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NEW CHALLENGES FOR NORTH-SOUTH
INTERNATIONALISATION

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LIST OF CONTENTS

EDITORIAL

by Kenneth King

DEVELOPMENT: ONE STRAND IN INTERNATIONALISM**1-6**

New Swedish designs - for development
and international relations
by Kenneth King

1-4

A New Asia policy for Sweden
by Anna Lindh

4-6

WHOSE KNOWLEDGE FOR WHOSE DEVELOPMENT?**7-13**

What knowledge for development?
Some thoughts on the 1998-1999 *World Development Report*,
Knowledge for Development
by Martha Caddell

7-10

The *World Development Report* 1998-1999, annotated outline,
Knowledge for Development, August 7, 1997
by Jorg Meyer-Stamer

10-13

**UNICEF'S NEW AGENDA &
THE STATE OF THE WORLD'S CHILDREN****14-19**

Re-working the education agenda of UNICEF
by Sheldon Shaeffer

14-18

Universal declarations equal universal solutions?
by Stephen Kerr

18-19

A LAST TRY AT BANK EDUCATION POLICY IN THE 1990S**20-22**

Education sector policy in the new Bank: a personal reflection
by Adriaan Verspoor

20-21

Bank policies: classroom realities
by Robert Langley Smith

22

**A WORLD POLICY FOR TECHNICAL &
VOCATIONAL EDUCATION?****23-30**

Second International Congress on Technical and Vocational Education
by Qian Tang

23

The Seoul process and the reality of technical and
vocational education in the developing world
by David Atchoarena

24-25

Saving the S(e)oul of technical and vocational education
by Simon McGrath

25-26

The master and his apprentices: some lessons about skills for development from an Iranian roadside workshop
by Claudio de Moura Castro 26-28

Training for decent employment and income: new directions for ILO 's International Training Centre
by Frans Lenglet 28-29

Sector policy on vocational education and the challenges of its implementation
by Jean-Marc Clavel 29-30

NEW EDUCATION, KNOWLEDGE & DEVELOPMENT POLICIES FOR DFID 31-39

Towards a relevant DFID policy on education
by Steve Packer 31-32

Developing an education knowledge strategy
by Digby Swift 32-33

Development and area studies in the OECD countries - a NORRAG concern
by Kenneth King 33-34

Development related studies in the UK: a strategic assessment (Terms of Reference) 34-36

The Working Group for Cooperation in Training of EADI
by Kenneth King and Michel Carton 36-39

DONOR POLICIES & THE REALITY OF NATIONAL POLICY 40-42

Money is not to blame for most of sub-Saharan Africa's human capacity woes
by Kilemi Mwiria 40-42

ADDITIONAL CONTRIBUTIONS TO HIGHER EDUCATION POLICY & PRACTICE 43-45

University staff development: building learning communities beyond the accumulation of academic degrees and domain-specific knowledge
by Matthias Wesseler 43-44

The Task Force on Higher Education: an update
by Kenneth Prewitt 44-45

Educaid Norwegian co-operation in basic education
by Anders Wirak 46

Prospective stock-taking review of education in Africa
by Richard Sack 46-47

Development agencies receiving NORRAG NEWS 47-48

BOOKS, BOOK LAUNCHES RELATING TO NORRAG49-50A NORRAG/EADI/IUED workshop on policy coherence in 49-50
North-South relations and international aid to education

A proposal for a Directory of NORRAG members' publications 50

MEETINGS FOR SPECIAL MENTION 51-52

Africa, Islam and Development, May 26-27 1999 51-52

Oxford Conference on Poverty, Power and Partnership 52
September 9-13 1999

MEETINGS 53-58

Meetings 53-58
by Pravina King

EDITORIAL

Kenneth King

This is the second last issue of NORRAG NEWS in the 1990s. It is also the second issue to have been funded by the Education Division of the Department for International Development (DFID) in the UK.

It has been edited - by chance rather than design - in the middle of rural France, and during the very unsettling days of April when nightly bombing of Serbia has been conducted by NATO. As the conflict has continued, there has been remarkably little in depth coverage of the place called Kosovo*, - its history, traditions and present developmental status.

In an issue of NORRAG NEWS that is partly concerned with Knowledge and Development, the present crisis has underlined the global lack of knowledge about the state of development in Kosovo. It has made one wonder where international expertise on Kosovo resides, and, given that Kosovo appears to be relatively poor, whether there are any development or area studies centres or institutes in Europe that have a comparative advantage in knowledge of this sub-region. [NORRAG may soon be better informed about this since Kenneth King and Michel Carton are currently carrying out a small study of European comparative advantage in development and area studies, across the rather large array of such centres in the European region. See further below.]

In a number of places in this issue, questions are raised about the nature of Northern knowledge about the South. This has always been at the heart of NORRAG's own mission - since part of its own comparative advantage or its own aim has been to look critically at Northern policies for the South. We have tended, because of the expertise of NORRAG members, to concentrate on Northern knowledge and Northern policies in the area of education and training 'for the South'. In other words, we have critically examined the construction of Northern policy on the South. This has been justified on the obvious grounds that such policies have been highly influential in the use of external funds for education and training in the South.

But what is raised from time to time in this issue is the larger question of how this 'developmental knowledge' that NORRAG members lay claim to (see, for example, in the *NORRAG Members' List* the countries and fields of expertise where members indicate their own assessment of their knowledge) relates to their own countries' wider mission and set of contacts with those countries. Are NORRAG members keyed into the huge number of countries they claim expertise on only in respect of the development agenda of their own national aid agencies? Or are their concerns with New Caledonia, Laos, Vanuatu and Senegal - to pick just 4 examples from this list - part of a wider internationalism?

It might be interesting in a future issue of NORRAG NEWS or in a Directory to get members to list their most relevant publications on those particular countries where they claim to have expertise. It could be a very valuable research tool, but it might also indicate what kind of 'development knowledge' NORRAG members are involved with.

The point being raised is a simple one: is there a danger in relating to country X or Y only as a 'development' challenge, and only via the medium of the 'development' ministry in a NORRAG Member's country? And what if the only funding for relating to that particular country - because of its 'developmental' status - comes from the 'development' ministry? What does that say about knowledge and development?

Later this year, there will be opportunities to revisit and take forward some of these issues. First, in Geneva on June 18th, there will be a one day seminar on aid coherence and co-ordination, coinciding with the launching of two books (one by NORRAG) on aid policies. And then in the Oxford International Conference on Educational Development**, in September, the very title of the conference: *Poverty, Power and Partnership* encourages a wide-ranging debate on parallel issues to those we have mentioned. NORRAG Members should note that, as on two previous occasions, the Oxford Conference takes the place of our own separate conference this year, since NORRAG has from the beginning been one of the associations supporting the idea of such a joint conference. Members are encouraged therefore to attend what promises to be a very lively and provocative set of debates.

Beyond the general sphere of Knowledge and Development (and development policy), this issue also examines the multi-faceted debates about Skills and Development, just a few days before the Second International Congress on Technical and Vocational Education (TVE) commences in Seoul. Similar to the case that has been made about development and the wider context of internationalism, it is argued that Technical and Vocational Education (& Training) is by its very nature a cross-sectoral concern. It has often suffered by being very narrowly categorised and has often been judged unfairly by inappropriate criteria. Hopefully, the Seoul Congress will capture the extraordinary range of what should be considered under TVE, and it will not be afraid to include the multiple connections between Education and Training on the one hand and the complexities of employment and of work on the other.

Kenneth King
April 20th 1999

*It is an interesting comment on the nature of 'international' knowledge that the Spell Check on my machine has no problem with Kentucky or even with Peterhead (a very small town in N.E. Scotland), but Kosovo is an unknown category.

**Registration form enclosed with this issue

NEW SWEDISH DESIGNS - FOR INTERNATIONAL RELATIONS

Kenneth King, African Studies, University of Edinburgh

Within the last two years the Swedish Ministry for Foreign Affairs has produced two valuable reports which are suggestive for rethinking policies towards Africa and Asia - not just within Sweden but more generally within the constituency of traditional 'donor' countries. The reports are severally entitled:

Ministry for Foreign Affairs (Sweden) 1997 *Partnership With Africa: proposals for a New Swedish Policy toward Sub-Saharan Africa* Stockholm

Ministry for Foreign Affairs (Sweden) 1999 *Our future with Asia: proposal for a Swedish Asia Strategy*. Stockholm

What is refreshing about these reports - and what makes them particularly appropriate for this present *fin de siècle* reflection on aid policy in *Norrag News* is that they make a bold attempt to look at aid or development co-operation within a much wider review of Sweden's international relations with regions beyond Europe. The fact that the documents are not issued by the Swedish International Development Co-operation Agency (Sida) but by the Ministry for Foreign Affairs helps to underline the point that Sweden's proposed Asia strategy and her policy towards Africa are much wider than her past or future aid policy and portfolio.

What is refreshing about what we may term this 'non-exclusively-aid-approach' to particular foreign countries is that it recognises that in today's world there cannot meaningfully be an 'aid-set' of countries and a 'non-aid-set'. This is not to say that Sweden, Britain or The Netherlands do not have just such a set of what are often called 'programme countries' - they all do. But one of the key contributions of these two rather different policy reports on Asia and on Africa is the insistence that there cannot be a single channel for Sweden's relations with the poorer countries of the world as against the richer. Bilateralism cannot just be about an aid relationship. Beyond the aid relationship, there needs to be a vision of a new kind of symmetry between North and South - what we may term 'an expanded bilateralism'. This is well captured in the Africa Report:

A Swedish Africa policy should be guided by a long-term vision of a stronger Africa. In such a vision, various sectors of Swedish society collaborate with African partners in the arts, research, trade, societies and associations, etc., in roughly the same way as collaboration with European or American opposite parties takes place today. One may refer to 'alliances' between Swedish and foreign stakeholders at all levels (Sweden 1997: 7)

This notion of a web of alliances between countries, including in some cases an aid alliance, is what marks out these Swedish reports from a great deal else in the international co-operation literature. Peter Williams, attending a NORRAG/Centre of African Studies workshop in Edinburgh University in 1998 on Swedish and British approaches to aid, put this comprehensive approach to foreign relations very succinctly:

In their relations with developing countries the industrialised countries need to complement development aid with, what the Swedish study *Partnership with Africa* refers to as 'alliance-forging' co-operation. Aid has at its heart a uni-directional flow of resources and of know-how from wealthier to poorer countries, giving rise to a basically

unequal relationship between donor and recipient. By contrast, the core value in many of the other, alliance-forging, modes of interchange is equality and reciprocity, with an explicit recognition that benefits accrue to each of the partners (Williams 1998: 61).

In both reports, accordingly, there is a lot said about the multi-dimensional scope of Sweden's actual or potential interaction with these two huge regions. There is discussion of trade union relations, of the extraordinary range of NGO activity from Sweden, of cultural, intellectual, religious, commercial and even public relations linkages. Indeed, in *Our Future with Asia*, it is intriguing to note, as proof of what has just been said about development aid as just one strand of international co-operation, that in the major third chapter of the Report termed 'A Swedish Strategy for Asia' there is only one section of 20 pages on 'The future role of development co-operation in Asia' and 130 pages on the following:

Asia in Sweden's relations with the rest of the world'
Trade and direct investment - a dynamic factor;
The environment - a crucial issue with a role for Sweden;
Research and higher education;
Popular movements and cross border networks'
Cultural co-operation, information activities and promoting Sweden (Sweden 1999, vi-vii).

This is not to say that development co-operation doesn't come into some of these other sections - it does, here and there. But the overall point is clear: that aid is not at the core of the 150 page chapter on Sweden's Strategy for Asia.

A similar point could, naturally, be made about the central values in the British Commonwealth's inter-state relations or other francophone intercontinental associations - that they are not solely about aid from the richer members to the poorer, but about a whole series of professional, intellectual and trade exchanges across the membership.

[A further point could be drawn from the editor's own country, Scotland, which is, for the first time for almost 300 years, going to be voting for its own Parliament in May 1999. A number of Scots with international interests have been disappointed that 'development aid' remains one of the powers reserved to the Westminster Parliament, and hence there will be no development budget attached to the Scottish Parliament. However, this leaves a whole series of other alliances to be forged, by civil society organisations, cities, trade unions, professional associations etc etc.]

Partnership with Africa versus Our Future with Asia

Although there is the element, just mentioned, in common, there is a good deal of difference between the Africa and Asia report. This is understandable, since the Asia region which spans countries from Japan and China to Nepal and Bangladesh has a great deal more diversity than is present within the bulk of the sub-Saharan African countries that made up the reference point for the Africa report. For one thing, the Asia report points out, there is enormous in-country diversity, with China on its own having more poor people than the whole of Sub-Saharan Africa. But there are other larger differences between the two reports.

The Africa report, even though it emphasises all the other alliances that have been and can be forged between Sweden and Africa, is principally concerned to try and re-design the aid relationship, making the aid partnership more respectful and more symmetrical - within the limits of an unequal financial relationship. The stress on the meanings of partnership, and the new

code of conduct proposed for aid partnerships, opens up all sorts of new dimensions of development cooperation. And - some would add - there are inevitably in an aid relationship new forms of conditionality to go with the new language of partnership (Dower 1998). There is a strong sense in the Africa document that donors have been far too influential in Africa, and that they must adopt a more humble, listening approach. 'Paternalistic arrogance, strengthened by the power of the purse, has to be done away with' (Cedergren 1998).

An important part of the Africa report is that Africa is said to be - once again - on the move. Not just in terms of economic growth - though there is some evidence for that. But more importantly in terms of there being a New Africa - 'a new generation emerging out of the ashes of decline and crisis in Africa. It is a self-assured generation that is prepared to engage the world on equal terms' (quoted in Cedergren 1998: 14). Significantly, the Africa report had felt it necessary, as part of its process, to organise major meetings with African intellectuals to get their views on aid, development and North-South relations (see Kifle, Olukoshi and Wohlgemuth 1997).

By contrast in Asia, there do not appear to have been conferences convened of South, East or South East Asian intellectuals to debate these issues. Instead the known views of Asian politicians and particular intellectuals are drawn upon to present some of the character of the new Asia. There is another important difference; the Africa report comments on an Africa that has been in extended crisis; the Asia report pays a good deal of attention to the Asia crisis of mid 1997, and it would almost certainly have had a different tone (like the Asian Development Bank's *Emerging Asia*) if it had been completed prior to mid 1997. As it is, the first chapter is on 'Asia before and after the crisis'.

Even so, the Asia report takes the crisis in its stride, and, arguably, it does not really affect the largest difference of all between the two Reports, and that is there is a much greater concern with Swedish trade and investment in the Asia report (See Anna Lindh's speech following). This is perhaps understandable since Asia encompasses some of the largest potential new markets in the world. But my impression is that there are no exact parallels in the Africa report to the Asian Report sub-headings like 'How can Sweden's commercial relations with Asia be enhanced?' or 'Opportunities for Swedish companies in the Asian Markets' or 'Development Cooperation and Industry'.

A parallel difference is that there is a much greater emphasis on research and higher education partnerships in the Asia report than in the Africa one. In other words, the scope for reciprocity and symmetry in partnership with Asia is very strongly presented, and it is argued that there is the need for much greater Asian expertise in Sweden, properly to take advantage of opportunities with Asia.

