Course is that in the Regular Course we are not able to train so many teachers from Southeast Asia. So for In-Country Courses, we would go to the country and provide training free of charge. So we call them In-Country Courses. There are some setbacks. Some of the poorer countries have not been able to manage training for their own country.

(To the question from Hakima Bathaoui) We practice a policy of non-interference. We want to help each other but not interfere in national policies. So there are several levels of meetings, with the highest level at the ministerial level where we share ideas but do not impose them on any country – what they should or should not do – and this is yielding some results. We are working with some ASEAN countries that are opening up more and it is an effective way of learning from each others' capabilities.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

Can we address the Japanese model for aid and issues of self help? First, Associate Professor Yamada and then Director Kayashima, please.

Shoko Yamada (Associate Professor, Graduate School of International Development, Nagoya University, Japan)

From my side first of all I have to tell you there is no consensus on what the Japanese model is. This term is used pretty often but the meaning depends on who is talking about it. And today what I have talked about has two aspects. One is in terms of packages of aid modalities and how Japan is good at using certain forms of technical aid. That is the aid package aspect of the Japanese model. The other aspect, which I think Dr. Benavot explained, relates to the Japanese development experience and I can completely agree that the experience of human resource development has a longer history and has its basis even before the Meiji era started. Therefore, as early as 1900, the enrolment rate of primary education was 100% in Japan. In that sense the situation is very different between Japan and many African countries. Actually I am teaching in a graduate school to international students and we have a course on the Japanese development experience. Every year I talk about the education experience from the Meiji era to the 1990s. Each time I get the comment from students that Japan was lucky. Japan started early so has the luxury to protect its own market and industry. In the current world economic situation, we (developing countries) cannot do the same. We have to compete with the early starters and we cannot do that. So yes, the adaptability question is always raised. I myself am thinking if there is any substantial meaning of the Japanese model, which has a persistent message to the developing countries. I think these would be the matter of timing regarding the investment in certain areas of education and the relationship

between education and other aspects of society. I don't think these things would change that much in regard to the global context. One of the members in the audience today, Professor Saito, can perhaps answer this question as an author on the subject.

Nobuko Kayashima (Director General, Human Development Department, JICA)

In regard to Japan's model, personally I don't think one single model will fit the situation of all different countries. Each country needs to have their own model but I think it is quite useful to share different information and practices. As I am a practitioner, so maybe Shoko-sensei could explain it more clearly, but I would like to mention that the most popular practices in the Japanese education system for developing countries is teacher management, lesson study, pedagogy, science and math, and school management. These are components and not the whole system but these practices of the sub-area might be useful to study to resolve some of the problems in developing countries. We try to use more popular Japanese practices; we don't intend to implant what we have done in Japan because it doesn't always fit to the context of other countries. Therefore we don't intend to implement a Japanese model as a whole as it would not be successful. But we would like to share our experiences and try to introduce the practices by reviewing and modifying the model based on the context of developing countries.

The second point is the impact of the Japan earthquake. There are two things I would like to talk about. First, I think the Japanese people's mindset has changed very much since the earthquake. I have come to realize that our confidence and arrogance have been shattered into pieces. In fact, one of the positive impacts has been seen on ODA budget. From 1998 Japanese ODA has continued to decline while the economy has been shrinking and next year, for the first time, we will see an increase in budget of ODA. This is because of the earthquake. Japan received various aid and assistance from developing countries after the disaster. For instance, from Ghana we received chocolate, so some of this support might be small but the Japanese have come to appreciate that people around the world have not abandoned us. If Japan is in trouble people are willing to offer a helping hand, so that is one bright side we have learned from this disaster. In the past, politicians who tried to raise the ODA budget were criticized by the public but through this experience people have come to appreciate that Japan's ODA is highly assessed by the global community. The second point is that the changes in our economy haven't changed the picture of the world. The landscape of the world is not a dichotomy of developed and under-developed but issues are becoming more diverse and commonalities faced by both developing and developed countries. And again this has been recognized through the earthquake experience. We realized that there are common issues like disaster prevention and an environmental problem in both developing and developed countries. We realized that what Japan has supported for developing countries such as an area of education for disaster prevention – which we thought were the developing countries' issues – was not only a developing countries issue, but also our issue in Japan. Our experience of the disaster may bring changes in our mind that what we have done in international cooperation would be applicable in solving similar problems in Japan. In this way, through our basic education assistance, JICA might try to tell Japanese children about the world and other countries in a more familiar way. This could be a link and a window for Japanese children to look onto the outside world. It is an abstract answer but it did bring about major changes and a paradigm shift in Japan's ODA.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

The question about gaps in education and what should be done in the future – I would like to ask Birger to comment on them.

Birger Fredriksen (Former Director, African Region Human Development Department, World Bank)

I am glad you gave me such an easy question! Is there a way to preempt that we get gaps in coverage of secondary and higher education in developing countries of the type we have today in primary education? When we come to bridging gaps it is easiest to answer for basic education because I think there is a fairly universal agreement that everybody has the right to a certain level of basic education and that, consequently, ideally there should be no gap in coverage between countries or individuals within countries. Of course, different countries define the length of basic education differently. But more and more, countries are moving toward a basic education cycle of 8-10 years which often comprises primary and lower secondary education. However, when it comes to upper secondary and, especially, higher education, it is difficult to say whether a gap in coverage between countries at different levels of economic development is "bad" and needs to be bridged in the short term. For example, the average enrollment ratio for higher education in sub-Saharan Africa (SSA) is about 5% as compared to about 70% in Korea. Clearly, it would not be reasonable at this stage of economic development – where in many SSA countries 70-80% of the labor force is in the informal and rural sector – to aim for the same coverage as in Korea, a country that has a totally different economic structure. While the relationship between education and economic structure is not very strict, there must be some alignment between a society's education system, the demand for skilled labor at different levels of qualifications and the capacity of the society to publicly fund education.

As regards the second question regarding what the younger generation should do and what is the next step in cooperation, I am going to be a bit bold here. I really thought the sort of development assistance we have now based largely on financial aid would start in my generation and die in my generation. I am not against aid. But when the UN system was created, the main reason was not to provide development aid but in recognition of the need for cooperation among countries. So promoting efficient technical cooperation between countries is a very effective way of aid and JICA is a very important supporter of such cooperation. But it is not just developing countries that need to cooperate and learn from each other. I am Norwegian and Norway has learned from Sweden for ages and there is close cooperation among the Nordic countries in most areas. More generally, countries and people need to cooperate to learn to live together in this globalized world. Also, knowledge and innovation are increasingly the main drivers of economic development. To be able to compete in increasingly knowledge-driven economies, poor countries need help to be able to benefit from global knowledge and adapt it to local conditions. So we need to ensure countries that don't have that capacity the big countries have can also benefit from the knowledge revolution. The Chinese send thousands of students to the US but most African countries cannot afford to do that. Also, they don't have a strong private sector that can develop and adapt technology to local conditions like Japan was able to do in the early stages of Japan's development. So the government will have to play a bigger role to acquire and adapt knowledge and technologies that can work in the local context and then to try to implement it in the way Japan learned to after World War II and quickly became a leader in technology. So the next step is more effective cooperation between countries to speed up knowledge sharing and peer learning to help speed up the development process.

Finally, as to the question on aid for post-war reconstruction in Japan and West European countries: I just want to underline one point because Western Europe was in the same position as Japan. While the Marshall Plan was very helpful in rebuilding Western Europe, the magnitude of the aid to Europe never exceeded 3% GDP and it did not last for more than about three years. It was largely to repair infrastructure; the technical and institutional capacity was already there. This is very different from the situation in most of today's low-income developing countries. For example, in terms of aid levels, in 2009 aid exceeded 10% of GDP in 22 SSA countries and 20% in five SSA countries. And this

high level of dependency has lasted for two-three decades.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

This concludes the question and answer session and I would now like to invite Professor Yoshida to lead the next discussion.

【Concluding Discussions by Keynote Speakers and Panelists with Moderator】

Kazuhiro Yoshida (Professor, Center for the Study of International Cooperation in Education (CICE), Hiroshima University)

Thank you. At this time we were to change the layout but as we are running out of time I'd like to get into the final summary without changing the layout. When we came up with the idea of this year's Japan Education Forum theme, we thought we would have a wide range of discussion and now I find it very difficult to summarize today's discussion. I believe this forum is not designed to come to some conclusions but rather we have lively discussion on issues and we do not attempt to reach agreement and consensus. In this respect there is a big souvenir for all people who come to this forum which is to consider how we can improve aid effectiveness and what would be effectiveness in education aid. I would like to give you food for thought as you contemplate the theme of aid dependency. So many inputs were given in this forum as to how we should define what Dr. Yamada called a paradigm shift. Last November in Pusan we discussed aid effectiveness and said we should shift from aid effectiveness to the development of partnerships of mutual learning. In international cooperation it is said of Japan that its donor aid does not help but that we collaborate with each other to achieve development. There is also the paradigm shift thinking here. Today we have had two keynote addresses and a panel discussion and it is impossible to summarize them all. I would like to ask the two keynote speakers and Dr. Nampota for each of you to make some concluding remarks. But briefly I would like to summarize some of the key points that were discussed in this forum today.

