# Contributions of Multilateral and Bilateral Agencies Toward Achieving EFA Goals in the Asia-Pacific Region

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379

# Table of Contents

## Part One: Contributions of Multilateral Agencies Toward Achieving EFA Goals in the Asia-Pacific Region

## Part Two: Contributions of Bilateral Agencies Toward Achieving EFA Goals in the Asia-Pacific Region

Part One

# Contributions of Multilateral Agencies Toward Achieving EFA Goals in the Asia-Pacific Region

# An Analytical Overview

## A. Introduction

The World Declaration on Education for All was a global commitment that has been taken seriously by governments of the Asia-Pacific region. There is perhaps no need to reiterate the fact that the primary responsibility for achievement of EFA goals rests upon the national governments, and that the governments are the main actors to implement the *post-Jomtien* follow-up actions. The multilateral agencies have, however, played a pivotal role in assisting the governments and other national level organizations in their implementation of the actions to pursue EFA goals. The present report provides a summary of activities, achievements and future challenges of eleven multilateral agencies, namely, Economic and Social Commission for Asia and the Pacific (ESCAP), Food and Agriculture Organization (FAO), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), World Health Organization (WHO), Asian Development Bank (ADB) and World Bank (WB). Each summary report was developed by the respective agency for submission to the Asia-Pacific Conference on EFA 2000 Assessment, 17-20 January 2000, Bangkok, Thailand.

The implementation of the Jomtien Conference mandate has had an impact on agency policies and programmes during the past decade. While there is a varied degree of commitment and a variety of approaches among the multilateral agencies to basic education, resulting from the different mandates of each agency, certain common elements emerge from the summary reports of the eleven agencies. The present chapter provides an overview of some common elements, which may be grouped into the following three categories: A) the policy impact of Jomtien; B) the areas of specific focus in achieving the EFA goals; and C) emerging and future challenges.

## B. The policy impact of Jomtien

The agency reports reveal that, overall, multilateral agencies gave a greater importance to projects and programmes in basic education during the *post-Jomtien* decade. As the paper on *Performance of bilateral and multilateral agencies in basic education*, prepared for the EFA Mid-Decade Review suggests, it would not be accurate to attribute all shifts towards basic education directly to Jomtien. Indeed, a certain level of prioritization of basic education existed before 1990 among agencies, which constituted the driving force for the Jomtien event particularly among the five principal sponsors, namely, UNESCO, UNICEF, UNDP, UNFPA and the World Bank.

Nonetheless, based on the agency reports, it appears fair to conclude that Jomtien played a key role in directing agencies' attention toward support for basic education. For example, while basic education has always been a priority of UNESCO, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) reoriented its programmes to contribute to the EFA efforts as part of the follow-up actions to EFA. As a result, the largest share of UNESCO/PROAP's budget for education was allocated to the EFA-related programmes and activities during the past decade. Further, the project/lending portfolio of the multilateral banks made a clear shift in favour of support for the basic education sector. For example, ADB has invested about US$3.67 billion in education since 1990, which represents more than 64 per cent of the total education sector lending provided by ADB, although the ADB lending to education began in 1970. Furthermore, there was a marked shift in Bank-assisted loans as well as technical assistance projects within the education sector in the 1990s as compared with the 1970s and 1980s. 42 per cent of the Bank's technical assistance and 40 per cent of loans to the education sector during 1990-1994 went to basic education as compared with 13 per cent and 8 per cent respectively during 1975-1989. Likewise, the World Bank support of basic education marked a dramatic increase in its share of lending portfolio in the 1990s; basic education (including primary and secondary) increased from 20 per cent in the 1980s to 44 per cent in the 1990s.

The enhanced focus by multilateral agencies for basic education was, however, also a consequence of the shift to the broader developmental goals of the agencies, which have increasingly shifted away from an exclusive focus on economic development to an emphasis on human development and poverty reduction goals. For UNDP, EFA is an important aspect of the organization's overall efforts at achieving *sustainable human development with poverty eradication as its central focus* (UNDP). About half of UNDP's education sector projects were implemented in the field of basic education. From ESCAP's perspective, EFA is part of the regional and global social development commitments of governments, manifested in regional and global international instruments such as the Manila Declaration on the Agenda for Action on Social Development in the ESCAP Region. The World Bank's regional strategy on education emphasized education as *the heart of development* (WB).