These comments are not made in criticism of the Asia report, because what is attempted in this report is something which few other countries have attempted. Put simply, it is an attempt to present the complexity of policy coherence of Sweden's relations with Asia. The report, therefore, attempts to balance the consideration of Asia's poverty, human and gender rights deficits, with the extraordinary vitality of its economic growth - despite the crisis. The result is a serious attempt at policy consistency, in which development aid is just one part of Sweden's international face.

These two reports present an interesting challenge to countries such as the UK which has developed a very powerful White Paper on Poverty Elimination through its new Department for International Development. It, too, is concerned with consistency and coherence in its aid policy,

so that a pro-poor policy (of DFID) is not contradicted by Britain's trade policy, arms sales, cultural policy, or, most generally, its Commonwealth relations policy.

This brings us back to the challenge with which we started. Can we ensure that a much needed focus on poverty elimination in the aid programme can coherently coexist with a whole range of other international connections of Britain and other OECD countries with other regions like Africa and Asia? As Peter Williams has put it in the title of his paper in Edinburgh: 'Can we avoid a poverty-focused aid programme impoverishing North-South relations?' (Williams 1998). Even more simply, we could say - How can we ensure that donors also see themselves as recipients?

To begin an answer to these questions, an excellent starting point is *Our future with Asia and Partnership with Africa*.

References

Peter Williams' article appears in King, K. and Caddell, M. (Eds.) 1998 *Partnership and Poverty in Britain and Sweden's New Aid Policies* Occasional Paper No 75, Centre of African Studies, University of Edinburgh

The articles by Jan Cedergren and Nigel Dower are in the same workshop report.

Kifle, H, Olukoshi, A. O. and Wohlgemuth, L (eds.) 1997 *A new partnership for African development: issues and parameters*, Nordiska Afrikainstitutet, Uppsala

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A NEW ASIA POLICY FOR SWEDEN

An article by Anna Lindh, Minister for Foreign Affairs, Sweden, in *Göteborgs-Posten*, 10 March 1999 (translation).

The environment in Asia is under threat. Rapid economic growth has failed to come up with the answers. Anna Lindh believes that the long-term consequences are serious also for Sweden. She writes:

We want to work with Asia for a better environment. Today, the Government is announcing its strategy for Asia. A vital part of this strategy is a co-ordinated programme for environmental co-operation. The coming week will see the inauguration in Shanghai of Sweden's largest ever export drive to China. Companies like Volvo, Ericsson and SKF, the Swedish bearings manufacturer, will be exhibiting celebrated products of Swedish industrial know-how. The programme will also feature contributions from prestigious names in Swedish music and sport. The campaign, organised at the initiative of the Gothenburg City Council, is receiving support from the Swedish Ministry for Foreign Affairs. It will give players from different sectors of society the chance to show what Sweden has to offer. It represents a great opportunity for our country, both in terms of trade and investment and the long-term exchange of knowledge and expertise. However, it is taking place at a time when Swedish exports to Asia have been declining, for the first time in many years. The Asian economic crisis is having a direct effect on the Swedish economy. It is in Sweden's long-term interests to ensure that trade and investment

in both directions continue to play a dynamic role. Sweden is, after all, a strongly trade-oriented nation. However, this objective is partly contingent on the economic recovery of those countries hit by the crisis, and partly on the success of efforts to achieve greater openness in the region as a whole. There is general agreement among the great majority of observers that these conditions will be met. When the acute phase of the crisis has been overcome and the necessary reforms put in place, Asia will once again have a growing economic part to play on the international scene. This will generate new political and commercial opportunities for Sweden. The time to start paving the way for that development is now.

A Swedish Asia Strategy [March 19, 1999: Ed]

Today, the Government is submitting to Parliament a comprehensive strategy for Sweden's future co-operation with Asia. In addition to trade and investment, the document addresses issues such as peace and security, poverty and marginalisation, democracy and human rights, the environment and sustainable development. It also furnishes a clear picture of the dynamic interplay between the areas to which these issues relate. Also included are specific national strategies for each of the 25 countries covered by the document. The financial crisis in Asia has rapidly altered our perception of Asian countries, clearly exposing the underlying weaknesses that have contributed to the crisis. Our image of Asia as a region of phenomenal economic success has recently grown a good deal more complex. But the crisis is not uniquely Asian in character. Nor, by the same token, is its solution. Countries all over the world face similar problems, a fact that provides a basis for wide-ranging dialogue on the preconditions for development, democracy and social welfare. These problems apply particularly to countries that have not yet developed their institutions, defining clear roles for the state and business sectors, the banking sector and social safety networks. Such development is essential if a country is to be able to take full advantage of the immense opportunities offered by globalisation, while dealing effectively with the risks involved.

Reforms are the key to Asia's revival

Ultimately, it is a matter of building open, democratic, credible institutions. Reforms are the key to Asia's revival. The changes now in progress will bring about more open political and economic systems. This bodes well for the future. Sweden must be able to play an active role in Asia's efforts to develop democracy, ensure respect for human rights, reduce poverty and improve the environment. That is our challenge. The positive aspect of the Asian crisis is the emergence of a new awareness of these crucial concerns. These are critical global issues, of central relevance to us in Sweden and to the conditions that will determine our future welfare.

A joint strategy for the environment

Of all the aspects of the crisis, one of the gravest is its impact on the environment. As such, it harbours the most serious potential consequences for us in the long term. Asia is today one of the world's most polluted and environmentally damaged regions. Moreover, it is clear that rapid economic growth has failed to generate solutions to these problems. Sweden can contribute to building up institutions, improving legislation and regulations, and transferring useful skills and expertise. Such an undertaking would constitute an important addition to our efforts to develop an environmentally sustainable Sweden. Sweden has considerable institutional and technological know-how in a wide range of environment-related areas. Swedish industry is widely perceived as one of the leaders in the fields of environmental protection and environmental technology. We have well-developed systems for waste management and disposal, a growing fund of experience in recycling techniques and considerable knowledge in the field of water pollution. Developments in Asia facilitate better utilisation of Swedish industry's special expertise. Environmental co-

operation will be given greater focus in our relations with Asia. The Government has therefore taken the initiative in the establishment of a joint, co-ordinated strategy for environmental co-operation in Asia, in collaboration with the National Environmental Protection Agency, the Swedish International Development Co-operation Agency, the Swedish Trade Council, the business sector and the research community.

Enhanced political relations

Establishing deeper relations with Asia will also entail giving priority to political relations. The Government and Parliament, public authorities, political parties, NGOs and private organisations must learn more about Asian countries. Promoting equality between men and women, children's rights and the growth of open institutions and societies are central to the strategy, as is the readiness to respond to human rights violations. Today, one billion Asians live on less than one US dollar per person per day. Some 75% of the world's poor live in the region. Swedish development co-operation has long been an important element in our relations with Asian countries. Decades of co-operation have resulted in an extensive contact network. Increased emphasis will now be placed on supporting reforms, institutional development, environmental co-operation and the establishment of new contacts in a range of areas.

Closer co-operation with universities

Also important for future relations with countries in Asia are wider contacts in the spheres of education and research. Although nearly 20,000 Swedes study abroad yearly, only one per cent of them study in Asia. With increasing globalisation, universities and institutes of higher education must continue to broaden and intensify their relations with other countries, chiefly through a vigorous expansion of student exchange programmes, in both directions.

A source of immense vitality

There is no developed conception of Asia as an integrated entity, and this is unlikely to change in the future. But the manifold voices of Asia will undoubtedly command even greater attention than they do today, not least those coming from Asian democracies with their civil societies and institutions. This is a source of immense vitality - a factor of major significance to national Asian cultures, and to the rest of the world. With the Government's new Asian strategy as a basis, we will be better able to exploit the various opportunities for deeper relations offered by the countries of Asia. The depth and breadth of Sweden's relations with countries in Asia will of course vary from state to state. They can be developed through direct contact, through EU channels and in other international contexts. It is a strategy that will allow Sweden and the countries of Asia to contribute to global development without compromising the future of coming generations.

WHAT KNOWLEDGE FOR DEVELOPMENT?
SOME THOUGHTS ON THE 1998-1999 *WORLD DEVELOPMENT REPORT*,
KNOWLEDGE FOR DEVELOPMENT

Martha Caddell, University of Edinburgh

The 1999 *World Development Report, Knowledge for Development*, "proposes that we look at the problems of development in a new way - from the perspective of knowledge" (World Bank 1999:1). While the extensive use and discussion of the term "knowledge' does mark a departure from previous studies and documents prepared by the World Bank, an analysis of the underlying auspices which make this discussion possible highlights the extent of the continuity with earlier debates. Through this brief discussion I wish to highlight a number of these assumptions and some of the tensions inherent in the discourse.

Acquisition of knowledge

I wish to begin with an examination of the central concern of *Knowledge for Development* - how knowledge can be acquired and specifically how it can be transferred from one person, or area of the globe, to another. The basic premises explicitly discussed in the text are that it is necessary for states to increase their knowledge base; it is possible to implement policies that will facilitate this; and that this will lead to economic prosperity, a reduction (even eradication) of poverty and the achievement of 'development'. There is a basic assumption within the text that all states, communities and even individuals can access, and most importantly utilise, that knowledge which currently exists.

Knowledge, and indeed 'development', is constructed as something which is possessed by certain groups in society and which can be acquired by, indeed in some senses granted or 'gifted' to, the less or un-knowledgable. There is discussion, for example, of developing countries being able to 'acquire' knowledge from 'richer' nations, the need for society to 'offer them [the poor] useful information', and the greater ability that exists to 'transfer' knowledge as a result of lower communication costs (World Bank 1999: 2-3). In addition, there is an uncontested assumption that making information, and thus 'knowledge', available to groups and individuals is in itself a developmental, or societal, 'good'. *Knowledge for Development* states, for example, that:

One of the great hardships endured by the poor, and by many others who live in the poorest countries, is their sense of isolation. The new communications technologies promise to reduce that sense of isolation, and to open access to knowledge in ways unimaginable not long ago (World Bank 1999: 9).

Knowledge is thus portrayed as a tool of inclusion, the access to which will enable people to participate more fully in the global community.

This view is reflected in the World Bank's discussion of its own knowledge base, and its expressed aim to make the 'relevant parts' of the knowledge accumulated by Bank staff available to "clients, partners, and stakeholders around the world" (World Bank 1999: 7). The stated objective is "to develop a dynamic knowledge management system capable of distilling knowledge and making it available for further adaptation and use in new settings". This position does not, however, adequately address the questions of (a) who has access to this information and 'knowledge' and who determines what is considered 'relevant' and, more significantly, (b) what power do groups or individuals have to act on, or challenge, the information presented? Specifically there is little recognition that the concept of acquisition and 'possession' of

knowledge requires some acknowledgement of inequality in terms of access to, and use of, knowledge.

Assertions such as the "remotest village has the possibility of tapping a global store of knowledge (World Bank 1999: i) can be challenged on both grounds. While internet access may make it logistically possible for all areas with telephone facilities to 'tap into' a vast array of information, it is important to question who will actually have the necessary facilities or financial resources to access this, and whether those who do have access are able to influence how that 'knowledge' is used or what it contains. Indeed the idea of access to information reducing 'isolation' could be challenged on this basis, with internet access in remote villages potentially increasing feelings of being distant from decision making processes and so on.

This leads to a further area requiring exploration, the idea that knowledge can "travel the world" (World Bank 1999: 1). In particular it is possible to question the extent to which the journey envisaged entails an adaptation to local situations and an interest in understanding, and addressing difference and diverse 'knowledge' claims. In the description of knowledge transfer one can see 'travel' taking the form, in many respects, of a tourist excursion, taking snapshots and telling anecdotes about the places visited rather than engaging with and learning from the new locations. This raises the issue of who or, perhaps more accurately in this case, what is able to 'travel' and points to a significant tension in the discussion of knowledge between the recognition of diverse interpretations of the social world and the inequality which exists in terms of the impact of different world views. Thus it is important to question what constitutes and legitimates the "global stock of knowledge" (World Bank 1999: 2) that developing countries are to be encouraged to make fuller use of, and the auspices which allow such a position to dominate.

What (or Who's) Knowledge?

Firstly it is necessary to consider the criteria put forward in the *World Development Report* which must be met in order for something to be considered as 'knowledge'. While there is a recognition that there 'are many different types of knowledge', the focus of the Report is on "two sorts of knowledge and two types of problems that are critical for development" - knowledge about technology (technical knowledge or 'know how') and knowledge about attributes (such as the quality of a product, diligence of a worker or creditworthiness of a firm) (World Bank 1999:1). Such an approach aims to focus attention on needs that have, in the view of the World Bank, been overlooked, such as "scientific and technical training, local research and development, and the critical importance of institutions to facilitate the flow of information essential for effective markets" (World Bank 1999: 2).

The photographs used in the Report further highlight these particular interests and concerns. The majority of pictures represent some form of 'scientific' or technical endeavour, such as the use of computers, satellite dishes and the Forth Rail Bridge, or representations of financial institutions such as the State Bank of India, the British Bank of the Middle East, and scenes from the Tokyo stock exchange. Images of 'indigenous knowledge' are limited - there is a picture of a woman tending a paddy field, but other representations of 'the poor' or 'less-developed' countries are restricted to close up shots of individual faces. Such a position emphasises the specificity of 'local' knowledge in contrast to the 'global' applicability of more technically oriented approaches.

This is not to imply that the *World Development Report* does not acknowledge different interpretations of 'knowledge' or the possibility of alternative visions of the world. As was noted previously, there is acknowledgement from the outset that the forms of knowledge discussed in the Report are only two possible interpretations of what constitutes knowledge. In addition

there are several calls for the need to "share knowledge" and for that communication to be a "two way street" (World Bank 1999:13). There are also calls for the "views of the poor" to be incorporated into programme and project assessments through "beneficiary participation" such as "open consultations in public village meetings" (ibid.).

But this 'local knowledge' is rather superficially dealt with - and it remains represented as an inferior form of knowledge to that provided through the World Bank's more scientific, technically oriented approach. In particular 'local' knowledge is seen as just that - context bound - and thus of little wider applicability, in contrast to the 'global' knowledge provided by the donor agencies. Thus, while the views of individuals and communities may be listened to, there is considerable emphasis on the need to "combine local knowledge with the wealth of experience from around the world" (World Bank 1999: 14). 'Local' knowledge is devalued as a consequence of it being embedded in a particular 'culture', while the position advocated by the Bank is seen as outwith cultural 'constraints' and as 'global' in nature.

In addition, this view serves to sustain an opposition between those who possess knowledge and those who need to acquire it, and thereby maintains the position of authority of those who already have greater power and ability to define what constitutes 'legitimate' knowledge. This opposition, and the 'Othering' of poverty and lack of knowledge, is clearly highlighted in *Knowledge for Development* with assertions such as:

In our enthusiasm for the information superhighway, we must not forget the villages and slums without telephones, electricity, or safe water, or the primary school without pencils, paper, or books. For the poor, the promise of the new information age - knowledge for all - can seem as remote as a distant star (World Bank 1999: i)

The pervasive idea of a largely undifferentiated group ('the poor') who suffer "great hardships", are isolated, who possess 'local knowledge' and who can participate in community discussions does little to address the existing barriers to socio-economic 'development', and indeed masks the complex web of interests and power struggles taking place in such contexts. Sustaining such binary oppositions thus serves to sustain and recreate the dominant position of institutions such as the World Bank and the hegemony of a predominantly technicist vision of knowledge and development and limits attempts to undermine or resist such domination.