One of them is ODA. The role of ODA has changed very much. The development challenge for developing countries and the positioning of ODA has changed and there is also the role of new emerging donors and the role of the private sector. Even in the education sector, donors and governments are equal partners and that was the main stream of discussion. But there is the addition of emerging donors and the private sector so there are diversified players getting involved and the circumstances of aid effectiveness have changed. And 2015 is getting closer and closer which is the target year to achieve EFA and the MDGs and education is one of the objectives to make sure all children will be able to receive primary education and we have seen progress so far. Then as a next step and beyond 2015, not only graduating from universities is important but what they can learn in school and what will lead to professions and occupations later in the future. So this discussion is not only confined to primary education but what we should do. Then from the EFA goals there are still marginalized children and equity and remaining issues we have to address toward 2015. And in thinking about post-2015 challenges this is the only timing we can consider for this challenge in relation to the EFA, so the focus will concentrate there. On the other hand we can see the development of globalization and in order to enjoy the benefits, people have to be active in the knowledge-intensive society. Higher education receives a lot of importance so in education in Africa what will be our priority? We can't come up with one correct answer as it is a very difficult and complex situation. Dr. Fredriksen mentioned there is an issue of allocation efficiency so since we have very diverse progress, one of the approaches cannot fit into all the countries in their own needs. And we talked about countries' ownership and harmonization. We have to promote them and in promoting ODA how do we define it? What would be the optimal allocation of ODA and the objectives from the respective donors and countries? What purposes do the recipient countries have for ODA on the assumptions that ODA will no longer exist in the future? We should review the way we provide ODA. If we want to achieve self-reliant development we need to change our perspective on aid and identify the efficient way of allocating aid resources – how it will be used and for what purposes and how to achieve maximum outcomes and results. We should use development to let the recipient countries gain ownership. So we have a declaration and many basic questions we have to address and without having thoughts on this aspect we can't really move on to effectiveness. But can we summarize the discussion we have had today to short-term challenges toward

2015? We have to think about the major impacts beyond 2015 so we have to think in terms of a critical review of what we have done and aid effectiveness. The document that summarizes the Pusan High Level Meeting on Aid Effectiveness last year does not seem to reflect on these important matters. So we have to review critically what we have done so we can set a new agenda for the future as members of the international community. As a way to cooperation, what would be our common objectives? We should come up with these by critically reviewing what we have done and have a shared vision of our effort. So my role is not to summarize but I am pleased if you consider this as my personal statement of what I think was discussed during today's sessions. Now I'd like to call upon Dr. Nampota to make some remarks and then Ms. Mubanga and Dr. Fredriksen.

Dorothy Nampota (Director, Center for Education Research and Training, University of Malawi)

Thank you very much. In terms of a summary let me say more on the panel discussion. We have seen the commitment from JICA and issues of changing paradigms in aid provision for developing countries. It is a good thing there is a lot of commitments from our donor partners to continue to support developing countries and commitment from JICA to align aid with developing countries, so I think this is a positive outcome. From the donor country perspective the issue of understanding the social contexts to ensure aid effectiveness is the most important and it was mentioned there are some areas of interest in alignment with policies of developing countries with issues of access to education. These issues we have done quite well on but relevance of education and if learning is actually taking place are issues that remain. Issues of quality still need to be addressed. JICA's commitment to align projects with country policy shows there is a light at the end of the tunnel to achieve some of the needs we still have as developing countries. So there is a need for developing countries to refocus their agenda in terms of relevance and how learning is taking place and what the curriculum is like. What is actually taking place in the classroom so we have better outcomes? The issue of importance of cooperation we didn't really comment upon. Issues of cooperation include learning from each other as partners in development to share a common goal. One good message we can carry home is, though issues of attitude change and commitment are aligned with the corporate agenda, no one side or the other is better if we agree on a common goal. In order to achieve it, to see it will be fulfilled and adhered to the cooperation is necessary and from the discussion that is what I can say as a summary. We are moving into a positive direction but we need an attitude change and more focus on areas that need attention in the development agenda.

Ruth M. Mubanga (Director General, Education and Specialized Services, Ministry of Education, Zambia)

Thank you. As a way of concluding, there was a question we didn't answer on the private and public sector and this is not really looked at as a way of development aid, so very little is being done to get the private sector into the education sector. Developing countries have a shopping list of what we need, and I think while we talk about paradigm shift, we also need a paradigm shift with the countries to state what exactly it is that they need – what needs to be done. Yes, there are a lot of challenges but which of these priorities, if addressed, would act as a catalyst for development? Also defining what it is you'd like to see. We keep hearing of so many changes likely to happen in the education sector but what is your vision for 2020? We would like to be a prosperous middle income country but we have not defined what that would look like. How do we know we have arrived? What kind of change do we want to see and once we have all that, we can sit at the table and discuss with development partners this is what we want to see. This will be the catalyst that will change the entire education sector. We don't seem to be at that point. We wait for the development partners to define what we need and everyone is working to 2015 and we have focused on that and once we do get to that we haven't started thinking beyond that. The issue is that skills development education is a passport out of poverty and the citizens want to see an education that, when they finish education, they will be able to address family needs

in getting out of poverty. But when you look at the education that is provided after grade 12 they are not ready to do anything so the issue of skills development has not been given attention in the curriculum, so for me there is a paradigm shift on both sides. Mutual respect above all in this dialogue and recipients being able to negotiate what they want rather than being told what they need as they will accept anything because they are in such dire need. But I think if we can define what we want to be and categorize aid it would be very easy to have this mutual agreement with cooperating partners.

Birger Fredriksen (Former Director, African Region Human Development Department, World Bank)

 I will start by thanking the organizers. I have attended many conferences over the last 40 years or so. This has been one of the best ones in terms of discussing issues that are forward-looking and important to development cooperation, so I'd like to congratulate the organizers from the different institutions on the excellent initiative of creating this annual education forum. My second comment is that our Chinese colleague called for more attention to African studies and I think that is an excellent idea. When we talk about development in Africa, it is as if Africa was one country. But Africa is such an enormously varied region with education levels and issues that vary enormously between countries. So the importance of knowing what we are talking about is really important. For example, in 1960 when most sub-Saharan African (SSA) countries became independent, while the average primary school enrollment in SSA was about 40%, countries such as Burkina, Ethiopia, Mali and Niger had less than 10% primary school enrollment, and Niger and Burkina did not even have one single secondary school. While the gaps between countries today are closing at the primary level, they are often increasing in secondary and higher education.

 I also want to make a comment on the discussion of the "Japanese model". Whether or not there is a very distinct Japanese model (I think there is), to my mind, there certainly is an "East Asian approach" for how some key East Asian countries (Korea, Singapore and Taiwan and, later on, Vietnam) developed their education systems after World War II. Compared to many SSA countries, these East Asian countries set strong priorities for education and economic development, including high priority in public budgets for universal primary education and literacy, and very strong focus on employment generation and shared economic growth. This focus on universal basic education and shared growth has not always been the overarching objective in many SSA countries. I will also say that pragmatism rather than dogmatism has been a major characteristic when it comes to education and economic policies. This is reflected in former Chinese Chairman Deng's comment to the effect that the color of the cat doesn't matter as long as it can catch the mouse. You try something and if it doesn't work you change it to try something else. These and other factors have characterized East Asia and are aspects that other countries can learn from.

 Finally, I have been trying to argue for the need of better aid coordination, both for the need for more evidence-based allocation and to allocate aid where it could have the greatest impact in different countries depending on national context, but I don't think that just adding money is the best type of assistance. You want the aid to have additionality. If you have aid and you want to make a difference, you don't want the country to shift its own money from education to other less productive purposes. And I think you have additionality when you help poor countries, which often cannot fund even their teacher salaries, to fund other essential education inputs that would not be funded in the absence of aid. This is the comparative advantage of aid: to provide additionality for high-priority investments. Also, the Paris Declaration argues for division of labor among donors and JICA has found a good area in supporting science and math teaching in secondary education which is a high priority area where there is underinvestment. There is a need, so why not focus on something that could bring something additional? I also think that capital investments of the type China

is making in many countries can be a comparative advantage of aid, when the investments are made in a sustainable manner. We need to develop higher education and we need to develop secondary education. Although I have been arguing for soft investment for capacity building, I don't think that means that donors should not support capital investment because Africa does need infrastructure.