Such a shift in developmental goals is reflected in the shift of focus within the education sector, from higher education and vocational training to basic education. The perspective of education as a means of producing an economically productive population has been replaced by the view that education is a fundamental foundation for human development and that it constitutes an essential element of human rights. ADB, for example, clearly shifted its focus from technical/vocational education and higher education to basic education. ADB states that *the focus of Bank funding for education has shifted from the narrow provision of skilled persons for the labour market to broader human development*, as part of the Bank's overall strategies for poverty reduction (ADB). This appears to represent the *rights* approach to education that is increasingly visible among agencies' programmes. UNICEF states that while the proportion of resource allocation towards basic education was not greatly influenced by Jomtien, the most significant policy change within UNICEF affecting basic education was the fundamental shift at mid-decade from strategies to addressed *basic needs* to strategies realizing *rights* (UNICEF). The contrast between the *basic needs* approach and the *rights approach* is illustrated in a table from a UNICEF paper, contained in Section Two of the present report.

## C. Areas of specific focus of the multilateral agencies in achieving EFA goals

There are at least four elements highlighted in a number of agency reports as either the focus of EFA or as specific strategies to achieve EFA goals. They are 1) to *reach-the-unreached*; 2) focus on quality and relevance; 3) focus on capacity-building; and 4) regional cooperation and integration. The following reviews each of the four elements.

### 1. To Reach-the-unreached

The fact that the Asia-Pacific region is home to two-thirds of the world's illiterate population led many agencies to address the issue of *access* as the primary focus. To *Reach-the-Unreached* has been one of the policy pillars of UNESCO and UNICEF throughout the past decade. In particular, during the early 1990s, UNICEF's focus was primarily on *access* (UNICEF). Ensuring access to information has been an important theme for WHO, which has endeavoured so that *all people will have access to information and opportunities to promote health-enhancing lifestyles and decrease health-damaging behaviour* (WHO). Many agencies have extended assistance to target the *unreached* populations in the region, especially girls and women. UNESCO, in its effort to *improve the quality of education for girls and women and to remove obstacles hampering their active participation in education* produced two manuals for girls' education, women's empowerment and gender equity. ESCAP has played monitoring and other roles for national efforts to implement the Jakarta Declaration for Advancement of Women in Asia and the Pacific (1994) as part of the strategic objectives that focus on *education and training for women*. UNFPA's programmes have paid attention to girl child education, gender equity and women's empowerment. In addition to women, other disadvantaged communities and population groups were identified as *unreached* groups that require special attention; including minority populations (UNESCO), persons with disabilities (ESCAP, UNICEF and UNESCO) and refugee children (UNHCR). In order to enhance access to education, there is a need for innovation, including use of a variety of technologies to promote cost-effective means of enhancing access to quality education. In this regard, UNDP has been supporting distance education in such countries as Indonesia.

## 2. *Focus on quality and relevance*

As primary enrolment advanced in the Asia-Pacific region, for many agencies, the effort in relation to EFA shifted from exclusive attention to *access* to *access with quality*. The World Bank's regional strategy on education called for *quality and relevance and participation and equity as basic ingredients for all lending and non-lending programmes in education* (WB). ADB-assisted projects in connection with EFA focused on achieving *quality basic education*. UNDP-assisted projects paid attention to relevance in accordance with local situations, cognizant of the fact that without relevant curriculum, it is difficult to prevent drop-outs.

Ensuring the relevance of curriculum content requires closer attention to the needs of the target groups and to enlist their participation. In this respect, UNESCO has followed up with the national adaptation process of its publications to ensure the applicability of the content in the national situation of each country, as well as translation into national languages. ...*The materials have been adapted and integrated into the national literacy and continuing education programmes in some countries in South and South-East Asia* (UNESCO). FAO implemented Participatory Curriculum Development, with the participation of the beneficiaries of the Curriculum, in programmes such as the social forestry programme in Viet Nam, Thailand and the Philippines. Other agencies also focused on disseminating messages through educational means, in accordance with the emerging needs of the target group. For example, UNFPA has experimented with various educational vehicles, both formal and non-formal, for effective dissemination of population education messages and related issues, including reproductive health, adolescent health and human sexuality, and population and development. WHO has also worked on AIDS education through formal schools. In doing so, WHO paid much attention to empowerment of children, youth and their family members. In addition, UNEP focused on environmental education, with attention to such elements as awareness, knowledge, attitude, skills and participation.