This denial, or rather devaluing, of diversity is further highlighted with reference to the 'authoring' of the Report, with the emphasis on the 'teamwork' involved in the preparation of the document ignoring the conflict of opinions and diverse views which inevitably exist within both the organisation and the specific group working on the Report.

In the context of the *Knowledge for Development* it is possible to interpret the lack of author, in terms of an individual person, as representative of the dominance of this particular view of 'legitimate knowledge'. In denying the specificity of the opinions expressed the text is represented as being of global significance and applicability, beyond the opinion or conjecture of an individual. The document however was written by named persons who formed a 'team' led by a particular individual, with the 'support' of others, as indicated in a short note following the introduction to the Report. While this does give some indication of the way in which the document was constructed, it does little to acknowledge the creative influence of conflict and the airing of diverse opinions within the World Bank organisation which undoubtedly contributed to the development of the document. Similarly, the statistics presented in the document contain very limited recognition of the complexity of issues related to data collection and analysis or the diversity of factors which influence how particular indicators are taken up and interpreted in different contexts.

The tension between the concept of the global and local which permeates much development discourse is brought into stark focus in the *World Development Report's* discussion of 'knowledge'. It points in particular to a need to recognise the cultural specificity of that which is currently represented as 'global'. A more concerted effort to recognise and address this tension could allow a truly 'new', and potentially more constructive, approach to understanding development to emerge.

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THE WORLD DEVELOPMENT REPORT 1999, ANNOTATED OUTLINE, KNOWLEDGE FOR DEVELOPMENT, AUGUST 7, 1997

Jorg Meyer-Stamer, German Development Institute, Berlin

I prepared the following text as a comment on the outline of the WDR 1998. However, I did not have to change my argument when I read the white cover draft, the yellow cover draft and the final version. This is not to say that I don't like the WDR. I think it is a good introduction to institutional economics with special respect to developing countries. But it certainly is not what it pretends to be, namely a systematic and reasonably comprehensive treatment of the issue of knowledge and development.

The World Bank is to be congratulated for choosing the topic "Knowledge for Development" as the theme of next year's World Development Report. Knowledge is without any doubt the key prerequisite for dynamic economic and social development. Integrating the various perspectives, conceptualisations, and analytical approaches to knowledge that have emerged over the last years is therefore highly relevant for both development policy makers and practitioners. This is even more so as bilateral donors have often neglected the importance of knowledge in a systemic perspective on development (i.e. the nexus between knowledge, productivity growth, and poverty alleviation) and implemented isolated projects rather than pursued a systemic approach.

However, the explanations in the outline leave a lot to be desired. The first question is indeed why knowledge is a relevant issue these days, in particular, given the fact that the question how knowledge can be put to use for the society as a whole has been a key question for quite some time. The outline points at the phenomenon of the acceleration in knowledge, a point that is undisputed. But what does in fact lie behind it? The authors of the outline choose to refer to a rapidly increasing stock of knowledge and rapid innovation in information and communication technologies. Although this is indisputable, too, it does not actually answer the question, and this leads us to one major shortcoming of the outline.

There certainly has been a dramatic acceleration in the generation and dissemination of knowledge, but there can be little doubt that knowledge has been an important factor in economic development for quite some time. More precisely: the ability to create and use knowledge has been the basic pillar of capitalism since its inception, and it has been the key differentiating factor between more and less successful countries. There is a virtuous circle between the way capitalist societies organise themselves and the way they generate and disseminate knowledge. Behind the societal model of the West is the belief, based on the thoughts of enlightenment, that knowledge is the main driving factor to master nature and to

overcome social problems; this is the traditional perception of progress. Accordingly, Western societies are organised in such a way that accumulation and mastery as well as demonstration and dissemination of knowledge is strongly stimulated. In Western societies, life chances of individuals depend, on the whole, more on knowledge, i.e. educational achievements, than on their family or class background, or access to clientele structures. This is embedded in a system that is highly competitive and mainly meritocratic, based on personal qualifications and achievements, which in turn reflect knowledge, that is knowledge in the sense of technical, organisational, and social qualifications rather than knowing whom to bribe.

It is this underlying feature of capitalist societies - meritocracy plus individualism - that has created an environment that in the end led to complex systems like today's world-wide data communication networks. It would thus be inadequate to see societies as the innocent victims of radical changes in technology. Essentially it is the other way around: the way societies organise themselves shapes the way knowledge is created, disseminated, and used. How the latter actually happens is unpredictable, i.e. the impact of radical changes in technology on society cannot be planned in advance. This, however, should not be confused with autonomous technical advance, independent from a given society's governance structures. It therefore makes sense, as proposed in the outline, to look at historical experience how societies handled knowledge. Nevertheless, it is crucial to point out that it is already quite obvious that differing societies treat knowledge in different ways. In advanced capitalist societies, there is an abundance of knowledge, and success as well as power is based on the capability to combine different elements of knowledge in an innovative way. In other societies, knowledge often is in scarce supply and a key power resource (apart from military power and access to financial and natural resources), and power is correlated in a linear way with access to knowledge. Also, in the first type of societies the generation of new knowledge is very much encouraged whereas in the second one it may be life-threatening if certain new knowledge is qualified as heresy.

In order to address, in an adequate way, such differences between societies, we find it useful to apply the four-level analytical model we have formulated in our work on industrial development. At the metalevel, it would be important to look at the way knowledge is being handled in a given society: Is it abundant so that people suffer from information overload and need technical systems to generate useful knowledge from a flood of information, or is it a scarce resource that is being kept secret by those who hold it? Probably this is a key difference between rapidly growing and stagnating countries, and in the stagnating countries limiting access to information often continues to be a key instrument in securing power at all levels, from national politics to small firms - which is clearly detrimental to successful development but may be perfectly rational in the view of the respective decision makers. Moreover, there are numerous countries where large parts of society, defined by gender, ethnic, religious, or other criteria, are excluded from access to knowledge - again mainly for power reasons. There also exists a strong element of path dependence - those societies where access to information is tightly controlled will not move easily to information societies, and economies where every bit of information is highly valuable will not easily move to a scenario where information is abundant because every potential first mover will fear punishment.

Therefore, it is the metalevel that has to be addressed first and foremost, both in terms of finding out how a society is structured knowledgewise and how use of knowledge can be improved. Knowledge is power, and knowledge-related assistance measures must therefore start from a clear understanding of existing power structures and governance patterns. In a society of the scarce knowledge type, typical development assistance measures like building primary and secondary education systems, universities, and technology dissemination services will meet at best with limited success. For instance, it is a fairly common experience from technical assistance that persons who have been trained to be trainers prefer to keep their knowledge for

themselves and offer services on the market rather than train others. This does not only reflect economically rational behaviour but also the overall culture. Development assistance measures that aim at the macro- and mesolevel have to take into account, in an adequate way, structures at the metalevel. In a society of the scarce knowledge type, development assistance must be designed in such a way that it aims at macro- and mesolevel structures without being defeated by metalevel structures. Complementary action includes strengthening civil society, empowerment, and creating encompassing institutions. It should be tried to formulate development assistance measures in such a way that they address the macro- or mesolevel and at the same time help restructure the metalevel. It may thus be possible to soften, and in the longer term overcome, blockade constellations that so far have inhibited a wider use of knowledge to stimulate development.

In those societies where metalevel structures do not clearly favour scarce knowledge, it is crucial to stimulate the participatory formulation of visions and strategies (just like in most OECD countries where efforts are underway to formulate visions and blueprints for the information society, the learning society, or similar concepts). This can easily be justified with findings from innovation economics. As learning is a cumulative process that is based on learning-by-doing, learning-by-using, and learning-by-interacting, it is important to define paths within which this learning will take place. Defining an overall development path and a number of sectoral trajectories in a national vision-formulation exercise based on a dialogue between government and key societal actors would thus be a key prerequisite for society-wide cumulative learning.

At the macrolevel the outline does already address a number of important aspects, particularly the role of the macroeconomic framework in stimulating innovations. It also deals at length with the importance of the generic infrastructure, both in terms of generating and disseminating knowledge - in terms of education as well as in terms of transmission infrastructure.

At the mesolevel, things are more complicated than the outline suggests. There is an ongoing controversy on the extent to which the science system can directly support the productive sector; the issue is the degree to which the commercialisation of the science system undermines its functioning (rapid publication of new findings in science vs. appropriation of new findings in industry). There is also a lot to be clarified regarding the actual functioning of national, sectoral, and regional innovation systems, in particular regarding the role of meso-institutions like applied research centres, technology demonstration centres, technology transfer institutions, and technology extension institutions. The only clear thing so far is that there is no blueprint for creating a system of mesolevel institutions for a successful path to knowledge-intensive development. The relative importance of educational institutions, technology institutions, and the science system is highly context-specific. This emphasises the point made before that national visions and strategies are crucial because otherwise there will be no clear orientation as to what kind of institutions should be created. There is, however, a clearly discernible best practice regarding the management and organisation of mesolevel structures, in particular regarding the importance of a demand-driven approach, participatory planning procedures, and a clear performance orientation of mesolevel institutions.

At the microlevel, the outline points quite correctly at experience of close inter-firm co-operation as an important means of rapid learning and constant innovation. In this context, it would be useful to look at the recent discussion on the capacity of industrial clusters to react to external shocks.

To sum up, it would be helpful if the report went beyond the predominantly economic focus it seems to have so far, integrating findings from other social sciences in order to illuminate the role of knowledge in societal development in a broader sense. This should also include a more

differentiated view on governance. It is becoming increasingly clear that successful governance is ever less built on traditional hierarchical government action and ever more on policy networks that involve government, the private sector, and other societal actors. Building a learning society involves a lot of co-ordinated efforts of public and private societal actors. It implies both a more active role of the state than the structural adjustment orthodoxy suggested and the emergence of new governance patterns.

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RE-WORKING THE EDUCATION AGENDA OF UNICEF

Sheldon Shaeffer, Education Section, UNICEF

UNICEF, both in preparation for the World Summit for Children, which followed the World Conference on Education For All (EFA) in Jomtien, and in subsequent programming during the first half of the decade, placed greatest emphasis on enrolment in, and completion of, primary schooling. Now, as the end of the decade approaches, the EFA Declaration is being revisited by many of its original sponsors, including UNICEF. As a result, a renewed commitment, reflected in the UNICEF agenda for children beyond 2000, is being made to the broader vision of basic education which the Declaration so eloquently proposes.

For UNICEF, a special incentive in revisiting the EFA Declaration is the imperative imposed upon the world by the Convention on the Rights of the Child (CRC). The general principles and articles of the Convention insist on primary education for all, characterised by non-discrimination and the pursuit of the best interests of the child. Based on almost universal ratification of the Convention and the resulting consensus that every child, regardless of resources and circumstances, has the right to a basic education of high quality, UNICEF is now working to ensure that the education programmes it supports are developed from a rights-based perspective.

But however prescient the EFA Declaration might have been, it could not anticipate the magnitude of impact which two trends would have on the education of children as the decade passed: (a) the growing risks to child survival and development, from abuse and neglect, exploitation and conflict, disease and environmental degradation, as well as from the ravages wrought by HIV/AIDS; and (b) the effects on disparity of such trends as globalisation, privatisation, and, in some cases, decentralisation. Nor did the Declaration adequately recognise the critical importance both of good care in the early years of a child's life and of close links across health, hygiene, nutrition and education. Most significantly, perhaps, it did not accept the fundamental concept of child rights as the underlying principle of education for all. Many of these "missing" pieces have become the focus of recent education programming in UNICEF and in preparations for the new decade.

In several key areas for UNICEF, important lessons have been learned since mid-decade which have helped to reinforce and sharpen its strategies. Key elements which have helped in this process were documents prepared for the drafting of UNICEF's new *Global Agenda for Children* and *The State of the World's Children 1999* report, which was devoted to education. The lessons learned and adjustments made include the following:

Programming within a rights perspective must lead to a greater effort to ensure that all children are able to exercise their right to a quality basic education. This requires more explicit attempts to find children not in school and get them enrolled;

Among the unreached, girls must continue to be the highest priority. More evidence is proving the value of education for girls, and more experience is showing that focused interventions can make a difference in educational access and quality for girls - and, therefore, for boys as well;

Education must play a more important role in helping children in need of special protection, particularly working children and children affected by HIV/AIDS, and in situations of instability and conflict, both restoring the essential conditions for learning and providing children at least one stable, safe and supportive environment;

Building more schools does not necessarily lead to higher enrolment. There are many reasons for not attending school - and many ways to provide a basic education. How "ready" and welcoming schools are to children and how well they reach out to families and communities are important issues to consider in expanding basic education;

Data reported from the national level alone can no longer be used to describe the situation of education, but rather must be disaggregated by region, gender and administrative level - and include information on costs - so that evidence of disparities, and their major causes, can be more clearly revealed;

Education systems, educators and development agencies can no longer look at classrooms and children in isolation from the wider context in which they exist. The nature of early childhood care and of children's health and nutrition; the risks faced by children, especially during adolescence; the impact of HIV/AIDS; and ever more frequent conditions of instability - all of these require more attention from educators and education systems;

Africa has been and must remain a regional priority for UNICEF, although this cannot be the only area where special efforts are exerted. The Low Enrolment Countries programme, a partnership with the World Bank and UNESCO through UNSIA, and the African Girls' Education Initiative have particular potential for UNICEF work in Africa.

Following a review of its education strategy, approved by UNICEF in 1995, and taking into account the evolving global context and the ever-larger network of actors in the field, UNICEF is now attempting to reorient and refocus its work in education. Based on the principles of the CRC and the EFA Declaration's expanded definition of basic education; and in partnership with Governments, other United Nations and bilateral agencies, NGOs and civil society, UNICEF will pursue the strategies and areas of action detailed below.

Early childhood care for survival, growth and development: getting young children ready for school and for life

UNICEF will work to ensure a strong cognitive and psychosocial component in good quality, comprehensive care for young children.

Learning begins at birth, and parents and other caregivers are the first teachers of their children. Strategies for helping young children need to be more integrated and comprehensive in nature, including perspectives from education, nutrition, hygiene and health. They must be centred on the child's needs, focused on the strengthening of the family's caring abilities and firmly based in the resources of the community. They must also help children to be better prepared and more "ready" for school, while helping schools to be more "ready" for young children.

Equity of access and completion: getting all children into school and keeping them there

UNICEF will promote equity of access to, and completion of, quality basic education for all children, especially for girls and for others living in conditions of disparity, discrimination and exclusion.

The State has the responsibility to ensure that all children (aged 0-18 years) have the opportunity to acquire quality basic education as a foundation for lifelong learning and for active

participation in society. This includes, but is not limited to, schools. It is essential to take deliberate, targeted action to address the conditions that cause disparity and exclusion and to find excluded children and get them into school. In this regard, UNICEF will continue to focus on girls' education. High priority will also be placed on working children (through a global programme on education as a preventative strategy for child labour) and children affected by conflict and HIV/AIDS, with further attention being given to children facing particularly daunting obstacles to education (e.g., children with disabilities, nomads).

Increased quality: ensuring children learn what they need to learn

UNICEF will help to guarantee access to basic education of good quality - where children can acquire the essential learning tools needed to gain the knowledge, skills, values and attitudes critical to their own lives, the well-being of their families and their constructive participation in society.