I want to end by stressing that better quality aid necessitates more evidence-based allocation and use of aid. Many new donors are coming in and public-private partnerships will have a much larger role in the education sector. Therefore, better coordination among all is necessary to ensure effective use of all these different sources of aid. A well-coordinated global system does not mean micro-management of aid allocation but to ensure more financing for major areas which are severely underfinanced, despite general global consensus on their importance (e.g. female literacy, early childhood development, global public goods common to humanity, technical cooperation). Also, all donors do not need to follow the same approach; indeed they should not. For example, many countries such as Japan and the US have been reluctant to give budget support. This is fine; there is room for different aid modalities, but there should be coordination. We don't have an obvious best approach so some come in with targeted aid and others with budget support. And for good reasons poor countries which may not be able to pay their teachers may not feel that they can afford to send their education planners and policy makers to Singapore or Japan to learn from their past policies. But to use aid for such learning and knowledge exchange can be very effective use of aid. And donors should be more willing to fund regional cooperation, so I was very glad to hear the SEAMEO presentation and I wish African donors would spend more money on supporting well-performing regional institutions. JICA has also been good in supporting knowledge exchange and networks of university cooperation between Asia and Africa. I believe this is very effective use of aid money. Also, in Africa, regional cooperation is very important. Remember there are a dozen African countries that have less than two million inhabitants, and many have less than one million, so they need to cooperate with other countries in developing a fully-fledged education system.

Again, thanks for your questions and for inviting me.

Kazuhiro Yoshida (Hiroshima University, Japan)

I think it is time for us to end and we would like to thank all our speakers and we hope you all enjoyed today's forum. This completes our program. Thank you very much.

Appendix

Presented by

Revisiting Aid Effectiveness for Education in the Changing Global Context

Presentation by Birger Fredriksen at

Japan Education Forum IX

"Aid Effectiveness and Responsibility of International Cooperation in Education"

Tokyo, February 7, 2012

Overview

Discusses key issues in allocating and using education aid more effectively:

1. Summary of **Official Development Assistance** (ODA) from DAC donors*

2. The complexity of **enhancing aid** effectiveness at the country and global levels

3. Key emerging **education challenges** 2015 and beyond: Implication for aid priorities

4. Ways of enhancing the **effectiveness of country-specific aid**

5. The need for **more effective global aid coordination** for effective development

6. Steps towards **more evidence-based aid allocation and coordination**

*   DAC = Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD)
**   In this presentation, aid = ODA from DAC and non-DAC donors

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1.   The Setting: (a) Total net external funding

1.   **DAC ODA** disbursements <u>all sectors</u>: $129 billion in 2010, up 6.5% from 2009
➤   ODA = only 1/3 of total DAC flows. The share is declining
➤   <u>Non</u>-ODA from DAC countries: Largely private direct investments

2.   **Non-DAC ODA** rising rapidly:
➤   More than 30 <u>non-DAC donors </u>(including 8 OECD countries) provide ODA
✓   **Paucity of data** from key non-DAC donors such as Brazil, China, India, Russia

3.   **Private flows:**
➤   Remittances: $307 billion in 2009
➤   Philanthropists and foundations

✓   <u>Rising fragmentation:</u> Need better coordination to ensure that aid allocations make sense in the aggregate in terms of prompting development

Rest of presentation: **Efficient allocation and use of <u>education</u> aid**

3

Education's share of aid has remained static over the past decade (disbursements)
(<u>Source</u>: UNESCO EFA Global Monitoring Report. Policy Paper 02, November 2011)
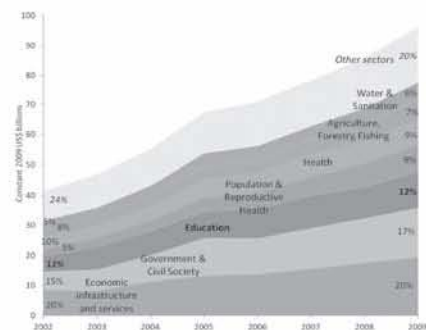
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1.   The Setting: (b) Summary of DAC ODA for education

1.   **Total education aid:**
➤ $13.4 billion in 2009, up from $11.3 billion in 2008
➤   Has remained about 12% of <u>total</u> DAC ODA over the last decade

2.   **Distribution (2008):**
➤   Sub-Saharan Africa : **28%**; East Asia: **18%**; Arab States: **14%**; South and West Asia: **12%**; Latin America: **8%**; Europe/Central Asia: **7%**; unallocated **13%**
➤   Basic education: **41%**, secondary: **17%**, higher: **42%**
➤   Much of aid for <u>higher education </u>spent on foreign students in donor countries
➤   Bilateral/multilateral aid: **80%/20%**

3.   **Narrow donor base for education aid**
➤   **Basic education (2009)**: 7 donors = 66% of all aid: World Bank (18%); US (12%); UK (11%); EU (8%); France (6%); Netherlands (6%); Japan (5%)
➤   **Total education** (average 2007-08): 7 donors = 68% of all aid: France (17%); Germany (13%); WB (11%); Japan (8%); Netherlands (7%); UK (6%); US (6%)
➤   **Little information on "new" donors'** support for education

5

Share of aid disbursed to basic education increased little over the past decade
(<u>Source</u>: UNESCO EFA Global Monitoring Report. Policy Paper 02, November 2011)
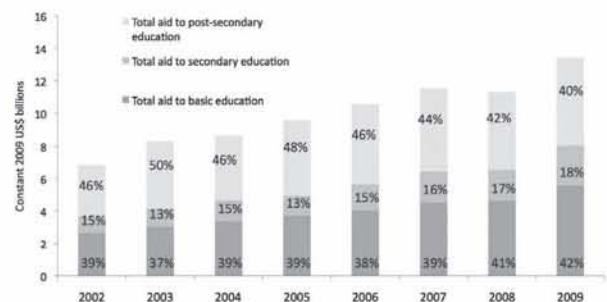
6

2. Enhancing aid effectiveness: (a) Different aid channels

1. **Two broad types of aid:**

   i. Country specific aid: Financial and technical aid delivered directly to countries through bilateral and/or multilateral channels

   ii. Global Public Good (GPG) functions: Aid coordination, technical aid, knowledge exchange, etc. facilitated by global and regional GPG agencies and networks

   ✓ Funding of many GPG functions not included in data on ODA

2. **Synergies between country-specific aid and GPG functions:**

   ➢ Effectiveness of country-specific aid often depends on effective GPG functions

3. **Some bilateral aid supports education GPG functions.** For example:

   ➢ Extra budgetary support for UNESCO and UNICEF

   ➢ Trust-funds supporting education managed by the World Bank

7

2. Enhancing aid effectiveness: (b) A multi-faceted challenge

1. **Effectiveness of country-specific aid depends on:**

   (i) Allocative Efficiency: Extent to which aid is allocated to purposes and inputs where it has the **greatest catalytic impact** on national education outcomes

   (ii) Technical Efficiency: Extent to which aid for a given purpose or input is:
   ➢ **Delivered efficiently** by donors
   ➢ **Used efficiently** by the country

   (iii) Aid Dependency Efficiency: Extent to which aid is allocated in ways that avoid creating **aid dependency harmful to self-reliant education development**

2. **Effectiveness of aid in support of GPG functions depends on:**

   (iv) Aid Coordination Efficiency: Extent to which **aid allocation** by country, purpose and type is coordinated to maximizes education outcomes

   (v) Global Public Good Efficiency: Extent to which:
   ➢ Aid is **allocated optimally** between GPG agencies/networks
   ➢ GPG agencies/networks **deliver efficiently** high-quality GPGs

8

2. Enhancing aid effectiveness: (c) Mixed progress

1. **Focus on technical efficiency:** But slow progress towards 2005 Paris Declaration targets on aid harmonization, alignment, ownership, results, mutual accountability

2. **Little attention to allocative efficiency:** Improved technical efficiency not sufficient to achieve effectiveness if aid not strategically allocated to maximize catalytic impact

3. **Very little global attention to:**
   ➢ Aid dependency → Reduces aid sustainability/progress towards self reliance

   ➢ Aid coordination → Causes sub-optimal aid allocation by country, sector, purpose

   ➢ Global Public Goods (GPG) → Limits poor countries' access to global expertise

4. **Global aid debate has focused on aid volume rather than on effective use:**
   → **Need:** More evidence-based aid allocation and coordination
   → **Busan:** Positive change. From effective aid to cooperation for effective development

9

3. Aid effectiveness 2015 and beyond: (a) Emerging education challenges

1. Challenges from **within** the education system:
   ➢ **Increased urgency to address old challenges:** Low quality, inequity, exclusion
   ➢ **Reaching neglected EFA goals:** ECCE, female literacy, skills development
   ➢ **Managing the political economy of budget trade-offs:** Increasing challenge of achieving EFA for excluded groups while expanding post-primary education
   ➢ **Managing more diversified systems:** Increased role for non-state providers

2. Challenges from **outside** the system:
   ➢ **Growing role of knowledge and innovation in development** → Major impact on needs for skills and "change agility" to compete in global knowledge economy
   ➢ **Unprecedented societal change:** ICT; demography; strive for more cohesive and equitable societies; more accountable governments; climate change; environment
   ➢ **Rising internal/international migration** → Urbanization; "brain drain"/ "brain gain"