Quality basic education, based on the EFA Declaration and the CRC, is education that successfully transmits literacy, numeracy and life skills. It includes a child's physical, cognitive, social, emotional and spiritual development; addresses each child's unique capacities; encourages active participation in learning; and ensures adequate and equitable learning resources according to national standards for content and performance. Activities to be pursued include supporting curriculum renewal and implementation; developing and disseminating more active, child-centred teaching-learning methodologies, especially those focused on children living under conditions of discrimination and disadvantage (e.g., children in conflict, children affected by HIV/AIDS); developing tools for assessing literacy, numeracy and life skills; and expanding and enriching learning through the media and the use of new communication technologies, especially in support of reducing disparities in educational access and quality.

Adolescent education, participation and development: helping adolescents get educated and involved

UNICEF will further seek to promote expanded opportunities for adolescents to: (a) acquire basic education where they have not received it; (b) continue to learn, with attention to life skills and preparation for adults roles; and (c) participate in society and contribute to its development.

Adolescence will be one of the key areas in UNICEF programming and advocacy in the new decade. Dealing with adolescents is pivotal for addressing other major UNICEF concerns. Adolescence is also a critical stage of a child's development. At a global level, the failings of primary education, as well as of other social services, leave millions of adolescents, particularly girls, without literacy, numeracy or technical skills, unprepared for adult roles, and facing many new violations of their rights and risks to their well-being, of which HIV/AIDS is one of the most critical.

Planning, financing and managing education: empowering families and communities

UNICEF will work to strengthen the capacity of families and communities to fulfil the right of children to education through greater participation in planning and managing educational programmes.

Ensuring greater progress towards EFA requires an increase in the resources available to basic education. The 20/20 Initiative offers the potential to increase support for education from both national and international resources and to adjust budget allocations to reflect priorities for

basic education and for the unreached. The trend towards government-led sectoral development plans should lead to more effective resource mobilisation, as should the increasing interest in private sector partnerships and in more effective and speedier debt relief targeting resources on social development programmes. Along with the mobilisation of more resources for education must come a commitment to ensuring that parents and communities play a greater role as genuine partners in managing basic education.

HIV/AIDS prevention and control

UNICEF will work to increase the impact of education on HIV prevention and reduce the impact of HIV/AIDS on education systems and outcomes.

More evidence is accumulating on the effectiveness of well-designed and well-implemented life skills programmes focused on HIV/AIDS prevention. Tragically, more evidence is also available which shows the terrible impact of HIV/AIDS on education - on schools and classrooms, on teachers and on students. Strategies in this area will include: expanding and improving the quality of HIV/AIDS education in the context of life skills programmes and helping countries and communities to assess and develop ways to combat the impact of HIV/AIDS on education systems, school provision and quality, and children's learning.

Programming in unstable environments

UNICEF is committed to providing a more effective educational response to situations of instability and emergency.

The increase in the number of children and systems affected by instability poses additional challenges for programming in the next decade. While a focus on rights has forced greater recognition of the moral obligation to meet the basic learning needs of such children, experience has also shown the benefits of restoring normalcy and stability through early attention to education. Previously, programmes focused on the delivery of supplies, often in the form of kits. Now more comprehensive approaches are being adopted which involve working with communities and local authorities to rebuild (or even transform) the system, provide a wide range of support to teachers and adapt the curriculum to the changing needs of the students.

Recent work in UNICEF is trying to incorporate the capacity to respond to emergencies and instability into every country programming process. In the case of education, this means establishing UNICEF capacity at the regional level to carry out early and rapid education assessments; developing a range of responses that go beyond providing educational supplies towards more integrated support for the rehabilitation of education systems; and improving partnerships with other agencies to ensure the rapid and effective mobilisation and deployment of resources for education.

Promoting child-friendly learning environments

UNICEF will work to promote the establishment of rights-based, child-friendly education systems and, within them, child-friendly schools and other learning environments, especially for excluded groups (e.g., girls, children with disabilities, children affected by HIV/AIDS).

Encompassing and summarising the elements discussed above - of equity and quality, of protection and community involvement - is the concept of a rights-based school. Taken together, the Convention on the Rights of the Child and the EFA Declaration not only demand basic education for all; they powerfully describe how that education should look. A rights-based

school - which ensures that children can realise their rights both in and out of school - can also be seen as a "child-friendly" school. Such a school is healthy and health-promoting, gender-sensitive, and academically effective, and both enhances enrolment, completion and learning achievement and helps protect children. Trying to create and sustain such a school can be a strong incentive for a community to support basic education for its children.

Thus, a major objective of UNICEF is to promote the development of child-friendly education systems and, within them, child-friendly schools and other learning environments (e.g., ECCD programmes, complementary basic education programmes).

In all of the above efforts, UNICEF welcomes collaboration with other donor agencies and non-government organisations and would appreciate suggestions on and support for the above strategies.

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UNIVERSAL DECLARATIONS EQUAL UNIVERSAL SOLUTIONS?

Stephen Kerr, Centre of African Studies, Edinburgh University

UNICEF's *1999 State of the World's Children* paints a powerful picture of global systems of education in need of radical overhaul. 130 million children are growing up without access to basic education and an estimated 855 million people will be functionally illiterate by the year 2000 [p.7]. The situation is little better for those children who are fortunate enough to go to school.

Massed together, children struggle for space, for a modicum of attention from an overtaxed teacher, for a glimpse at tattered text, often in a language they cannot grasp. Diseases and pests spread easily. With little to engage the students, teachers resort to rigid discipline and corporal punishment. What is taught often has little relevance to children's daily lives. [P.9]

All is not lost, however, as a range of highly imaginative projects and programmes exist around the world that offer a form of education that contrasts sharply with the average school. In such situations classrooms are "oases of respect and encouragement for children" [p.4] in which teachers become "facilitators rather than authority figures" [p.34] and choose to use active child-centred styles of teaching [p.18]. The message is clear that these initiatives represent flexible models that can be followed in other parts of the world.

Nor are the resulting success stories isolated events that would be impossible to replicate in other contexts or cultures [p.21]

There are, however, some problems with the "education revolution" which might result in a rather despondent vanguard.

Firstly, the world is simply not that homogenous and it is often very difficult to transplant innovations from one context to another. Education is embedded in cultures, and teachers are only too aware of the need to develop children's intellectual capabilities in a way that is acceptable to the broader community. The oft quoted opinion that teachers are

"overwhelmingly likely to replicate the educational model they themselves experienced" [p.40] perhaps does not go deep enough into the roots of teachers' behaviour as its origins may be more correctly located in cultural forms of socialisation. Teachers are, after all, members of the community and live and interact with it on a daily basis. As such they are by no means immune from the economic pressures that afflict the majority of the population of the developing world, and their own individual experiences of having to hold a diversified portfolio of income generating activities could be a rich resource that they can draw upon in the classroom. They too understand what is relevant to their children's needs and recognise that children do not just need to grow up modern but traditional as well. As the grass in the college compound grows, and the cracks in the walls multiply, the school seems to fold back into the community, and as it does the cultural elements of education come into sharper relief. Unfortunately the present weight placed on community involvement in education, though commendable, serves to obscure this fact and fails to recognise that there may be a mutually shared understanding of the way in which a school should be run. Teachers and parents alike may lament falling educational standards but this does not mean that if new funds were obtained they would like to see radically different uses for the money.

Secondly, it is questionable whether the true flavour of education in the developing world has been captured by describing the majority of schools as scenes of "pervasive grimness" [p.9]. It is my experience that children do not spend the whole day on the end of the cane and much time is spent in play and laughter. Furthermore, they are often taught by excellent teachers who continue to do their best for them in the most trying of circumstances. Many teachers already use child-centred learning in their teaching and others get equally impressive results through other methods. Rather than talk of revolution we might be better advised to build upon what is already good in Southern educational systems. Moreover, there is a need to listen more to what they feel could be the best solutions to the current malady rather than to prescribe global solutions, which might have different consequences in different locations. Though, I am sure that parents and teachers throughout the world share in the principles of child rights they may not greet child-centred learning with quite the same degree of enthusiasm.

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EDUCATION SECTOR POLICY IN THE NEW BANK: A PERSONAL REFLECTION

Adriaan Verspoor, Africa Region The World Bank, Washington

When I returned to headquarters last year in March after almost four years in the Bank's field office in New Delhi, I found an institution that was very different from the one I had left in 1994. During my stay in New Delhi, I had paid little attention to what was going on in Washington. Instead, I focused almost exclusively on the practical implementation problems of what is probably the developing world's largest basic education development program: 30 million children went to school in the areas targeted by the program, with four external agencies supporting the program with a total investment of about \$1 billion in 1998. I learned many important lessons about the challenges and the opportunities of implementation of large scale reform programs. Time and again I found myself forced to re-examine my beliefs about program design and implementation strategies. But that is another paper. In this note I want to share my perception of the evolution of the Bank's education policy and strategy work since I last wrote on this topic for NORRAG News in 1994.

It is important to put the current education sector strategy paper in the context of a Bank that is undergoing dramatic changes. This is most visible in four areas. First, the evolution towards country-specific analysis as the basis for policy advice and assistance priorities, away from generally applicable policy prescriptions which started in the wake of the 1980 education sector policy paper, has dramatically accelerated. This is the logical consequence of the increased diversity of the Bank membership after the collapse of the Soviet Union and the divergence in the pace of development between developing countries.

Second, education policy work today is no longer the sole responsibility of a central education policy unit. Strategy work is now clearly seen as the responsibility of the education family, moderated and facilitated by the 'network anchor'. Staff from all regions are now involved in various capacities in the identification of good practice, analysis of policy issues, and the formulation of strategy. The anchor is the co-ordinating and facilitating point of much of this work. One negative aspect of this restructuring is that Vocational Training and Technical Education is part of the social protection (because of the labour market linkages) instead of the education network.

Third, the education development work has become much more complex. Jomtien has succeeded in putting education, and especially basic education, high on the agenda of almost all development agencies. The 'show and tell' at last year's meeting of the International Working Group on Education meeting which I attended on behalf of the Africa region of the World Bank was quite revealing. Partnerships have become central to much of the work of the Bank not only in its operations at the country level but also in its analytic and strategy work. The cost of poor co-ordination especially in a continent as fragmented as Africa where many agencies work in small countries has become very clear to even the most casual observers of the education development scene. There is a genuine commitment in the Bank to work in partnerships with client governments and other external development agencies interested in the education sector.

Fourth, there is widespread recognition that ownership is central to implementation success. The importance of the 'government in the driver's seat' is emphasised in virtually every project review and strategy paper. The result is a lot of introspection about the way the Bank is doing business in the sector.

These change processes are not complete and are still evolving almost on a daily basis. The environment of the new Bank described above makes this a very different paper from the earlier policy papers. It reflects the advice and guidance of staff and external stakeholders obtained through several rounds of consultations. The broad priorities for the Bank assistance proposed by the paper are very much in line with current international thinking:

- Reach international targets for basic education
- Improve the quality of teaching and learning
- Make wise and fair use of resources
- Build institutional capacity

The paper explicitly recognises, however, that specific investment priorities will vary a great deal and cannot and should not be set centrally. In fact, a parallel process of priority setting is being done in regional papers which are currently in various stages of development.

The most important part of the paper is probably the strategic framework for Bank support to education that it proposes:

- Analyse comprehensively, act selectively
- Focus on the client; listen and learn
- Use knowledge well
- Emphasise results and development impact
- Participate in purposeful partnerships

Many operational staff have striven for and have, on occasion, been able to put into practice many of these ideas in the past. They are now being proposed as the general operating principles for the work of the Bank in the education sector. The first challenge will be to implement this strategy broadly as the new way of doing business for the Bank, in a context of declining budgets for project development and internal planning and approval processes that are not yet adequately aligned with the new strategy.

The second challenge is for the regions to formulate regional strategies and investment priorities. The sub-sectoral policy and good practice work carried out by the Bank in the early 1990s can provide some initial guidance on this. But it is quite clear that regions will need to put the general principles from this earlier work into a context that reflects the level of development and the educational traditions and practices of the countries in the region. Adult literacy, secondary education, distance education and vocational training and technical education are areas where regions will need to review the lessons of experience and identify good practice to ensure implementation performance and results on the ground.

The Africa region faces education challenges that are perhaps more daunting than in any other region, while at the same time the urgency of accelerated education development is more pressing. The Education Sector Policy Paper provides a frame-work for the region to further strengthen partnerships with governments and donors, adapt its operational practices accordingly and retool for professional effectiveness and results on the ground.

In sum, there is little doubt in my mind that the process of change that has been set in motion is irreversible and that the next decade will see a different Bank. But making a difference in the lives of people and children in developing will require that all partners join hands to accelerate education development in the next century.

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BANK POLICIES: CLASSROOM REALITIES*

Robert Langley Smith, LINS, Oslo College, Oslo

The World Bank has recently drafted a new Education Sector Strategy paper. Comments have been invited from a number of referees. Initial reactions to the paper have included expressions like "visionary and holistic". Others have been less complimentary, finding its style hard to take as it continues to ignore the concept of education as a human right. It remains focused on the role of schooling in promoting health and wealth. It also ignores the role of education in promoting, conserving and renewing cultures, an issue which UNESCO has had at the heart of its policy for years.

The paper analyses the background to educational change. Globalisation of markets is seen as one driving force but globalisation of knowledge is not discussed. Neither is the retreat from tradition which typifies so much in a post-modern world, nor humankind's generally more sensitive relationship to the environment which has grown dramatically over the past twenty years.

What is promising in the paper is the great commitment to partnership at all levels in the Bank's lending programme. How the Bank will achieve a more touchy feely style is not entirely clear. The Bank's curious desire to classify and label is seen in its creation of a set of categories of countries from least developed to mature. Diagnosing country situations in simplistic terms will surely lead to the extension of a perennial Bank problem - attempting to use standardised procedures for what are context-specific problems. Its promotion of a policy checklist for use in negotiating change supports this unfortunate conclusion.

The Bank's approach to learning from its experience is emphasised in the document. However, the approach still relies on the dubious concept of "indicators". We need to have indicators, significant milestones in increased enrolments, better retention rates, better examination results. But a reliance on these tools does not help in diagnosing why children fail or do not attend or why their parents have no faith in schooling.

It has been said before in *Educaid* but bears repeating that unless educational plans affect the child in the classroom for the better, then their main point is lost. Policy has been defined as a planned action which its sponsors believe can be achieved. No doubt the sponsors of the Bank's new draft Sector Strategy believe its policies are achievable. What critics of the draft are looking for is a set of policies which are worth achieving. It is by no means clear that schooling will prove the most effective vehicle for achieving health and wealth in poor over-populated and under-resourced countries. However, education defined in a more humanistic way could go some way towards promoting a better quality of life.

* An earlier version of this piece appeared in *Educaid, Norwegian cooperation in basic education*, in late 1998. LINS is a resource centre for international education and development.

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SECOND INTERNATIONAL CONGRESS ON TECHNICAL AND VOCATIONAL
EDUCATION

26-30 APRIL 1999, SEOUL, REPUBLIC OF KOREA

Qian Tang, Technical and Vocational Education, UNESCO,

UNESCO held the first International Congress on the Development and Improvement of Technical and Vocational Education in Berlin in 1987. It led to the launching in 1992 of UNESCO'S International Project on Technical and Vocational Education (UNEVOC) which has the goal of improving technical and vocational education (TVE) systems in the Organisation's 186 Member States.

More than ten years after the Berlin Congress and on the eve of the twenty-first century, many people working in the field of TVE are convinced that it is time to hold another international forum to examine how TVE can meet the new challenges which have emerged in recent years such as the globalisation of the world economy, rapid advancement of information/communication technologies, and new demands on the qualification of the labour force along with ecological and environmental issues that have to be addressed.

To answer such a request, UNESCO is organising, in co-operation with the Government of the Republic of Korea, the Second International Congress on Technical and Vocational Education in Seoul from 26-30 April 1999.

The principal objective of the Seoul Congress is to bring together stakeholders of TVE to discuss how policy and delivery patterns of this sector of education may be renovated in order to make it more relevant to the employment and social demands of the future. About 700 participants from more than 100 countries have registered to attend the Congress. Other UN agencies, inter-governmental and non-governmental organisations active in TVE such as ILO, the World Bank, the European Training Foundation etc. will also be represented in Seoul.

The Congress will be organised in the form of plenary sessions and commissions addressing various themes which are considered to be important for TVE. Voices from national governments of both developed and developing countries, TVE teachers and experts, industry and business society, trade unions and donor agencies are to be heard on the future policy orientation of TVE. A number of roundtables will also be held as side-events.

The five-day Congress is expected to formulate a set of recommendations to the Director-General of UNESCO which would include a) policy orientation for the development of TVE to be considered by the Government of UNESCO's Member States: and b) suggested role and scope of activities in the field of TVE that UNESCO may assume in the next decade.

As a concrete follow-up action, UNESCO intends to launch a long-term Programme on Technical and Vocational Education starting from the year 2000. The main objectives of this new programme will include strengthening TVE as an integral component of lifelong education, renovating TVE for sustainable development, providing TVE for all, etc. The new Programme will be implemented in close co-operation with UNESCO's Member States and other international partners.

THE SEOUL PROCESS AND THE REALITY OF TECHNICAL AND VOCATIONAL EDUCATION IN THE DEVELOPING WORLD

David Atchoarena, IIEP, UNESCO, Paris

In a context of social and economic insecurity, learning to cope is certainly one of the concerns that will dominate the forthcoming International Congress on Technical and Vocational Education (TVE). Today, many of the developing countries feel anxious about their future in a global economy. Increasingly, people who used to see education as a passport to employment can no longer take it for granted. Often, what worries them is not the lack of economic growth but the lack of job opportunities. Even in the emerging economies, which have enjoyed rapid growth and low unemployment, the threat of joblessness and social exclusion rose with the recent Asian and Brazilian crises. Are employment opportunities evaporating for young people in developing countries? It all depends on what you mean by employment. Hence, for some analysts, the real point tends to be missed when most of the labour force does, in fact, find work in the informal economy.

Nonetheless, the issue raises important policy questions. What can governments, in developing countries, do to contribute to economic competitiveness and facilitate the use of new technology? What can they do to ensure smooth youth transition into the labour market? How can they reach the increasingly numerous drop-outs of the post-Jomtien era?

Predictably, at the Seoul Congress, many countries will object that private sector training and labour market deregulation cannot do the job alone. The quarrel between market principles and state intervention is familiar and not much more needs to be said about it. Although delegating to the private sector may seem an appealing prospect, experience shows that it is not that simple. More interesting is probably the exploration of ways and means of reforming what still represents a significant segment of an education system. Developing competency-based programmes, broadening technical education contents, expanding post-secondary technical education, strengthening dialogue with the private sector illustrate attempts to increase cost-effectiveness and market as well as social relevance.

The fact that during the past decade technical and vocational education has, in most countries, survived energetic assaults upon it is not necessarily a sign of bureaucratic resistance. It may also indicate that governments, and particularly ministries of education, consider that the education sector has a major role to play in providing vocational skills. Contributing to youth transition from school to work continues to be seen as a major task of education systems. At the same time, it is now widely recognised that responsibilities over technical and vocational education must be shared with labour-market stakeholders, particularly employers. More than any other type of education, TVE is an area of public policy that requires a strong commitment to partnership.

But the importance that ministries of education seem to give to technical and vocational education also lies in its educational virtue. Spending money on technical education can make sense, despite its high cost, if it is an effective way to provide sufficient education to specific categories of students who are bound to be excluded from general education streams. In this context, technical education is not meant to train workers but to make vulnerable target groups trainable. Often, increasing access, participation and equity in secondary education require such educational alternatives.

Making the Seoul Congress practical

High unemployment rates among young people represent, first of all, an economic dilemma. However, most governments believe that technical and vocational education, beyond keeping out-of-school and out-of-work youth off the streets, can improve their employability and lay the foundations for learning throughout life. At the same time, the evidence suggests that, in many developing countries, poorly equipped, inadequately staffed and overspecialised TVE systems are a waste of scarce money. Reconciling educational tradition with the need for reform, economic effectiveness with social cohesion and equity are some of the issues at stake. In such a context what can an International Congress on Technical and Vocational Education hope to achieve?

Organised ten years after the fall of the Berlin Wall, the Congress should be in an ideal position to take stock of some of the limitations of the market paradigm to inspire education reform. It should accept diversity in studying and reflecting on the challenges facing technical and vocational education. Furthermore, taking place at the end of a decade of World Conferences on various development issues, including education, the Congress will also be able to take into account the shortcomings of global declarations and action plans. Technical education, in particular, is a field where it is sometimes difficult to say what really works, and where recognition of national specificity should be a key principle.

To be effective the Congress should go beyond the idealism of development conferences. It will provide a unique opportunity to scrutinise on-going reforms and review progress made, in order to inform and inspire constructive policy debate at national level.

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SAVING THE S(E)OUL OF TECHNICAL AND VOCATIONAL EDUCATION

Simon McGrath, Centre of African Studies, University of Edinburgh

The forthcoming Second International Congress on Technical and Vocational Education, to be held in Seoul, has the potential to add to a welcome recent trend in thinking about education and training in the agency world. The literature on education and training in the 1990s has talked about the ways in which economic change privileges a convergence between education and training. However, the massive policy focus on education for all as universal primary education, and the World Bank's well-publicised critique of vocational education, have tended to constrain creative thinking about the role of skills for development. The on-going move in DFID (UK) to develop a programme around the notion of "skills for development" and the focus of the recent ILO World Employment Report on the notion of a "skills pyramid" are two symbols of an attempt by agencies to grasp the challenge of building beyond the notion of education for all and linking to broader considerations of how education and training can contribute to development.

The draft main document for Seoul, and the debates it will inform, have a contribution to make to this debate. The document is concerned with the integration of thinking about education, training and the world-of-work. It is at pains to point out the challenges as well as the

opportunities provided by globalisation. It is concerned with social cohesion and with marginalisation, and with the potential role of skills development in addressing these.

Nonetheless, it is a document that does not go far enough in attempting a radical rethink of the direction of skills (for) development. There are too many areas where the accepted orthodoxy is followed even though the evidence is lacking or far from compelling. I will illustrate this with three brief examples.

First, it is argued that entrepreneurial education is "essential for the preparation of all workers" (p. 5). However, this is a position which is based almost entirely on supposition rather than evidence. Entrepreneurship education is in its infancy or not present at all in a large number of countries and very serious questions need to be asked about its feasibility as well as its desirability.

Second, the document reaffirms what is a long-standing concern in such documents with guidance and counselling. However, it does not address the paucity of provision internationally and make any meaningful suggestion about why and how this should be a priority when it is clearly not seen as such in many systems.

Third, the desirability of private training provision is presented without adequate consideration of where the state does have comparative advantage; or of the potential weakness of private training in terms of quantity, quality and equity. Equally, the role of what the document terms as "Industrial and Vocational Training Boards" is far more problematic than is allowed here.

These are all areas in which the Congress could play a crucial role in facilitating critical thinking and disinterested evaluation of practices and policies. However, the main document gives the impression that there is an unproblematic state-of-the-art knowledge that already exists on each of these, and other, issues.

The main document also fails to capitalise on its possibilities with respect to the broader international education and training debate. Although one of the sections is entitled "TVE for all", there is not one single mention of either education for all or universal primary education, nor are the two international development targets for education explicitly referred to. If the Seoul Congress is to be an important milestone on the way to a better system of education and training internationally, it is imperative that it addresses twin challenges. First, it must seek to push forward thinking on technical and vocational education at every opportunity and eschew stale old answers. Second, and perhaps more crucially, it must seek to address the marginalisation of TVE in some important circles in the agency world by making an explicit case for how TVE can further and enrich the agendas of education for all and pro-poor growth.

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THE MASTER AND HIS APPRENTICES: SOME LESSONS FROM AN IRANIAN ROADSIDE WORKSHOP

Claudio de Moura Castro
Inter-American Development Bank, Washington

We had asked to visit a small enterprise in Isfahan and were taken to one. This roadside mechanical workshop in Isfahan did not look particularly different from hundreds of others in the same neighbourhood. It had a lathe, an old jury-rigged shaping machine, oxi-acetylene and arc-welding equipment, a drill press, a grinder, a compressor and the tools that go with this all-purpose workshop. It produces a machine that extrudes the common plastic bags that are used for packaging. But the owner also has another small factory that uses his own equipment to produce plastic bags for the local market. Vertical integration, one might say.

The owner has been training his two apprentices for the last two years. They already know how to use the hand tools and can operate the lathe. They are able to measure a threaded axle and find the proper carriage advance setting in the lathe for reproducing this thread on another similar axle. They work fast and with some sense of confidence.

This is the way it happens in millions of workshops around the world. One day these two apprentices will be considered masters and will have their own apprentices. They will teach what they have learned in these years of daily contact with the master.

But there is a catch. They have learned the occupations of turner and machinist from a man who has not truly mastered them. The owner is a graduate of a technical school of mechanics and had some workshop experience on the side. But a technical school does not prepare a machinist or a turner. It prepares someone who knows about machines and can talk to craftsmen. And his apprenticeship at another enterprise also failed to produce a good mechanic, because the other small shops around share the same shortcomings.

In the equipment manufactured by the workshop, the plastic pellets are poured into a funnel that is constructed by bending and welding the sheet metal. The welding was irregular, with a rough finish. Enough to hold the piece together but not pleasant to look at. The main shaft requires the more critical welding of the rod into a cylinder. The joint may withstand one hundred years of abuse but a serious welder would be horrified with the work. The lathe work shows the typical mushy finish of poorly prepared cutting tools. Indeed, a cursory inspection of the tools revealed that some were not sharpened properly and that the welding of a carbide bit on the tool holder was amateurish at best. Some of the wiring of the heating elements was precarious. The overall finish of the machine denounces the low level of craftsmanship of the owner. During the visit, one of the apprentices was working at a grinding wheel without safety glasses, a very common but very stupid practice. The entire workshop looked careless and messy, a capital sin in the ethics of a true machinist.

What are the lessons from this innocent visit? Bad habits reproduce themselves through generations of sloppy workers. They set the level of the local technology and the limits to what can be done with it. This is the vicious circle that neither apprenticeship nor cheap and amateurish vocational training can break. Technical schools, no matter how expensive, are not the solution either, since they do not prepare craftsmen but academics with rudiments of manual work.

The vicious circle can only be broken by truly high quality craft training. This training is not cheap, although it does not have to be extravagant or wasteful. It is not a great mystery either. All industrialised countries have it somewhere, with grouchy masters preaching the catechism of quality and perfection, demonstrating by acts what this means. Some developing countries have it too, thanks to a favourable set of circumstances or to a deliberate effort.

How do we decide if the creation of this virtuous circle of high craftsmanship is worth the effort? Certainly not by measuring the wages of the graduates and comparing with costs, since

the important consequences of their work are the creation of a technological culture, the imposition of higher standards to decide what is and what is not good work and their tasks are as teachers of a newer generation of better apprentices. Their wages do not capture the long run consequences of what they are doing. Economists call these indirect effects external economies. And in this case, external economies are all that matters. This is a case of transfer of technology (from high skill environments to roadside shops). The workers trained in the process are the vectors, the carriers of this transfer, not the ultimate goal of the process. Only a small proportion of the trades fall into this category. But they happen to be very important to any country that wants to go beyond the repair of toilets and flat tyres.

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**TRAINING FOR DECENT EMPLOYMENT AND INCOME:
NEW DIRECTIONS FOR ILO 'S INTERNATIONAL TRAINING CENTRE**

Frans Lenglet, International Training Centre, ILO, Turin

The International Training Centre (ITC) of the International Labour Organisation (ILO), based in Turin, Italy, has started a process of change. It wishes to become more effective in responding to new demands and opportunities, reflecting new realities in the world of work as well as in the world of training. ITC's reorientation is matching the change process within the ILO at large, initiated by its new Director-General, Juan Somavia. The ILO has restated its orientation for the early years of the new millennium under four strategic objectives, namely to (i) promote and realise fundamental principles and rights at work, (ii) create greater opportunities for women and men to secure decent employment and income, (iii) enhance the coverage and effectiveness of social protection for all, and (iv) strengthen tripartism and social dialogue. The ITC is one of the ILO's important instruments in meeting all four objectives.

Central to ITC's work for the second strategic objective - to create greater opportunities for women and men to secure decent employment and income - is the new thinking about employment as a key to economic and social development. The pivotal role of knowledge and skills, and, hence, of learning, in the development process is an additional guiding principle. As a result, training activities currently "under construction" will aim, in the first place, at strengthening capacities of ILO constituents to analyse economic and labour market developments, and to elaborate and negotiate effective employment promotion policies and programmes, including employment-oriented training policies and programmes. In doing so, the ITC will pay explicit attention to ways and means of ensuring that women have access to more and better jobs, and that employment and training policies are targeting other disadvantaged groups. Moreover, in its activities the ITC will emphasise promoting employment-friendly enterprise development policies, including policies aimed at improving conditions in the informal sector of developing countries.

For furthering these aims and objectives, the ITC has established a new technical programme on employment and training policies. The programme is currently designing its core curricula, consisting of customisable modules. Initially, five areas of focus have been selected, namely: (i) employment policies for alleviating poverty, (ii) the ins and outs of labour market information, (iii) good practice as concerns the transition from school to work, (iv) a methodology for training policy analysis, and (v) evaluating the impact of vocational education and training.

In developing and delivering training activities meant to address these, and other issues of ILO concern, the ITC is seeking to collaborate with a variety of distinguished "knowledge producers", including international agencies, universities, public or private institutions and enterprises, as well as outstanding individuals. This should ensure that training offerings are as pertinent as can be. Beyond proposing programmes built around "off-the-shelf" training materials, the ITC recognises that an approach that relies on the understanding and experience of its diverse participants can have powerful learning effects. Training and learning, as offered by the ITC, will furthermore see a more intensive on- and off-site use by groups of learners or individuals, of new information and communication technologies, such as video conferencing, CD-ROM, the internet, or a combination thereof. These technologies can help in creating more lasting learning results, lowering unit costs, reaching new audiences, and collaborating with new partners all over the world.