10

3. Aid effectiveness 2015 and beyond: (b) Implications for aid priorities

1. **Two broad types of aid** (slide 7): Country specific and Global Public Good functions

2. **Guiding principles for enhancing aid effectiveness for both types:**
   ➢ In most countries, the vast majority of education funding is from domestic resources
   ➢ Thus, the **comparative advantage of aid** is to help build:

   (i) **Strong and sustainable national institutions** able to enhance impact of total education funding (external + domestic) on education outcomes
   (ii) **More effective and better financed global systems** for GPG functions
   (iii) **Mechanisms to enhance synergy** between country specific aid and GPG functions

   → **Overarching priority next decade:** Building **inclusive** and **sustainable** systems responding to long-term national economic, social and cultural development needs

11

4. More effective country-specific aid: (a) Comparative advantage of aid

1. **Severe budget constraints** complicates political economy of budget trade-offs:
   ➢ Between short-term urgencies and longer-term investments
   ➢ Between populations with different strength of political voice and vulnerability

2. **In this context,** not symmetric fungibility between aid and domestic funding:
   ➢ Aid can substitute for **domestic funds** for most purposes
   ➢ But domestic funds will prioritize (i) short-term urgencies/salaries over longer-term investments, and (ii) vocal groups over marginalized groups with little voice

3. **Comparative advantage of aid:** Additional funds for underfunded priority needs:
   ➢ **Inclusive and sustainable systems** responding to long-term development needs
   ➢ **Policies and programs** for marginalized populations
   ➢ **South-south/triangular cooperation** to enhance peer learning and sustainability

12

4. More effective country-specific aid: (b) Aid priorities

1. **"Soft investments" for Capacity Development (CD)** to develop systems, e.g.:
   - ➤ **Knowledge-base** for evidence-based decision making
   - ➤ **Expertise** to formulate, implement and monitor policies; and to evaluate outcomes
   - ➤ **Political capacity** to build consensus on policies and budget trade-offs; apply merit-based staffing policies; set service-delivery standards and exercise accountability

   - ✓ **Need new CD strategy:** Build effective and accountable institutions able to mobilize, strengthen, and retain national expertise, including through south-south cooperation

2. **Investments to improve quality of delivery:** Learning materials; staff development; systems to improve accountability of teacher and school management for results

3. **Equity:** Out-of school youth; disabled; girls/women rural/informal economy workers. More difficult as groups with stronger voice push for post-basic education

4. **Counter-cyclic budgetary support** during crisis to protect poor and past gains

→ **Increasing role of aid:** Promote equity, poverty reduction, south-south cooperation

13

4. More effective country-specific aid: (c) Mitigate aid dependency risks

1. **Aid to Sub-Saharan Africa (SSA) unprecedented high and for long period:**
   - ➤ In 2009: Of 48 countries, aid exceeded 10% of GDP in 22 countries and 20% in 5. Aid exceeds 5% in only 5 non-SSA countries, and 10% in only one (Afghanistan)
   - ➤ Share of aid in public education budget: **25%** in 2006 (median for 40 SSA countries)
   - ➤ Aid for basic education (2008) in SSA: $1.6 billion. UNESCO estimates $10.6 billion needed annually 2008-15 to reach EFA. **What are dependency implications?**

2. **For same level of aid, ways to mitigate dependency and enhance self reliance:**
   - ➤ Avoid substituting for domestic funding. More poverty-focused → more additionality
   - ➤ Prioritize severely underfunded inputs where aid has comparative advantage
   - ➤ Enhance predictability: Less than half of aid promised for SSA at 2005 G-8 delivered
   - ➤ Use volatile aid for less risky purposes → Investments rather than salaries
   - ➤ Avoid uses that weaken institutions by creating corruption; low ownership; disincentives for domestic resource mobilization

14

5. More effective global aid coordination: (a) Distribution among countries

1. **Education aid is unevenly distributed by regions and countries.** In 2008:
   - ➤ Aid per primary school child: $13 in SSA and Arab States; $6 in LA; $4 in Asia
   - ➤ In SSA, 10 low-income countries received less than $6 per child, 7 more than $40
   - ✓ 80% of increase in aid in 2009 for 4 countries: India, Pakistan, Ethiopia, Vietnam

2. **Increase impact of aid on EFA by giving higher aid priority to:**
   - ➤ Well-performing countries which are "off-track"
   - ➤ Post-conflict/"fragile states". Means more "needs" than "performance-based" aid

3. **Ongoing changes in bilateral aid policies will change country distribution:**
   - ➤ More support for "fragile states"
   - ➤ Some donors (Denmark, Netherlands, Norway, UK) limit recipients of bilateral aid. Could increased gap between "donor darlings" and "donor orphans"

4. **Change in aid policy to reflect change in geography of poverty:** Two decades ago, 93% of poor lived in low-income countries. Now 72% in middle-income countries

15

5. More effective global aid coordination: (b) GPG functions

1. **To reap benefits of knowledge revolution:** Need GPG institutions to promote:
   - ➤ More evidenced-based decision making through capacity-building, technical support knowledge-sharing; comparative studies; cross-country cooperation/peer learning
   - ➤ Economies of scale: About 45 developing countries less than 1 million inhabitants

2. **BUT many obstacles to mobilizing funding for GPG functions:**
   - ➤ "Free rider problem" → General problem in financing goods with positive externalities
   - ➤ Difficult to measure GPG outputs→ Donors fund what can be measured in short-term
   - ➤ Inefficient GPG institutions: Vicious circle → Resistance to reform limits funding
   - ➤ Declining technical expertise in aid agencies → Serious issue; little attention

3. **Overall effectiveness of aid likely to improve if international community:**
   - ➤ Give higher priority to reforming and funding adequately GPG functions
   - ➤ Strengthen the technical expertise of aid agencies to give high-quality aid

16

5. More effective global aid coordination: (c) Education aid architecture

Present aid priorities and architecture increasingly respond to yesterday's challenges:

1. **Aid must be used more strategically and flexible to address evolving priorities**
   - ➤ Growing need for more knowledge, innovation and capacity intensive education policies and programs to respond to rapid global economic and social change
   - ➤ Help close widening gap between countries and regions as well as within countries
   - ➤ Facilitate south-south/triangular cooperation for peer learning/knowledge exchange

2. **Meeting challenges will require stronger global education sector leadership**
   - ➤ DAC donors face (i) New aid demands on declining budgets (climate; food security); (ii) rising disillusion about aid effectiveness; (iii) competition from "new" players
   - ➤ More funds for GPG agencies depends on increased credibility and ability to reform. Need higher quality services, less turf, more cooperation, more division of labor
   - ➤ "New" donors: Coordination challenges, but opportunities for funding and learning

17

6. Steps towards more evidence-based aid allocation and coordination

1. **Must build consensus on global aid effectiveness issues such as how to:**
   - ➤ Ensure aid is used where it has **comparative advantage** in each country context
   - ➤ Achieve more **strategic allocation of aid** by country, purpose, type of aid
   - ➤ Enhance aid **predictability, additionality, and sustainability**
   - ➤ Reform and fund **GPG agencies** to provide high-quality GPGs
   - ➤ Improve the **coordination capacity** of the global education aid architecture
   - ➤ Strengthen **aid agencies' technical expertise**

2. **To achieve this requires greater awareness of the need for:**
   - ➤ More **evidence-based aid allocation by donors**
   - ➤ Stronger **global political attention to education** reflecting high national priorities
   - ➤ **Mechanisms and funding** for translating awareness into political will and action

   - ➤ → Overarching constraint: Weak global political education sector leadership

18

63

SCHOOL PROGRAM OF IN-SERVICE TRAINING FOR THE TERM (SPRINT) PROGRAM IN ZAMBIA:
A CASE OF COLLABORATION TOWARDS SELF-RELIANT EDUCATION DEVELOPMENT

Ruth M. Mubanga
Director General, Education and
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Zambia
7th February, 2012

BACKGROUND

- Ministry recognizes the important role that teachers in providing quality education
- Employing well-qualified and competent teachers is underlined in the national policy document
- Teachers are the single most important resource and determinant of success
- The quality and effectiveness of any education system largely depends on the quality of its teachers
- The educational and personal well-being of children hinges on teachers competence, commitment and resourcefulness

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School System

- Primary schools: Grades 1-7
  Secondary schools: Form 1-5
  Tertiary education: 1year certificate; 2-3 year diploma; and 4 year degree. (1964)
- Primary schools: Grades 1-7
  Secondary schools: Grade 8-9 & grades 10-12 (1977)
- Basic schools: Grade1-9 (primary 1-7 and junior secondary 8-9); Senior secondary 10-12
- 2011 new government decision to revert to primary grade 1-7 and secondary grade 8-12

Teacher Preparation

Pre-Service Training Programmes
- 1966 (ZPC), 1986 (ZBEC), 2000 (ZATEC)
- Changes in schools did not match teachers training
- Teachers still trained for Primary, and Secondary
- New government policy - upgrade all diploma teacher to degree
- Convert all teacher training colleges to universities