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SECTOR POLICY ON VOCATIONAL EDUCATION AND THE CHALLENGES OF ITS IMPLEMENTATION

Jean-Marc Clavel, Swiss Development Co-operation (SDC), Bern

SDC's Sector Policy on Vocational Education (VE) was released in 1994. It provides orientation and general guidelines for development of VE programmes and sector concepts in SDC partner countries. Based on an extensive assessment of experiences and challenges in the VE sector, the formulation of the VE Policy has been structured round two main objectives which can be summarised as follows:

VE for the needs of small and medium sized enterprises

VE for underprivileged people in the informal sector

In order to facilitate the selection and conceptualisation of VE programmes and measures, these policy objectives have been supplemented with ten general principles.

SDC's support to the VE sector should: be based on sector analysis and participatory concept development; be adapted to the capacity and potentials of partners and to the needs of the labour market; emphasise the strengthening of local models and partners for better replication and sustainability; be systematically supplemented with co-operation and dialogue at system and policy levels; be based on an incremental developmental process that respects partners' innovation capacities, aims at an increased involvement and responsibilities of private partners by promoting co-operative modes of training; be adapted to local conditions, needs and potentials for a better response to local labour market demand; emphasise the development of capacities for donor co-ordination; aim at assuring recurrent cost financing; and integrate VE activities as an instrument in SDC projects.

In line with the above objectives and principles, SDC has identified five areas of innovation in which VE co-operation programmes should be systematically strengthened and reviewed:

Co-operation for the development of VE systems.

Promotion of co-operative modes of training.

Promotion of VE for the informal sector.

Promotion of VE to improve the socio-economic conditions of women.

Promotion of environmentally relevant VE.

As far as the implementation of these strategic guidelines is concerned, since 1995, measures have gradually been taken in SDC partner countries to re-orient VE programme activities towards job creation, income redistribution and poverty alleviation. As a typical example, in Pakistan, this new policy orientation has been put into practice by gradually integrating demand-oriented VE activities into a Small Scale Enterprise Promotion (SSEP) Programme for improving professional and personal skills of small enterprises owners and workers.

As in many other developing countries, the formal training system in Pakistan is typically facing a crisis of costs, relevance and equity (Grierson & McKenzie, 1997); formal modes of VE are too expensive, not relevant and difficult to access and use for those in greatest need of skills acquisition such as informal sector microentrepreneurs and workers. In this context, SDC has been successfully testing and developing an Entrepreneurship and Occupational Skills Development Training Programme as well as experimenting with linkages between informal microenterprises and the public vocational training institutions opening up to the private sector training demand. In accordance with SDC's Policy on VE, SSEP programme activities at enterprise, association and training institution levels are being supplemented by sector analysis and policy dialogue in view of developing a policy framework conducive to employment, self-employment and income generation in the informal sector.

Lack of access to and poor quality of the general education system is another important cause of rising poverty and social exclusion in Pakistan. With regard to informal sector microentrepreneurs and workers, their low literacy rate is restricting their chances for growth and further specialisation. Consequently, tailor-made skills development programmes have to be supplemented with functional work-related literacy activities.

SDC's Sector Policy on VE rightly emphasises the links between the worlds of training and production. Experiences to date in Pakistan and other countries call for taking the general education system into account also, and taking up the challenge of improving synergies between the three interrelated poles which are training, education and production.

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TOWARDS A RELEVANT DFID POLICY ON EDUCATION

Steve Packer, Education, DFID, London

In the UK Government's White Paper on International Development, *Eliminating World Poverty: A Challenge for the 21st Century* issued in November 1997, a new DFID education policy document was signalled. It has been long in the making, to the frustration of many interested constituencies in Britain, less so to those directly involved in the processes of education and development in countries afflicted by poverty.

The process of defining a new statement of British policy which sets clear and meaningful parameters has given rise to a number of testing challenges. Given the resources available (currently an annual bilateral spend in the order of £130m per annum) what are really meaningful ways of having impact on the scale and the nature of educational deprivation? If we are serious about the International Development Goals, particularly Universal Primary Education by 2015, what are the most effective ways by which a single agency can have real impact? Bilateral programmes? If so, in partnership with which countries: where the needs may be perceived to be greatest; with traditional Commonwealth partners; exclusively with governments; or with a range of participants? Should we be looking for new programmes which extend well beyond the lifetimes of government? And how does a bilateral development agency relate directly or indirectly with poor people?

Should we be looking to be more influential in the international arena through the financing and programming of multilateral agencies? What part should the generation and application of knowledge play?

These are not new questions. But the answers require an analysis which goes beyond the traditional setting of priorities, defining good practice and elaborating ways of working in a single sector. They need to take close account of a broader government and development environments. There are questions of protecting and supporting the social sectors within the contexts of debt relief and adjustment programmes. Measures to develop and sustain education outside of macro-economic and public service reform frameworks are unlikely to be successful. Conceiving education as a separate compartment in the lives of poor people is a limiting paradigm. Focusing on a single sub-sector of education without overall sector coherence is an unproductive way of working in the medium to long term.

The deficiencies of agency led-projects are the subject of a growing literature. Sector wide approaches, strong on logic but feeling their way on process, offer a new form of partnership in some countries. An entente cordiale among agencies is necessary but difficult to achieve on the ground. And within Britain there is the need to address the challenge of international poverty throughout government and to move away from believing that this is the preserve of a single development agency and department.

In an effort to grapple with these challenges DFID will issue a broad statement of policy, restating and elaborating its commitment to better education for poor people, to effective universal primary education, to literacy and to access to information and life skills. But it will also (and not only for education) issue a series of goal strategy papers which will examine in some greater detail those ways of working which are likely to offer the best opportunities for having real impact on human development.

By the end of 1999, a suite of country, goal and international institution strategy papers will provide a set of inter-related frameworks within which DFID will work for the foreseeable future.

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DEVELOPING AN EDUCATION KNOWLEDGE STRATEGY

Digby Swift, Education, DFID, London

The prophecies in the seventies of an Age of Information are starting to come true. Like many organisations (and ahead of some) DFID/ODA has progressed within a decade from telegrams and typewriters to heavy use of the hyperspace highway. Kenyan queries, Nigerian needs and UK Parliamentary Questions are, in theory and sometimes in practice, satisfied very rapidly through globe-hopping e-mails and the DFID Intranet.

This is the positive side. There were other prophecies that are equally being realised. Among these are information overload and the 'garbage in / garbage out' (GI/GO) syndrome. Those in the development business suffer more than most from information that is unreliable, indigestible or completely unobtainable when it is needed. DFID is (of course!) fortunate in having user-friendly human information processors called 'Advisers' which come complete with built-in knowledge banks updated through frequent visits to the field, training and other means. But these information processors, at least in the Education sector, are less than happy about their knowledge input feed and overall networking. They feel the need for an Education Knowledge Strategy to provide the information they themselves need when it is needed and in the form in which it is needed. Being unselfish individuals, they desire this not just for themselves but for those they seek to serve: the assorted stakeholder hierarchies of DFID-funded education projects and programmes.

So DFID is seeking to develop an Education Knowledge Strategy (EKS). The objective is to promote the generation and effective use of knowledge in support of DFID's education policy and practice. The building blocks for this already exist. They include: a modest but growing education research programme and series of research papers; numerous books and assorted piles of files and reports (the less tidy variety of 'grey material') more of which should be in the library; abstracts, articles and journals emanating from the library; an exponential expansion of computer files and e-mails; numerous databases including DFID's new PRISM projects database; access to the World Wide Web and a burgeoning Intranet. We will still have to open doors for file-laden trolleys, we dare not yet fully rely on the slow and temperamental computer network 'servers', but nevertheless we can make a start.

The EKS will encompass a development, rationalisation and co-ordination of these and other bits of the knowledge and information environment. It will include a re-orientation of the research programme, stronger internal and external networking, and better use of library, filing and Internet/Intranet facilities. An early low-tech innovation is a 'library' box in each Education office in London for those without the stomach to cast superfluous copies of little-used documents into the bin; they can now delegate this task to the librarian. More creatively, DFID Education Division is developing its own website and other electronic offerings such as a departmental Bulletin, and is helping to fill other people's websites (for example ID21). We need to improve linkages with all stakeholders, particularly those in the 'South' and those developing their own knowledge-based systems.

We are well aware that getting water to a horse, however pure and pleasantly presented, doesn't make the animal drink. We don't and probably won't fully 'learn the lessons of history' and will be forced to continually repeat them. As in all enterprises, a little knowledge is a dangerous thing: knowing something has worked in one situation without knowing why can lead to disaster in a different context. Nevertheless, given that development partnerships involve the transfer of knowledge as well as money, we ought to be as careful to avoid information wastage, blockages and corruption as we are on the financial side. The more optimistic prophecies of a golden age of universal knowledge from ubiquitous just-in-time information technology may not be attainable. But at least we could have less cluttered offices.

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DEVELOPMENT AND AREA STUDIES IN THE OECD COUNTRIES -
A NORRAG CONCERN

Kenneth King, African Studies, University of Edinburgh

A significant number of NORRAG members are either in institutes or centres concerned with development and area studies research, or in agencies that draw upon expertise in these fields for support to projects and programmes of work in Asia, Africa, Latin America and parts of the former Soviet Union. It is increasingly being realised that a nation cannot readily have a development policy - or rather a strategy for its international relations with the wider world - unless it gives thought to its own base of national expertise. And, arguably, it can't have a coherent strategy for either its development policy or its wider international relations with the world unless it also gives thought to the international curriculum of its regular schools, and through them the global education of its citizens.

In other words, national development policies - however coherent and relevant to the problems of the developing world - cannot stand on their own. As the Swedish reports on Asia and Africa have made abundantly clear (see King's earlier article on 'Swedish Design'), development policies for these specific regions need to be part of wider policies for multi-faceted exchange relations whether with China, India, Eritrea or wherever. Simply because a country is poor does not mean that it only deserves 'an aid policy' or 'a development policy'.

If the logic of these Swedish reports holds, then it would suggest, *a fortiori*, that the international expertise on the non-Western world which resides in so-called 'Development Studies Centres' or 'Area Studies Centres' cannot only be about the 'Development Agenda' of whatever the 'Development Ministry' is called in a particular country. They may well cover a much wider terrain, including trade policy, cultural policy, intellectual exchange, and much else. This is not to say that the Development Ministry should not have its own priorities, e.g. on poverty eradication; that is entirely appropriate. But if, as is increasingly the case, development and area studies centres are situating their activities in a wider and more complex North-North and North-South context, their research agenda will need to be correspondingly wider.

The capacity of the UK's development related studies is being assessed at this moment, and doubtless the question of how development studies relate to the wider institutional challenges of internationalisation and globalisation is just one of many that the review team will have to consider. As this is an issue that may be of interest beyond the UK, it is considered worth

reproducing here the terms of reference for this important UK study, funded by DFID and carried out by members of the Harvard Institute for International Development.

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DEVELOPMENT RELATED STUDIES IN THE UK: A STRATEGIC ASSESSMENT

Terms of Reference [Slightly shortened- Ed]

Introduction

1. These terms of reference describe a study on the structure, conduct and performance of the development studies sector in the UK.

2. The development studies sector in the UK is defined as comprising those involved in research, teaching and consultancy, principally social scientists (from economists to social anthropologists to political scientists to geographers), whose principal interests relate to the promotion of development in poorer countries. Development studies research is theoretical or applied research, carried out mainly by social scientists, which has to do with the current development challenges faced by or in developing and transitional countries. Research is distinguished from consultancy by (a) the questions asked, (b) the methods employed, and/or (c) the outputs produced. In the UK, such research is carried out by academic institutions, policy research institutes, think-tanks, NGOs, and to a limited extent, consultancy companies. The sector also has a heavy involvement in teaching, principally at postgraduate level, and in training of development practitioners, either in country or through short courses in the UK.

3. The institutions involved in the sector include:

Institutes not attached directly to universities;

Centres attached to universities;

Other individuals and centres of varying sizes where significant research relevant to development is going on.

These institutions are funded in varying proportions from Higher Education Funding Councils, research grants, income from training courses and from consultancy (for DFID and many other development agencies).

4. The development studies research sector in the UK has been one of the largest and most varied in the world. Its outputs can be traced in books, academic journal articles, research reports, briefing papers, electronic media, and a wide variety of non-traditional media, including video. The sector has made major contributions to development thinking internationally, and has had a large policy impact. The impact of UK development research was reviewed for the Development Studies Association by Gerald Meier in 1993. In 1990 Merilee Grindle and Michael Roemer of the Harvard Institute for International Development evaluated the research funded by the Economic and Social Research Committee (ESCOR) of ODA/DFID from 1985-90 and made a number of specific recommendations on ESCOR procedures and policies.

5. In recent years, a number of factors have led to concerns about the future of the sector. The key factors include: (a) general restrictions on the availability of funds in the UK Higher education sector (b) an increased level of competition as the number of centres has risen in the

UK, but also in Europe (c) the development of indigenous research capacity in developing countries, in itself much to be welcomed, but posing new challenges for the UK sector; (d) the need to develop new capacity on emerging problems, for example globalisation, trade and financial liberalisation, social exclusion etc; (e) an international decline in development funding through official channels; and (f) the relative neglect of development studies research in aid funding (and in developing country government funding) worldwide.

6. Financial problems principally revolve around changes in the volume, pattern and procedures of funding from government, other funding bodies, and various users, including the UN and bilateral aid donors. Related to the funding issue, are questions as to the appropriateness of the size and structure of the sector, and its ability to meet changing needs.

7. Key issues facing the sector include the following:

Changes in the funding regime in the higher education sector (importance of the Research Assessment Exercise);

Phasing out of core funding by DFID;

Replacement by tendering exercises or project applications involving high transactions costs;

Greater emphasis on capacity building in developing countries;

Unwillingness of some funders to meet full overhead costs;

Reduction in effective demand for UK-based short course training;

Asian crisis has affected demand for graduate/post-graduate training;

Consultancy market remains buoyant but potential conflicts with research/teaching commitments/agendas;

Failure of UK resource to reproduce itself.

8. At a time of rapid change in the world, and also of great uncertainty about future development trends, it is felt opportune to appraise the role of the development studies sector and the contribution it can make through research, teaching and consultancy to development goals. There may be a need for a new strategic framework to guide participants in the sector, and there may be actions government could take to facilitate the contribution of the sector.

9. Looking forward, there are positive aspects. While donor funding overall is unlikely to rise, there is a much greater emphasis in the donor community generally on the importance of knowledge and ideas as a factor in development. The Secretary of State for International Development believes that good analysis and ideas are particularly important at this time of change. Thus a greater flow of donor funding to the sector is a possibility if a good case is made. There are also many opportunities for collaboration across national boundaries, especially within Europe.

Objectives

10. The study will focus on development studies research and the related teaching, training, consultancy and information management. The specific objectives of the study are:

i. To assess the need for development studies research internationally, in the context of emerging development needs;

ii. Taking account of the international context, to examine the UK's future role as a provider of development studies research;

- iii. Again taking account of the international context, to carry out a strategic assessment of the UK development studies research sector;
- iv. To synthesise the strengths and weaknesses, problems and opportunities facing the sector (including intellectual, financial, structural and institutional);
- v. To make recommendations on a framework for the future development of the sector; and
- vi. To assess Government's role in the implementation of the recommendations.

Implementation

11. The study will be carried out over a six month period, beginning in January 1999.
12. The study will be conducted by a team from the Harvard Institute for International Development (HIID) under the direction of Professor Merilee Grindle. The team will be advised by an International Advisory Panel of distinguished development professionals and will also interact with an Advisory Group formed by the Development Studies Association.
13. Although the study is funded by DFID, responsibility for the analysis and conclusions of the study rests solely with HIID.

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**THE WORKING GROUP ON COOPERATION IN TRAINING OF EADI
(EUROPEAN ASSOCIATION OF DEVELOPMENT RESEARCH AND TRAINING
INSTITUTES)**

Kenneth King and Michel Carton

Related to the above concerns with development and area studies is a new initiative being taken by NORRAG through IUED in Geneva and the Centre of African Studies in Edinburgh. In collaboration, as part of the introductory letter and discussion reproduced below makes clear, they are seeking to revitalise the Working Group for Cooperation in Training. The starting point for this work is the assumption that both development and area studies are clearly changing in the face of new international and global developments. Accordingly, training in development and area studies must begin to reflect these changes.

The intention is that the Working Group for Cooperation in Training of EADI will organise two sessions (on 24th September) in the next major Conference of EADI in Paris, this year (see meetings section for detail), and, on that occasion also, it should be possible to present a version of development and area studies in Europe that focuses on the diversity and specificity of what is currently offered in the many different sites in the region.



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15 February 1999

*European Association of Development
Research and Training Institutes (EADI)
Working Group on Co-operation in Training: Re-launch*

The European Association of Development Research and Training Institutes (EADI) has been concerned with Training from the outset (see for example its title). Now from the beginning of 1999, the Working Group on Co-operation in Training (WGCT) will be taking a new approach, and will be convened and organised by two European institutes - the Centre of African Studies (CAS) in Edinburgh, Scotland and the Graduate Institute of Development Studies (IUED) in Geneva, Switzerland.

The purpose of this letter, which is going out to EADI institutional members as well as to selected area studies centres, is fivefold:

- i. to describe the new focus of the Co-operation in Training Working Group;
- ii. to produce a database focused on the comparative advantage in training of European institutes of development and area studies (via the attached short questionnaire);
- iii. to produce a database on the use of New Information and Communication Technology (NICT);
- iv. to solicit membership for such a Group;

- v. to encourage participation in the major biannual EADI conference in Paris in September 1999.

i. New focus of the Working Group on Training

Development and Area Studies have been changing over the past decade, and it is appropriate for this Working Group to reflect that. For one thing, the content of Development Studies has been changing, in order to accommodate a set of issues that are no longer exclusively "Southern" - e.g. environment, security policies, humanitarian aid, world trade, globalisation etc. The same has been true of the focus of many of the Area Studies centres of Europe which have been concerned with research and training on Africa, Asia, South and Central America, and the Middle East. It is for this reason that the Working Group has decided that its focus will be on Co-operation in Training, both in respect of development and area studies centres. Symbolically, the two organising institutions for this Working Group (CAS & IUED) reflect Area and Development Studies respectively.

ii. The comparative training advantage of European institutes of Development and Area Studies

Following the objective embedded in the title of this Working Group, we do intend to encourage co-operation in training - not by developing a separate, self-standing development/area studies European offering of training (since there is plentiful provision of such courses in most European countries) - but rather by appealing to member institutes of EADI and Area Studies Centres to inform us about **what they consider their niche offering in this field**. In this way, the first action of the Working Group could be to disseminate some indication of their 'training niche in development and area studies' to other member institutes. This could be of value in recruitment terms as well as more generally in awareness of development and area studies expertise across Europe.

Finally, the emphasis on special courses in different countries and regions could be a sound illustration of the famous "subsidiarity" principle when being used in the field of training.

iii. To produce a database on the different experiments in the use of the NICT for training in Development and Area studies.

iv. Membership of the Working Group

The Convenors of the Working Group would be glad to know if your institution is interested in being represented in this Working Group, and if so, who your suggested contact point is for this purpose.

v. EADI Conference in Paris

There will be a 'Co-operation in Training' dimension of the major EADI Conference in Paris, 22-25 September 1999. The Conference theme is 'Europe and the South in the 21st century: challenges for renewed co-operation'. This Working Group will have two sessions on Friday 24th, and they will be on the following sub-themes, which directly link to the theme of the Conference:

Development and Area Studies in the 'South'

The changing conceptual basis of Development and Area Studies in the 'North'

Northern training in Development and Area studies in the 'South' and vice versa, through linkages and partnerships

Development and Area Studies in 'Northern' and 'Southern' Europe

Donor agency support to Development and Area Studies in the 'North': new developments.

Kenneth King and Michel Carton

**MONEY IS NOT TO BLAME FOR MOST OF SUB-SAHARAN AFRICA'S
HUMAN CAPACITY WOES**

Kilemi Mwiria, Kimkam Development Consultants, Nairobi

As with most other problems, it has become fashionable to explain away Africa's human capacity deficiencies on the grounds of limited financial resources. However, money is often a convenient victim in the same way the anopheles mosquito is blamed for almost any possible ailment in Africa. Compared to other parts of the world, in Africa relatively more capacity is lost before it is born, before that which is born gets to the school compound, during the sometimes-tortuous school sojourn and after the trained capacity is out of the school system.

Just think of the fact that in a good number of African countries, as many as 50% of the children who enrol in primary school are unprepared to learn due to undernourishment while many of those who enrol can hardly cope with school demands because they are poorly fed. But surely, just what has limited funding for the school system got to do with the poverty of national food policies? It will be recalled that Africans of the pre-colonial and colonial days were rarely taken unawares by such natural disasters as drought as is so often the case these days. Concentration on export crops has often resulted in a situation whereby subsistence farming the main provider of basic foodstuffs is dying and with it many Africans. Even those farmers who have switched from subsistence to cash crop farming are in no better position as the main benefits of such agriculture go to the political and economic elite. In most cash crop - growing areas of Africa, enrolment and performance in education remain comparatively poor.

Moreover, the civil wars that are wrecking havoc on many countries' education systems have less to do with limited resources than with their looting. Consider the fact that, a major cause of limited access to educational opportunity in many African urban centres is because land set aside for schools is grabbed by greedy well connected individuals. Or that for countries which have been or are in a state of war (Angola, Burundi, Eritrea, Ethiopia, Mozambique, Liberia, Rwanda, Sierra Leone, Somalia and Zaire) substantial human capacity is nipped in the bud because such conflicts make it impossible for many African children to enrol in school; force many school children to desert school in search of refuge in their villages or refugee camps; result in many schools being destroyed by military shelling and in the looting and destruction of educational materials; result in the non-payment of already poorly remunerated teachers and other educational staff who end up deserting their schools and educational offices; and because they force many qualified Africans to choose the gun over the pen with many getting disabled or dying in the war front.

Similarly, the poor working environments at the institutional and national level and which force trained capacity to seek better environments have more to do with poor governance and a lack of adequate accountability mechanisms. A substantial proportion of the educational materials provided by governments and donors find their way to the open market and institutional building or maintenance contracts are not always awarded on the basis of merit. Nor are appropriate auditing mechanisms always in place. Where they are their reports are rarely acted upon. As a result, some potential contributors to national capacity building programs (donors, parents and the private sector) find little motivation for investing in national educational systems. At the national level, poor leadership and the associated working conditions have forced many qualified Africans to seek employment in the West where they do not only earn good salaries but are also able to lead better quality lives. Although I have yet to pay hell a visit, I believe that living conditions there (or is it here) are not very different from what one may experience in some

African countries. Understandably, many marketable Africans find it stupid to live in hell in this life when they are equipped to deter the experience to the next one!

Recognition of merit is key for the success of any serious capacity building efforts. Even the Americans, perhaps the most famous marketers of the ideal of meritocracy, are realistic enough to appreciate the fact that "qualifications often get you only as far as the door and that to get past the door you need a good network". In many African countries, however, good qualifications may not get one even as far as the door. In some countries one can get admitted to university because of her/his area of origin or because he/she is a woman. Of course well thought out and transparently organised affirmative action programs are clearly needed to make it possible for the disadvantaged to gain access to key educational institutions. The problem however is that these programs are often abused (for example bursaries do not always go to the most deserving students) and in many cases there are no long-term plans put in place to ensure that they are unnecessary in the future. Especially given that from the point of view of fairness, such programs discriminate against youth who have nothing to do with where they were born or with their gender. In any case, I wonder whether this is the best strategy for ensuring that the very best brains are being nurtured for productive roles in their respective countries' development agenda. Even more worrying is the fact that the distribution of key positions especially in the public sector has little to do with merit considerations. Many competent Africans opt out of public institutions not merely due to poor working environments but more often because they are "sat on" by incompetent politically correct superiors. Being no products of a meritocratic selection process themselves, how can these superiors be expected to advocate merit?

What has limited funding got to do with the lack of foresight which is characteristic of many national educational plans? Policy formulation in much of Africa is often poor because it is too politicised and disrespectful of professional opinion. To all intents and purposes, many African Heads of State are also their respective countries' de facto ministers of education. They determine the location of prestigious educational institutions (especially universities), policies on university admissions, educational financing arrangements (as with declarations on free primary and university education), the reshaping of the curriculum (as with the introduction of practical and vocational institutions), etc., all without the benefit of relevant information. Donors have often come in to fill the void created by the absence of a professional planning capacity. One of the problems with such donor dominance however has been that many of the plans emanating from donor inputs are rarely home grown and therefore unlikely to stand the test of time and the impermanence of unpredictable political backing.

Finally, I wonder whether it is merely due to poverty that the donor community often finds the African leadership so gullible. Donor organisations sometimes force their programs through because they meet with little resistance or active participation of locals in the design of some of these educational programs, which they support. As a result, they have found it surprisingly easy to ignore support for programs in the higher education sector, which in many ways, is the key sector for the development of Africa's high level human capacity. I find it hard to believe that what made the difference in the industrialised countries and the newly emerging Asian tigers is basic education and not the scientific breakthroughs which often originate from universities or from think tanks closely associated with universities and manned by university trained personnel. It is also difficult to appreciate how these countries developed quality and relevant education at the lower levels of the education system without the benefit of solid and supportive higher education systems. In fact, to a certain extent, donors have contributed to the poverty of educational decision-making especially where this has had to do with the location of new educational institutions. By choosing to go by the "wishes of the client", donor organisations have put money in the building of institutions meant to simply endear the local

politician to the electorate. The opportunistic tendencies of many donor representatives, who avoid risking their privileged life styles in Africa, are the main reason they will not consult with the opposition.

In conclusion, I believe that, as is true of many of the other challenges confronting the African Continent, much can be accomplished within an environment of good governance. Only a democratic and accountable leadership can be expected to spearhead unselfish long-term national plans whether with regard to education or national food policies and to ensure that such plans are grounded in research and national consensus. Transparency in national leadership will be reflected in national educational institutions as a result of which available funds are likely to be used more rationally. A transparent government is more likely to promote meritocracy by ensuring that the best brains are identified for key positions in the service of society and that this capacity is persuaded to remain at home even in the face of meagre remuneration because with good governance there is at least a glimmer of hope for their own future and that of the Continent. Such is also the kind of environment that is likely to interest potential contributors to the process of national capacity building efforts as well as to ensure that such contributions are in keeping with the best interest of the respective countries. Donors and other supporters of African capacity building initiatives have no reason to put their money in countries and institutions that do not abide by the principles of transparency and good governance. They have an obligation to consider the views of "the opponents" especially because in some cases, the opposition represents the true will of the people.

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UNIVERSITY STAFF DEVELOPMENT: BUILDING LEARNING COMMUNITIES BEYOND
THE ACCUMULATION OF ACADEMIC DEGREES
AND DOMAIN-SPECIFIC KNOWLEDGE

Matthias Wesseler, University of Kassel, Witzenhausen

University staff development is one of those difficult challenges in higher education, which is believed to be essential for the quality of teaching and research, but which does not apparently offer ideal solutions of best practice or whatever. International donors therefore seem to be increasingly reluctant to invest in university staff development without some additional evidence of sustainable impacts on the quality of higher education

In many universities, programmes on university staff development are almost exclusively geared to academic upgrading, i.e. to support younger colleagues to earn their M.Sc. or Ph.D.. This focus certainly is a necessary and highly relevant one, and earning higher degrees generally meets the immediate expectations of both, of the younger colleagues as well as of some administrative authorities, who wish legitimately to improve their staff statistics.

However, this kind of university staff development, valuable and necessary as it is, generally does not include some training in communication, in teaching methods and evaluation, in student counselling and other qualifications related to the essential function of teaching. Therefore many universities are organising specific staff development programmes to improve the teaching competencies of their scholars.

Unfortunately, there is very little empirical evidence about sustainable positive impacts of those courses. Apparently, it is either difficult to teach or to train in those competencies and to learn them after having taken a short course on how to improve teaching, or the quality of teaching and learning does not mainly depend on the qualifications of individual teachers, but on other elements like the quality of the students' demand, the place of a specific course within the curriculum, the rank teaching has got within the particular value system of a university etc.

Several years ago, there was a new initiative to broaden the scope of university staff development within the UNESCO European Centre for Higher Education (CEPES); another effort has been made by the Consortium of Higher Education Researchers (CHER) with a so-called European Higher Education Advanced Training Course (1992/93). This course had a strong emphasis on structures and economics, on management and institutional decision making, but also included teaching and learning. However, the sustainability of these initiatives has been weak.

So far, university staff development programmes have mainly been characterised by their diverging contents, according to which, three types could be identified: university staff development as:

academic upgrading, support for earning higher or additional degrees;
didactic training, training for education competencies;
professional development, developing a broader range of professional competencies within the field of higher education.

Beyond these contents, however, there is an emerging new dimension of staff development which seems to make a considerable difference with a view to sustainable impacts on quality. Traditional staff development programmes focused on the individual scholar; they did neglect, to a certain extent, the collective dimension of learning communities and the institutional

dimension of learning organisations. These two innovative dimensions loom large in the University Staff Development Programme Witzenhausen, University of Kassel, Germany, now being organised in its sixth year - and supported by the German Academic Exchange Service (DAAD) as well as the German Foundation for International Development (DSE).

According to its content, this programme is close to professional development and includes organisational development, research management, teaching and learning, and quality assurance (for more details see NN 23: 57/58). It builds, however, its work on a decisively strong social dimension and invests a lot of time and energy in collective learning and development processes. Individual learning is not underestimated - in fact it is the necessary basis - but the collective, social and institutional dimensions are especially stressed and supported. So, participants themselves, not so much external lecturers, high ranking and competent as they may be, are the main source of mutual learning. Their professional and disciplinary knowledge, their experiences and wisdom, their cultural and emotional potential shape the progress of the two-months' courses and set a solid basis for the development of a longer term learning community of scholars and its hoped for proliferation in their home institutions. The impact and sustainability of the programme are currently under evaluation.

'Learning to live together' was one of UNESCO's main challenges for the 21st century; 'learning to learn and to work together' may be one of the crucial challenges for universities within a context of change and globalisation, and university staff development might prove its effectiveness and sustainability in coping with this vital challenge.

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THE TASK FORCE ON HIGHER EDUCATION: AN UPDATE

Kenneth Prewitt, US Census for the Year 2000,
(formerly President, Social Science Research Council, USA)

[This was written for NORRAG NEWS whilst Ken Prewitt was still heading SSRC; it was not possible to include this piece in the previous issue on Higher Education (NN23)]

The Task Force on Higher Education, convened by the World Bank and UNESCO, will advance a rationale for an increased investment in institutions of higher education in developing countries, and will identify a select number of conditions that require serious reform effort.