Teacher Preparation

In-Service Education and Training (INSET)

- Short-term Continuing Professional Development (CPD) in workshops and seminars, in schools and teachers' Resource Centres
- Long-term upgrading or professional courses in colleges and universities

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Teacher Professional Development

- Initiatives in 1980s to improve the quality of teaching in Math & Sciences increased
- Government-driven & donor funded
- Teachers' ownership of CPD not promoted
- The INSET trainings up to mid-1990s had little connection with CPD for teachers
- The INSET education interventions redefined as stipulated in Education Policy

Policy on Teacher Professional Development

- Foster quality and effectiveness of the education
- Promote the quality of individual teachers and of the teaching profession
- Increase the supply of trained teachers.
- Develop strategic for Pre- & in-service training
- Professional competence of teachers rests on initial training, on-going in-career professional and personal development
- Address terms and conditions of service
- Create a professional teachers'body

7

Cooperating Partners in Education

- SIDA, the Self Help Action Plan for Education (SHAPE) Project 1986
- Aim to enhance the capacity of schools and colleges for self help in practical subject
- 1989 DFID Action to Improve English, Mathematics and Science (AIEMS) project
- Literacy programs, Primary Reading Programme (PRP), and New Breakthrough to Literacy (NBTL)

8

Cooperating Partners in Education

- School Program of In-service for the Term (SPRINT)
  - Teachers Group Meeting (TGM)
  - Head-teacher's In-service Meeting (HIM)
  - Grade Meeting at Resource Centre (GRACE)
  - Subject Meeting at Resource Centre (SMARC)
  - School In-service and Monitoring (SIMON)
- DANIDA, the Zambia Teacher Education Course (ZATEC)

9

Cooperating Partners in Education

- USAID: Community Health and Nutrition, Gender and Education Support Program (CHANGES 1&2) support to Community Schools
- The Educational Quality Improvement Project (EQUIP2)
- Improve school leadership and school effectiveness, and develop highly participatory process for developing the required policy shifts, coordination and support
- Quality Education Services through Technology (QUESTT) Interactive Radio Instruction (IRI)

10

Impact of Development Aid

- Projects were resource heavily dependent
- Unsustainable and lack of ownership
- Teachers and schools were unable or unwilling to take up new ideas
- Materials developed by teachers were not in use
- Needed to combine low cost with less preparation time and multiple use
- Relied heavily on carefully structured modules
- Restricted scope, effectiveness and flexibility of training

11

Impact of Development Aid

- Limited to discussion and talk reinforced the talking/telling approach
- The relationship and status restricted participation
- Lack of skills development and critical reflection personal skills
- Encouraged an abstract approach to ideas and skills.
- Cascade encouraged dependency on centralised initiatives
- Teachers groups encountered difficulties, lack of clarity, difficulty in finding time & groups not encouraged to share good practices
- Long distances teachers were also required to go to TRC

12

Strengthening Mathematics Science Technology Education

- School-Based Continuing Professional Development (SBCPD) for sustainable Continuing Professional Development (CPD)
- Managed through School Program of In-service for the Term (SPRINT)
- Demand driven & cost effective programs
- Responding to identified needs
- Focused on school needs
- Based in schools or Resource centres
- Enable large numbers of teachers to learn

13

Strengthening Mathematics Science Technology Education

- Included studies on subject contents, methodologies, use of materials and management in classrooms
- SMASTE School Based CPD Project as a Technical cooperation project
- To help strengthen SPRINT activities
- Based on the need to improve teaching/learning in the classroom. To benefit more teachers
- Focus was to align the projects with CPD policy
- Advocating for ownership and sustainable INSET
- Initiated and implemented locally
- Promoted team spirit among teachers

14

Strengthening Mathematics Science Technology Education

Starting year	Project Title	Focus of the Project	Target Area	Target levels	Target Subjects
2005	SMASTE School based Continuing Professional Development Project Phase 1	Implementation Of Teacher Training (Introduction of Lesson Study)	Central Province	Upper Basic and High School	Science and Maths
2007	SMASTE School based Continuing Professional Development Project Phase 2	Implementation Of school based training	Central Province (Basic & High Schools)	1.Central (Basic & High school) 2.Copperbelt & North Western Provinces (Upper Basic & High Schools)	1.All subjects 2. Science and Maths
2011	Phase 3 (under implementation)	Strengthening Teacher Performance and Skills (STEPS)	Whole Country	Selected 54 Districts in the whole Country.	1. All subjects 2.Science and Maths

Challenges of Development Aid

- Zambia was struggling with a heavy debt burden, structural adjustment programs low investment and low quality
- Effort devoted to increasing inputs
- Little focus on institutions provide services efficiently and responsively
- Little focus on consumers ability and incentive to use services efficiently
- Service providers not accountable for quality
- Challenge to sustain the changes

16

Challenges of Development Aid

- Competing approach with sector wide, multilateral and bilateral approaches
- Donor bias towards short-term projects
- Assumption that developing countries lack important skills and abilities,
- Outsiders could fill these gaps with quick injections of know-how
- Project approach lacked accountability, sustainability and was personalized
- Encouraged allegiance to the project-funders as opposed to the government

17

Conclusion

- Knowledge cannot be simply transferred by the donors, but should be actively acquired by the recipients
- The importance of the local values knowledge
- It is not possible to replace existing capabilities in partner countries with knowledge and systems produced in foreign country
- These are evidences in the policy shift, ownership and sustainability of the program in Zambia

18

Opportunities and Challenges in Education Cooperation in Malawi

Dorothy Nampota
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Paper presented at the 9th Japan Education Forum,
7th February, 2012, Tokyo, Japan.

Introduction

- Education cooperation usually involves two partners – Donor Partners and recipient governments, this entails equity
- The purpose for such cooperation is to achieve a common goal of the recipient partner.
- Thus effectiveness of educational cooperation in the Malawian context would mean cooperation that leads to achievement of educational priorities as set up in the National Education Sector Plan (NESP)

Educational priorities (NESP & ESIP)

- Malawi Growth and Development Strategy (MGDS) as the country's medium term development tool (2006-2011)
- The National Education Sector Plan (NESP)(2008 – 2017), operationalized through the Education Sector Implementation Plan (ESIP)(2009 – 2013) build on the MGDS and define three thematic areas as education development priorities:
  - Expand equitable access to education
  - Improve quality and relevance of education
  - Improve governance and management in the education system.

Aid priorities in Malawi

Equitable access to education

- Infrastructure development (girls hostels, classroom construction)- UNICEF, DfID
- Targeted programmes to marginalised groups such as girls, drop outs, disabled, the poor, cultural barriers (e.g. take home rations, EDSA OVC and CTS grant - USAID, school health and nutrition, bursaries, establishment of mother groups, gender mainstreaming programmes)
- Curriculum reviews - GIZ

Aid priorities in Malawi

Improving quality and relevance
- Learning achievements focussing on early grade reading and mathematics (USAID)
- Initial and in-service primary teacher training and development (ODL, CPD - GIZ), CPD for secondary (JICA)
- Procurement of teaching and learning materials (through school grants (World Bank, DfID), GSES I&II - CIDA)

Improving governance and management
- Policy reviews and development e.g. decentralisation policy (GIZ, JICA)

Major donors and aid operation/alignment

- Major donors: USAID, UNICEF, CIDA, JICA, GIZ
- Largest amount in 2011-12 is coming from China as they construct the University of Science and Technology at Ndata in Southern Malawi and a secondary school in Thyolo.
- All donors except China have gone for coordinated sector support
- Overall coordinated sector programme support is more influential because of its flexibility, efficiency and effectiveness due to joint planning, monitoring and evaluation systems

Paris/Accra declaration on aid effectiveness

According to Booth (2008) the 2005 Paris declaration identified the following five factors as ingredients for aid effectiveness:

- Country ownership: in terms of political leadership, developmental vision and willingness to transform state structures that have been associated with development in the past.
- Aid alignment with country policies and systems
- Aid harmonisation
- Managing for results
- Mutual accountability

7

The Secondary School Teacher Education Project (SSTEP)

- Dates: 2000-2007
- Funder: CIDA
- Target group: Primary teachers wanting to upgrade to diploma and become secondary school teachers
- Fundable items: Tuition fees, printing of modules and provision of a teacher starter pack (secondary school syllabus, core textbooks in the student's subject area) when the students graduate.
- Sustainability: programme continuing to-date

8

Success criteria

- Involvement of both MoEST and DCE in policy formulation and implementation (ownership)
- Funds disbursed to DCE and administered as part of normal institutional funds (ownership).
- Local actors within DCE and MoEST managing the project, CIDA officials participating in M&E (managing for results, mutual accountability)
- Outcomes were self motivated teachers since they were to teach in a secondary school, improve their remuneration and alleviating shortage of teachers at secondary school level (alignment).