The Task Force pays particular attention to the increasingly differentiated systems of higher education in most countries of the world, that is, to systems composed of a number of different types of institutions ranging from research universities to vocational schools, from large residential campuses to distance learning facilities, from small, local colleges to cross-regional and even international institutions. Factors associated with differentiation include the vast increase in the number of students entering higher education institutions, the introduction of more fee-based education in public institutions, more privately funded and managed institutions, more specialised career focused institutions, more use of distance learning and open universities, and more for-profit institutions. The Task Force welcomes this differentiation, but suggests that attention need be given to how it can become a coherent "system" that offers many forms and types of education to a population that varies in aptitude, motivation, intelligence, talent, and aspirations. A well-organised system of higher education can greatly multiply choice and therefore increase the chances that there will be a good match between educational programs

and student abilities and needs. For the Task Force, the "system of higher education" is the unit of attention, more than particular institutions.

A basic argument of the Task Force focuses on the public's interest in higher education. Note is taken that higher education produces both private and public benefits. Because it produces private benefits, there is a significant and growing demand for higher education. One result has been a sharp increase in the number of institutions of higher education in many countries of the world, with the greatest growth being in the private sector. Many of these institutions have been organised around vocational training, career preparation, and related labour market considerations - that is, benefits of a largely private nature and which, therefore, can depend upon private sources of funds. Higher education also offers a number of public benefits - basic knowledge, cultural and moral leadership, international linkages, broad access to numerous population groups, liberal education, basic science - that have far-reaching positive consequences for the entire society. This "public interest" in higher education has been less prominent in discussions of educational funding than it could and should be. The Task Force argues, therefore, that the mixture of private and public benefits from higher education requires a corresponding and well-matched mixture of private and public investment. And it sets forth a number of areas where public investment is required, with particular emphasis on general education and on science and technology -- functions of higher education that the private-return-on-investment logic underestimates.

The Task Force recognises that substantial policy and governance reforms are necessary if society is to take full advantage of the institutional differentiation in higher education and if important functions of higher education are to receive the public investment that is called for. Therefore, the Task Force concentrates on policy and governance issues at both the level of individual institutions and at the level of the system of higher education.

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EDUCAID NORWEGIAN CO-OPERATION IN BASIC EDUCATION

Anders Wirak, Editor *Educaid*, Oslo College, Oslo

When the new Norwegian resource and development centre (LINS) was opened in June 1997, one priority was to establish networks. Networking was considered important in order to spread information and to maintain a core of persons with relevant qualifications and interests who might be hired on ad hoc basis to undertake consultancies for LINS.

Educaid, a 4-page newsletter, was one of the answers to the network challenge. Lay-out wise *Educaid* is very modest; there is no blank paper or pictures. One and a half years after the first issue, *Educaid* is distributed to more than 800 addresses, both in Norway and abroad. It is issued five times annually. Although one can say that the scope of *Educaid* is quite narrow; covering primarily Norwegian development assistance to basic education, the responses from readers have been very positive. We do not have a systematic basis for our conclusion, but we think the main reasons for the positive reactions are that the newsletter itself, as well as all individual inputs are brief, normally with an upper limit of 200 words. In a few minutes, readers can obtain a general view of what is going on. The idea is that each story indicates where readers can follow up, either indicating the name of a resource person or the title of a document.

Partners in the South have also reacted positively to *Educaid*. Staff in ministries of education and other institutions in Norwegian countries of co-operation commend the possibility of being informed about Norwegian development assistance in education in other countries. They are updated on Norwegian policies and obtain references to Norwegian institutions and resource persons. And they can make contact directly, not only through the "official channel" of the Embassies. Hence *Educaid* contributes to increased transparency in aid. And this is not the least aim in fulfilling the Norwegian aid objective of having the Southern partners in the driving seat.

Educaid is of course also on the Internet on <http://www.hioslo.no/LU/lins/educaid>.

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PROSPECTIVE STOCK-TAKING REVIEW OF EDUCATION IN AFRICA

Richard Sack, ADEA, c/o IIEP, Paris

ADEA is undertaking a major exercise aimed at furthering the goals, practice and processes of the ADEA partnership put into motion at the Dakar Biennial (October 1997). The objective is to identify solutions and viable policy responses to the well-known, well-documented problems and constraints related to the three major issues facing education in Africa: access, quality and capacity building. The assumptions underpinning this exercise are: (i) within this context there is a wealth of knowledge and experience to guide the innovative solutions and cost-effective policies required for the development of education in Africa; and (ii) our effectiveness and partnerships will be deepened by developing and applying such knowledge. It is expected that the results of this exercise will provide the theme and content for the 1999 Biennial meeting of the ADEA (to be held in South Africa in December 1999).

In other words, the starting point for this exercise is the observation that education in Africa is alive with innovations, experimentation, real and potential solutions and viable policies. Our long-term aim is to promote a culture amongst the ADEA partners - ministers, agencies, professionals and researchers - of finding solutions and policy responses from within the African context to the issues, problems and constraints we know all too well. Our task is to make these solutions known and, by doing so, deepen our effectiveness and partnerships.

In order to carry out the Prospective Stock-Taking Review of Education in Africa, all African Ministries of Education and the ADEA Working Groups are requested to provide information aimed at: (i) identifying policies, innovations and/or experiences that have yielded dividends for one or more of the three issues at-hand (access, quality and capacity building); then (ii) providing clear evidence of the success of these policies, innovations and experiences; along with (iii) an analysis of how and why they have been effective.

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DEVELOPMENT AGENCIES RECEIVING NORRAG NEWS

Since this is an issue particularly concerned with development co-operation at the end of the 20th century, it may be useful to note whether this Newsletter is actually coming to the attention of policy makers in the development co-operation agencies.

As of October 1998, the following members of agencies received NORRAG NEWS:

Poul Erik Rasmussen, Danida

Heikki Kokkala, and Kari Virtanen, Ministry for Foreign Affairs, Finland

Jacques Hallak and Françoise Caillods, IIEP, UNESCO, Paris

Richard Sack, ADEA, Paris

Lene Buchert, UNESCO, Paris

Paul Bélanger, UNESCO Institute for Education, Hamburg

Wolfgang Gmelin, DSE, Bonn

Hans Kronner, UNESCO-UNEVOC, Berlin

Manfred Wallenborn, DSE, Mannheim

The Director, GTZ, Eschborn, Germany

Wolfgang Kuper, GTZ (Peru)

Toshio Ohsako and Madhu Singh Wetzlaugk, UNESCO Institute for Education, Hamburg

Frans Lenglet, International Training Centre of ILO, Turin

Yumiko Yokozeki, IFIC-JICA, Tokyo

Anna Obura, UNICEF, Nairobi

George Clark, British High Commission, Maseru

Luis Tiburcio, UNESCO, Maputo

Anna Bergsma-Schierbeek, Bernard van Leer Foundation, The Hague

Jos Walenkamp, Arnold van der Zanden, NUFFIC, The Hague

Sissel Volan, NORAD, Oslo

Wim Hoppers, Royal Netherlands Embassy, Pretoria

Berit Olsson, SAREC, Sida, Stockholm

Maria Angelica Ducci, ILO, Geneva

Jeremy Greenland, Aga Khan Foundation, Geneva &

Aga Khan Foundation offices in India, Kenya, Pakistan and Tanzania

Margaret Sinclair, United National High Commission for Refugees, Geneva

Olivier Berthoud, Swiss Agency for Development and Co-operation, Bern

Terry Allsop, DFID, Harare

Steve Packer, DFID, London

Cream Wright, Alison Girdwood, Commonwealth Secretariat, London

David Theobald, British Council, Manchester

Gillian Woolven, Association of Commonwealth Universities, London

Pedro Daniel Weinberg, ILO, CINTERFOR, Montevideo

Elaine Furniss, Sheldon Shaeffer, UNICEF, New York

Joyce Moock, Rockefeller Foundation

Claudio de Moura Castro, Inter-American Development Bank, Washington

David Court, Lavinia Gasperini, Jon Lauglo, The World Bank, Washington

Kees Van Den Bosch, Royal Netherlands Embassy, Harare

NORRAG NEWS also goes to SDC, Geneva who have supported the NORRAG Secretariat and to DFID's Education Division who have supported NORRAG NEWS (nos. 23 & 24).

It also goes to a substantial number of national policy makers in the South.



*****NORRAG MEMBERS, PLEASE NOTE!!*****

A WORKSHOP ON POLICY COHERENCE IN NORTH-SOUTH RELATIONS &
INTERNATIONAL AID TO EDUCATION.

Under the auspices of EADI, NORRAG and IUED

Place and date: IUED, Geneva, June 18 1999

Organisers: Michel Carton and Jacques Forster

Purpose of the workshop: In 1997, the organisers took part in international symposia which led to the publication of two books in 1999.

The two titles are:

- *Policy Coherence in Development Co-operation*, Edited by Jacques Forster and Olav Stokke, Frank Cass London

- *Changing International Aid to Education: Global Patterns and National Contexts*, Edited by Kenneth King and Lene Buchert, UNESCO Publishing in collaboration with NORRAG.

The purpose of the workshop is to provide an opportunity for some of the authors to debate two sets of key issues raised in those publications in the company of officials of development co-operation bodies, representatives of NGOs and scholars.

The first set of issues relates to the policy coherence approach to North-South relations propounded by the OECD Development Assistance Committee since the beginning of the 90's. After some years of experience what are the potential and the limits of this approach designed to make policies towards the South more "development friendly"?

Policy coherence in development co-operation also implies coherence between aid donors and recipients. The second issue, therefore, is that of aid co-ordination in the field of education: which are the constraints and opportunities confronting the actors at a time of deep changes in the approaches both to education and to development co-operation? Although this second theme is illustrated principally from the education sector, arguably the issues raised are common to many other sectors.

This should be a very interesting one day meeting. We expect that at least 3 of the 4 editors of these books will be present, and we hope that those of the authors of particular chapters who can be in Geneva that day will also come.

At the end of the one day seminar, there will be a formal Book Launch and a small reception.

Will those who think they may be able to attend please inform the Norrag Secretariat.

Note: Many of the papers in the UNESCO book appeared in an early form at the Oxford International Conference in September 1997. They have been fully revised, and have been joined by a series of completely new chapters commissioned for this volume.

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A PROPOSAL FOR A DIRECTORY OF NORRAG MEMBERS' PUBLICATIONS

Rather than picking out the publications of particular members, which would be invidious, we are proposing the idea of producing a Directory of Publications by the Membership. It is now several years since we produced a special issue of *NORRAG NEWS* which we called the 'Rough Guide on what to read before visiting country X'. But we suspect that a small Directory of recent and relevant publications by the Membership would be regarded as a welcome addition to the *Members' List*. If there is a NORRAG member who would like to take on this small exercise, we could ensure that it was available by the time of the next issue, in the late autumn 1999.

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Africa, Islam and Development
Centre of African Studies International Conference,
26-27 May 1999, Edinburgh, Scotland

Main thematic areas

The next CAS international conference is on Islam and Development in Africa. The Centre has invited to Edinburgh a range of distinguished speakers from Africa, Europe, the Middle East and North America to discuss a series of inter-related concerns about Islam and its contemporary connections with politics, society and development. The aim of the conference is to unravel the monolithic depiction of Islam, and to tease out the multiplicity of voices and perspectives on global processes and their relationship to state and society in Africa.

Included amongst present themes are:

Islam, cultural integrity and global forces - the conference will interrogate what 'globalisation' means for a greater Islamic community, and will examine how expressions of African Islam are currently being shaped by it.

Islamic movements and the critique of and advocacy for the (Islamicising) state - the conference will examine both the project of Islamic state-building (as in Sudan) as well as popular Muslim critiques of the secular state in Africa, including those which are run by Muslim elites (as in Nigeria).

Islam, civil society and the rights agenda - the conference will examine whether there is a specifically Islamic angle on what is often called 'civil society'. Particular attention will be focused on Islamic NGOs, the media, human and gender rights, communal relations, and the Islamic brotherhoods in their wider social context.

Islam and the economy - the conference will discuss the changing role of (Islamic) aid to Africa, the critique of adjustment, and perceptions of the debt crisis and the Jubilee 2000 initiative. More positively, with the growing evidence of an economic turn-around in Africa, it will review Islam and the enterprise culture; brotherhood involvement in trade and commerce; and (alternative) conceptions of sustainable development.

Islam and the learning society - the conference will analyse Muslim schooling as basic education; the school, the state and the development agenda; cultures of innovation within Muslim societies; knowledge generation in Islamic higher education; and the threat (and the challenge) of new international communication technologies.

Popular Islam and every day life - the conference will also address the way that Islam provides an organising thread for many different dimensions of every day life, embracing the family, local community networks and various expressions of Muslim popular culture including literature, film and music.

There will be a particular interest in looking at these and many other issues in a series of countries, including South Africa, Somalia, Ethiopia, Malawi, Nigeria, Senegal, Mali, Sudan, Kenya and Algeria.

The Organising Committee for the Conference consists of: Professor Kenneth King (CAS); Professor Yasir Suleiman (Islamic and Middle Eastern Studies); Professor

David Kerr (CSCNWW, New College); Dr. Paul Nugent (History); Dr. Charles Jedrej (Anthropology); Pravina King (African Studies); and Mr. Stephen Kerr (Education & African Studies) Secretary to the Committee.

For more information, email, fax or phone to the CAS contact numbers on this issue of NN. Registration form enclosed.

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OXFORD CONFERENCE ON
POVERTY, POWER AND PARTNERSHIP
9-13 SEPTEMBER 1999

The Fifth Biennial Oxford International Conference on Education and Development will take place in September 1999, providing an established forum for educationalists at all levels from pre-school to post-doctoral. It is a valuable forum for the exchange of expertise and brings together the highest scholarly analysis from the field of comparative education together with participation from the major international aid and planning agencies, and those who have to implement such plans in the country, region, school or classroom.

The late 1990s have seen the re-emergence of a poverty focus in the policies of bilateral and multilateral development agencies. Equally, aid agencies have adopted a new emphasis upon partnership in a genuine attempt to rethink North-South modalities (including academic links, twinning, research co-operation) which has to be set against a continuing imbalance in the capacity of Northern and Southern partners to finance such activities. Concerns with poverty, partnership and empowerment have been central to the work of Non-Governmental Organisations (NGOs) for decades, and it is hoped that accordingly there will be a series of papers analysing the contribution of the voluntary sector to our understanding of these issues, and their implications for good practice. Methodologically, the Conference expects to break new ground by providing a forum for the analysis of strategies used in both North and South for the appraisal and empowerment of the poor, whether in rural or urban areas.

The Conference will have a particular focus on the following seven major themes:

The Rediscovery of Poverty: Challenges to Education Convenor: Dr. Paul Bennell

The Changing Nature of Partnerships Convenor: Prof. Kenneth King

Working with the Poor, Influencing the Rich Convenor: Ms Caroline Nursey

Human Rights and Social Development Convenor: William Ozanne

Language and Power Convenor: Dr. David Phillips

Empowering the Poor: The Methodological Challenge Convenor: Dr. Rosemary Preston

Science and Technology: Poverty and Power Convenor Prof. Keith Lewin

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