9

School grants – EDSA/SIP – Mbayani school

- Total enrolment: 11,021 learners, 10-12 streams in the lower classes
- Total of 99 teachers
- Overlapping system of education
- Located in a slum area/squatter settlement which is about 3km from Blantyre Central Business District.
- Parents and guardians are are small scale businessmen selling fish, fruits and vegetables, small grocery shops, saloons, barber shops.

10

EDSA/SIG amount

- Grant to support Orphans and Vulnerable Children (OVC) and Care, Treatment and Support (CTS) learners

YEAR	EDSA/SIG Grant					
	OVCs		CTS			
	No of beneficiaries	Amount (MK)	No of beneficiaries	Amount (MK)	Total (MK)	
2010	125	687,500	67	502, 500	1,190,000	
2011	350	1,925,000	67	502, 500	2,427,500	

11

EDSA/SIG uses

- Money disbursed directly to school and items purchased by school actors

Type of grant	Amount (MK)	Use
OVC	2,000	School shoes
	2,000	School uniform
	500	Umbrella
	1,000	User fees (for reimbursement of other school costs including school fund, examination fees)
CTS	2,000	Blanket
	2,500	Nutritious food
	3,000	Transport to go collect ARVs

12

Some challenges

▸ Policy formulation not participatory.
▸ Grant disbursed directly to school
▸ Over 90% of the learners could be identified as OVCs but only a few benefited
▸ Government expected to take over from USAID and roll out the programme
▸ The proposal to pay MK250,000 to all schools for both OVCs and CTS +School Improvement Plan-representing a great reduction

Conclusion

▸ Education cooperation yielding mixed results
▸ Success depends on how much the cooperation adheres to the Paris declaration
▸ Aid alignment appears well adhered to
▸ Capacity development and therefore ownership, mutual accountability, ability to let go, managing for results appear not to be adhered to strictly.

▸ Thank you

Japan Education Forum IX

"What Do We Mean by Effectiveness for Education Cooperation?" JICA's Cases

February 7, 2012

Nobuko Kayashima
Human Development Department
JICA

国際協力機構

Outline

1. JICA's policies: Position Paper
2. Issues for post-2015
3. Approaches to improve international cooperation in education
4. JICA's cases
5. Conclusion

国際協力機構

1. JICA's policies
Position Paper on Education Sector 2010
"JICA's Operation in Education Sector – Present and Future"

■ **Objectives (Why)**:
1. Education as a basic human right
2. Contribution to social and economic development
3. Promotion of mutual understanding for a symbiotic multicultural society

■ **Priorities (What)**:
Basic education (teacher training, school management, construction of school facilities, capacity development of administrators) and higher education

■ **Guiding principles (How)**:
1. Supporting policy-making reflecting on-the-ground knowledge
2. Longer-term engagement in alignment with partner countries' development plans
3. Promotion of network-type cooperation and exchange
4. Results-oriented project design, implementation, and evaluation

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2. Issues for post-2015

■ Improvement of the quality of education
■ Reaching the unreached and marginalized in education
■ Post-primary

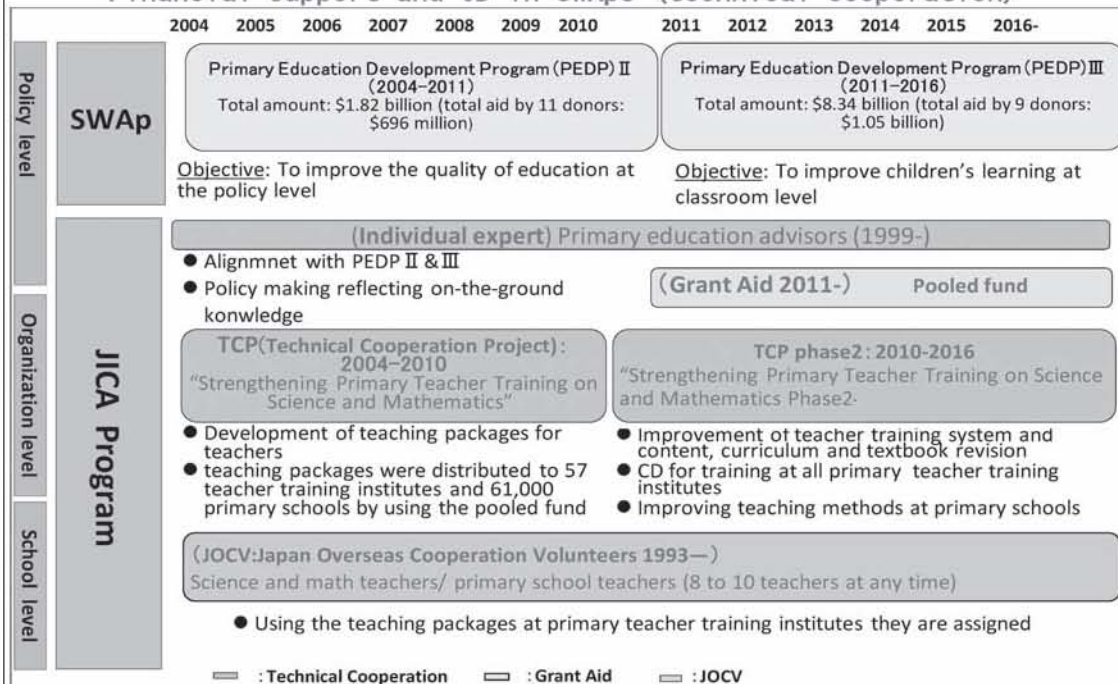# 3. Approaches to improve international cooperation in education

Capacity Development — A high priority on capacity development as a precondition for sector-wide approaches and financial support

Strengthening of Collaborations — Promoting public-private partnership, collaboration with emerging donors, South-South cooperation and networking in light of diversifying partners

Education Development Needs — Focusing on mathematics and science in secondary education to develop human resources that support globalization, knowledge-based society and innovative society

国際協力機構
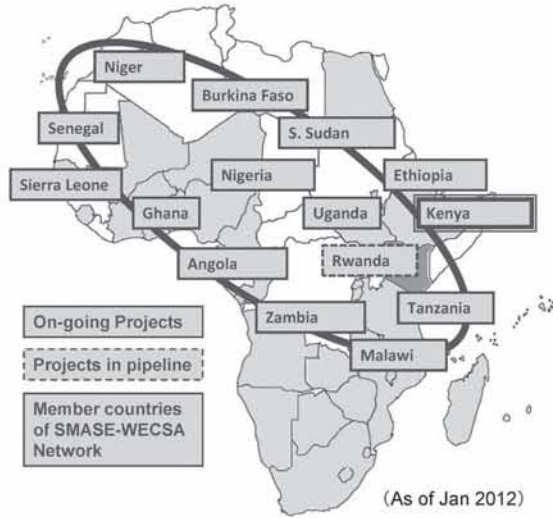
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4. Examples of JICA approaches
(1) Basic education sector in Bangladesh
Financial support and CD in SWAps (technical cooperation)

2004 2005 2006 2007 2008 2009 2010 | 2011 2012 2013 2014 2015 2016-

Policy level

SWAp

Primary Education Development Program (PEDP) II (2004–2011)
Total amount: $1.82 billion (total aid by 11 donors: $696 million)

Primary Education Development Program (PEDP) III (2011–2016)
Total amount: $8.34 billion (total aid by 9 donors: $1.05 billion)

Objective: To improve the quality of education at the policy level

Objective: To improve children's learning at classroom level

Organization level

JICA Program

(Individual expert) Primary education advisors (1999-)
- Alignmnet with PEDP II & III
- Policy making reflecting on-the-ground konwledge

(Grant Aid 2011-) Pooled fund

TCP(Technical Cooperation Project): 2004–2010
"Strengthening Primary Teacher Training on Science and Mathematics"

TCP phase2: 2010-2016
"Strengthening Primary Teacher Training on Science and Mathematics Phase2·

- Development of teaching packages for teachers
- teaching packages were distributed to 57 teacher training institutes and 61,000 primary schools by using the pooled fund

- Improvement of teacher training system and content, curriculum and textbook revision
- CD for training at all primary teacher training institutes
- Improving teaching methods at primary schools

School level

(JOCV:Japan Overseas Cooperation Volunteers 1993—)
Science and math teachers/ primary school teachers (8 to 10 teachers at any time)

- Using the teaching packages at primary teacher training institutes they are assigned

◻ : Technical Cooperation　　◻ : Grant Aid　　◻ : JOCV

4. Examples of JICA approaches
(2) SMASE-WECSA

Promotion of South–South cooperation and networking

Niger
Burkina Faso
Senegal
S. Sudan
Sierra Leone
Nigeria
Ethiopia
Ghana
Uganda
Kenya
Angola
Rwanda
Zambia
Tanzania
Malawi

On-going Projects
Projects in pipeline
Member countries of SMASE-WECSA Network

(As of Jan 2012)

(SMASE-WECSA :Strengthening of Mathematics and Science in Secondary Education Project in Western, Eastern, Central and Southern Africa)

SMASE projects in 14 countries (See map.)

SMASE-WECSA members (Western, Eastern, Central and Southern Africa) expanded to 33 countries and 1 region (in yellow).
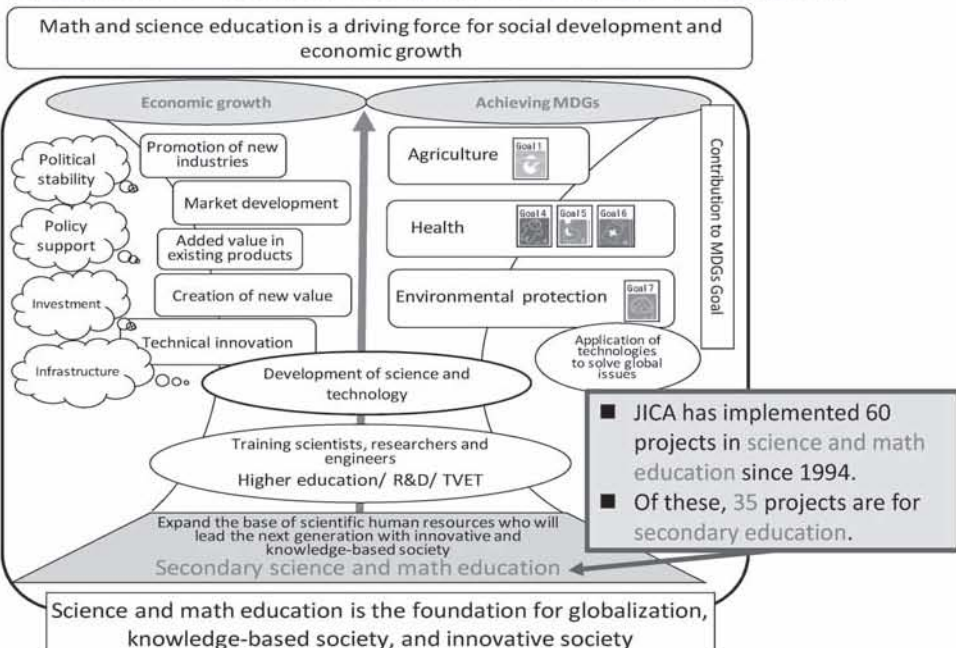- **Third-country training in Kenya**
- **Technical assistance from Kenya**
- **Regional meetings/workshops**

Between continents
- **Collaboration with NEPAD and ADEA**
- **Collaboration between Asia and Africa (Malaysia, etc.)**

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4. Examples of JICA approaches
Human resource development to support globalization and knowledge-based society

Promotion of science and math in secondary education

Math and science education is a driving force for social development and economic growth

Economic growth | Achieving MDGs

Political stability
Policy support
Investment
Infrastructure

Promotion of new industries
Market development
Added value in existing products
Creation of new value
Technical innovation

Agriculture
Health
Environmental protection

Application of technologies to solve global issues

Contribution to MDGs Goal

Development of science and technology

Training scientists, researchers and engineers
Higher education/ R&D/ TVET

Expand the base of scientific human resources who will lead the next generation with innovative and knowledge-based society

Secondary science and math education

- JICA has implemented 60 projects in science and math education since 1994.
- Of these, 35 projects are for secondary education.

Science and math education is the foundation for globalization, knowledge-based society, and innovative society

5. Conclusion
JICA's role in ensuring effectiveness of international cooperation in education

1. JICA promotes capacity development (CD) by serving as a bridge between policies and classrooms.

- Aligning with the policies of developing countries, JICA combines financial support with technical cooperation to promote CD of the governments of counterpart countries, funding the financial gap at the same time, in order to produce successful outcome at the policy level.
- JICA's intervention as outsiders is expected to produce catalytic effects.

2. JICA promotes partnership among various stakeholders such as developing countries and private-sector organizations.

- In order to achieve MDGs, JICA promotes collaboration with the private sector to promote gap funding, leverage effect, speed-up, development of innovative approach, etc.
- South-South cooperation is effective in promoting CD in developing countries.
- Serving as a facilitator, JICA shares the stakeholders' findings and cooperation outcomes of developing countries and the private sector with other countries and regions so that the expertise is utilized.

**3. JICA takes the lead in training secondary science and math teachers.**

- As secondary science and mathematics is a driving force for achieving MDGs and promoting growth, assistance in this field is essential.
- As knowledge-intensive industry is advancing due to globalization, the knowledge-based society, innovation and R&D, there are growing needs in highly-skilled workers. In this regard, it is important to foster scientific and rational thinking through science and mathematics education.
- JICA has comparative advantage and expertise in secondary science and mathematics education.

Thank you very much !

国際協力機構

Slide 1

Japanese Educational Aid
in the Face of a Paradigm Shift
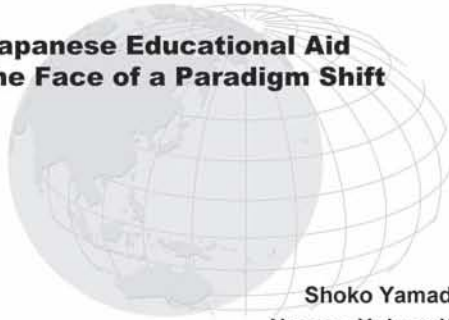
Shoko Yamada
Nagoya University

1

Slide 2

Recent changes in the global aid discourse (1):
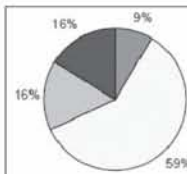
Norms on educational development

"Learning for all"

- Quantitative expansion to quality improvement in basic education
- Basic education to post-basic education
- Skills development in formal and non-formal settings
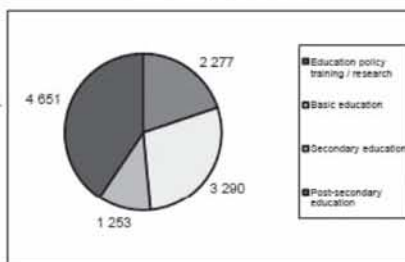- Fragile states
- Inclusive education

Diversification of focus areas

2

Slide 3

Education ODA by sub-sectors 2004
As percentage of total education ODA

16% 9%
16%
59%

ODA to education by subsector 2008
USD million, commitments

2 277
4 651
3 290
1 253

- Education policy training / research
- Basic education
- Secondary education
- Post-secondary education

Source: Development aid at a glance (OECD)

3

Slide 4

Recent changes in the global aid discourse (2):

Aid Architecture

Paris Declaration (2005)
- Ownership
- Alignment
- Harmonisation
- Results
- Mutual Accountability
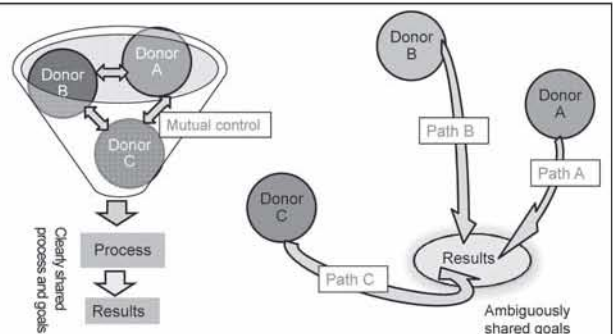
Emerging Themes in Busan High-level form (2011)
- South-South / Triangular Cooperation
- Emerging groups of donors
- Collaboration with Private sector

Diversification of actors and modalities

Slide 5

The impacts of normative and structural changes in educational cooperation

- FTI→Global partnership for Education
- Dichotomy of Budget support vs. project assistance → multiple mode of assistance
- Dichotomy of Like-minded vs. other donors → less control over norm-setting by the "core" group
- Big push→Maximizing given level of aid

5

Slide 6

Donor A
Donor B
Mutual control
Donor C

Clearly shared process and goals

Process
Results

Harmonization

Donor B
Path B
Donor A
Path A
Donor C
Path C
Results
Ambiguously shared goals

Diversification of actors and paths

Contested location and role of Japanese ODA

Shifting focus of Japanese ODA from the 1990s

Original ODA Charter (1992)
- "Support for self-help effort"
- East Asia and ASEAN
- "Request-based"
- Priority areas:
  - Global issues (environment, population)
  - Basic Human Needs
  - Human resource dev't
  - Infrastructure
  - Structural adjustment

Revised ODA Charter (2003)
- "Support for self-help effort"
- Wider geographic coverage
- Proactive policy dialogue
- Additional priority areas:
  - Human security
  - Peace building
  - Poverty reduction

7

Efforts to Identify the "Japanese model"

What is the comparative advantage of Japanese aid?
- Japanese aid supported Asian economic development
  - Package of economic infrastructure building and industrial skills training (TVET + higher ed) → private sector investment (Public-Private partnership)
- The experience of Japan itself to have achieved industrialization from the ash after the WWII
  - "The History of Japan's Educational Development"(JICA 2004)
  - Investing in people – Capacity development for self-help development
- Hands-on transfer of technology through technical cooperation

Characteristics of Japanese educational assistance

2010 MOFA and JICA education strategy papers
- project-type and field-based operation
  - Sensitivity to specific contexts
- Capacity development of teachers, professionals and administrators of education ministries through collaborative work with Japanese experts:
  - Pedagogical capacity
  - Attitudinal (higher commitment)
  - Administrative capacity

9

"Good practices" of Japanese educational aid projects

In-service teacher education (INSET) in science and mathematics
    e.g. SMASSE-WECSA(Africa)

Community-based school management
    e.g. Ecole pour tous (West Africa)

Science and engineering at the higher education level
    e.g. AUN/SEED-Net (Southeast Asia) – network of university engineering programs
    e.g. E-JUST (Egypt) – partnering Japanese and assisted country universities in science and engineering

10

A case of Japanese cooperation: Community participation

Project "Ecole pour Tous" (EpT)
Improving management and quality of education at the school level by involving community members
- Field projects in Niger, Senegal, Burkina Faso, Mali
- Networking for sharing experience
  - COGES network
  - Inter-project network → Triangular cooperation
- Impact evaluation of field projects→ Policy dialogue and input for global knowledge development → Global partnership; alignment
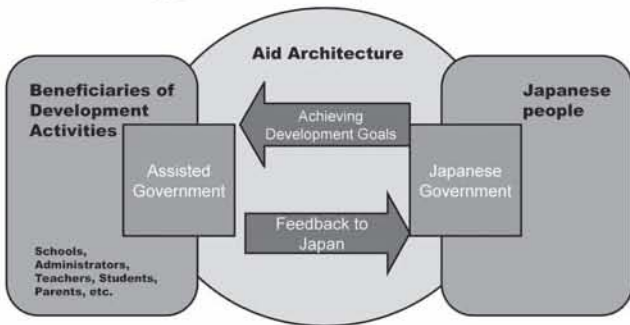
11

Further Consideration
Which objectives does this project serve?

Aid architecture	Development goals	Feedback to Japan
• The project, the path which Japan takes to achieve goal, is consistent with the principles of partnership and alignment • Triangular cooperation is a model which Japan has a lot of successful experience	• The EpT experiments and accumulates cases to single out factors for successful community participation • Does successful community participation lead to good educational outcomes? • Does community participation enhance the equity of educational opportunities and outcomes?	• How is the experience of EpT comparable to the school-based management and the Community School initiative in Japan? • Similarity and differences • Is Japanese experience helpful for schools in developing countries? • Can Japanese schools and their teachers learn from EpT?

Relationships among different types of objectives

Aid Architecture

Beneficiaries of Development Activities

Assisted Government

Achieving Development Goals

Japanese Government

Japanese people

Feedback to Japan

Schools, Administrators, Teachers, Students, Parents, etc.

13

From "Partnership for Development" to "partnership for Mutual Learning"

- What would be the "Japanese model" of educational cooperation in the 21st century?
  - Less resources but long experience
  - Investment in people for self-help development
  - Field-level impacts
- How would Japanese schools and their education be able to learn from and link with educational development activities?[4]

Slide 1

SEAMEO as an Example of Effective International Cooperation in Education

Ui Hock CHEAH
Southeast Asian Ministers of Education Organization
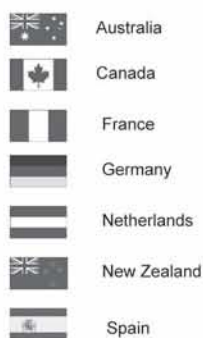Regional Centre for Education in Science and Mathematics

Slide 2

Southeast Asian Ministers of Education Organization (SEAMEO)

- Established on 30 November 1965 as a chartered international organization
- Purpose is to promote cooperation through education, science and culture in the Southeast Asian region in order to further respect for justice, for the rule of law and for the human rights and fundamental freedom

Slide 3

SEAMEO Member Countries

- Brunei Darussalam
- Cambodia
- Laos
- Indonesia
- Malaysia
- Myanmar
- Philippines
- Singapore
- Thailand
- Timor Leste
- Viet Nam

Slide 4

Associate Member Countries

- Australia
- Canada
- France
- Germany
- Netherlands
- New Zealand
- Spain

Slide 5

Affiliate Member

- International Council for Open and Distance Education (ICDE)
- University of Tsukuba
- The British Council

Partner Country

- Japan

Slide 6

SEAMEO Council

Consists of the Ministers of Education of the member countries. The Council meets annually to
- discuss policy and regional initiatives
- set directions for programs and projects of SEAMEO and its Units
- review programs and activities of the organization

SEAMEO Centres

- Specialist institutions that undertake training and research programs in various fields of education, science, and culture
- Each Regional Centre has a Governing Board composed of senior education officials from each SEAMEO Member Country. The Governing Board reviews the Centres' operations and budget and sets their policies and programmes.
- There are 20 SEAMEO centres located in the various member countries
- Setup and managed by member states for the benefit of educators in the SEAMEO region

SEAMEO RECSAM

- SEAMEO – Southeast Asia Ministers of Education Organisation
- RECSAM - Regional Centre for Education in Science and Mathematics
- Established in 1967
- Mandate to improve science and mathematics education in Southeast Asia

Training Programs	Research
Regular Courses	To inform Policy
In-Country Courses	To inform Pedagogy
Customised Courses	Publication of Journals
International Conference on Science and Mathematics (CoSMEd)	
SEAMEO Search for Young Scientist Congress (SSYS)	

Key Features of the RECSAM Programs

- The programs are aimed building capacity for the region; main beneficiaries educators from SEA
- Scholarships are given to educators from the region to participate in the training courses (regular courses)
- The Centre conducts income generating activities to ensure sustainability of programs (e.g. Customised courses)
- Financial aid is given to educators from developing economies in the region to participate in selected events such as the SSYS

Educational Cooperation in SEAMEO

- Centers set-up, managed and funded by respective member countries
- Each center focuses on a niche area of expertise
- Training conducted for the benefit of all member countries
- Inter-center cooperation

Ensuring Effectiveness and Quality of the Training Programs through Constant Consultation

Forums for consultation:
- Governing Board Meetings (The Governing Board consists of representatives of all the SEAMEO member countries)
- Centre Directors Meeting
- SEAMEO High Officials Meeting
- SEAMEO Council Conference

Monitoring the Training Programs

Regular evaluations through:

1. Weekly feedbacks during courses
2. End of course evaluation
3. Impact Study

   (The impact study is conducted for regular courses. Regular courses are conducted for participants from SEAMEO member countries).

Impact Study

- Survey study conducted six months after the end of the course
- Respondents: participants of RECSAM Regular courses
- Content cover 3 areas: Application, Relevance, Dissemination
- Findings: Able to apply, courses are relevant, partial dissemination.
- Constraints: time, overloaded curriculum, curriculum that is examination-oriented, big class size
- Regular course content will be modified to address the findings from the Impact Study

TCTP-JICA Courses

- Conducted since 2008 for the benefit of educators from Africa
- Joint cooperation among the Government of Malaysia, JICA and RECSAM.
- Effectiveness of the program is ensured through:

  1. Initial needs analysis done in consultation with JICA officers and visits by RECSAM officers to African countries.

  2. Course content drawn up by RECSAM specialists in consultation with JICA.

  3. Effectiveness of the course was indicated by pre- and post- tests on participants' perception of new knowledge acquired during the course which showed significant improvement scores.

  Some of the participants have been promoted to become key resource personnel in the ministries of the home countries.

Conclusion

Effectiveness of SEAMEO can be attributed to following features of the cooperation within the community:

- Each member country shares its strength and contributes towards the success of SEAMEO
- Each country receives benefits from the cooperation
- Regular consultations at various levels of involvement (from Ministerial to Centre level)
- A well-resourced secretariat that coordinates the activities of the SEAMEO, and facilitates in the development of future plans
- Empowerment by the Ministers of Education facilitates the implementation of SEAMEO programs
- SEAMEO as a regional organization facilitates external institutions and agencies to cooperate with its member states either through bilateral or multilateral cooperation.

Sustainable Growth and Synergy between SEAMEO and ASEAN

SEAMEO	ASEAN
Established 1965 – 7 Southeast Asian States: Lao PDR, Indonesia, Malaysia, Philippines, Singapore, Thailand, Republic of Vietnam,	Established 1967 – 5 Southeast Asian States: Indonesia, Malaysia, Philippines, Singapore, Thailand
1984 – Brunei joins SEAMEO	1984 – Brunei joins ASEAN
1992 – Socialist Republic of Vietnam joins SEAMEO	1995 – Vietnam joins ASEAN
1998 – Myanmar joins SEAMEO	1997 – Lao PDR, Myanmar joins ASEAN
2006 – Timor Leste joins SEAMEO	1999 – Cambodia joins ASEAN
Number of SEAMEO Centres expanded from 2 in 1966 to 20 in 2010	

Arigato Gozaimashita
Thank You

Japan Education Forum IX