## 3. *Focus on capacity-building*

Increasing concern of the agencies over quality, sustainability and long-term outcomes of the efforts led to one common strategy: capacity-building of national institutions in both public and private sectors. In this respect, on the one hand, UNESCO has closely worked with the governments in the region at the policy level to formulate their national plans of action for EFA. On the other hand, UNESCO has also developed and published training materials and manuals for planners, trainers and practitioners as well as conducted training for more than 3,000 literacy and continuing education personnel for their capacity-building at the grassroots level. UNDP has focused on building regional and national institutional capacities to respond to, manage and monitor policy developments. Additionally, capacity-building activities has significantly increased as the share of resources allocated in the education sector by ADB. ADB placed an emphasis on building sector management capacity, and teacher training and curriculum development in its technical assistance as well as loan projects. The Human Resources Development (HRD) programme of ESCAP focuses on work in the field of non-formal education and capacity-building of providers of non-formal education, especially non-governmental organizations (NGOs) and local level organizations.

Assistance from agencies in monitoring progress is another important aspect of capacity-building activities. UNDP promoted capacity-building in the management of the education sector with support for the Education Management Information System (EMIS). UNESCO also devoted considerable time and resources to the EMIS in many countries in the region in order to lay the groundwork for informed decisions on EFA among policy makers.

## 4. *Regional cooperation and integration*

Complementing the efforts that take place at the national and local levels, a number of agencies tried to address certain common issues at the subregional as well as at the regional level. ESCAP, as the United Nations Regional Commission for Asia and the Pacific, approached EFA goals through consensus building among governments in the region and reinforcing commitments through monitoring activities in the regional arena. Through its technical assistance projects, ESCAP also promoted collaborative work among NGOs from different countries in the region. UNDP and UNESCO supported activities for EFA through fostering information sharing among senior officials as well as among education professionals. A number of inter-agency collaboration activities have taken place at the regional level. Examples include the UNESCO-UNEP collaboration on the International Environmental Education

Programme, and UNESCO-ESCAP collaboration in development and implementation of literacy programmes for women.

## D. The emerging and future challenges

Much has been achieved in the Asia-Pacific region during the *post-Jomtien* decade but at the same time many challenges remain to be addressed in the new millenium. Two elements from the agency reports may be highlighted here as aspects of EFA that require *re-focusing* in further pursuing EFA goals.

### 1. *Roles of new partners in education and diversified educational opportunities*

As the UNDP report states, *education is no longer a matter for consideration of educators* (UNDP). The efforts to *reach-the-unreached*, as well as efforts to make basic education relevant and sustainable, require a wide range of partners including the private sector, NGOs, as well as community-level organizations. Diversified partners promote diversified educational opportunities that are appropriate for different target groups and objectives. For example, as education for life skills require holistic and multidisciplinary interventions, non-formal education provided by community based organizations may be more appropriate than that offered by formal schools. Promotion of a sense of ownership is indispensable in working with diverse partners of basic education. In this respect, UNDP successfully supported communities and institutions to plan and deliver efficient and quality education through *community owned* primary schools, for example in Nepal. ADB has also started working with NGOs in the field of non-formal education. UNFPA recognizes the importance of alternative ways of conveying information on sensitive, sexual topics to adolescents. UNFPA states in its report that utilizing NGOs to provide reproductive health education, counselling and services outside of the school system, especially for out-of-school youth, is vital to its educational programmes. ESCAP's HRD programme recognizes the value of partnership with NGOs and young people themselves in order to provide diverse educational opportunities and to *ensure that education provides the knowledge that is indeed needed by youth themselves* (ESCAP).

### 2. *The need for refocusing on the* expanded vision of basic education

As an ESCAP report points out, *most of the effort and progress concerning EFA during the past decade has taken the form of increased enrolment of children in formal schooling* (ESCAP). In other words, out of the six *Target Dimensions* of EFA, namely, early childhood care and development, primary school, learning achievement, adult literacy, adolescent life skills, and education for better living/sustainable development of EFA, *primary schooling* received almost exclusive attention of many governments during the *post-Jomtien* decade. As a result, *primary schooling* of the six *Target Dimensions* also received a disproportionate share of donor support. A UNICEF report states that, as the agency moved towards a *rights* approach in the basic education strategy, it was apparent in UNICEF that EFA goals were not achievable without comprehensively addressing the interrelatedness of all six *Jomtien Target Dimensions*. The report points out that *Reflecting this shift, the 1999 UNICEF Board Paper: Progress, Challenges and Future Strategies in Basic Education* addresses the inter-relatedness of education at all levels: survival, growth and development for age 0-2; community-based, inclusive, inter-disciplinary early childhood care programmes preparing children for school and for life; *child-friendly* learning environments; *life-skills* and participation for all adolescents and not just those who remain in formal schools; and life-long education opportunities (UNICEF).

## E. Summary

In summary, it may be concluded that the World Declaration on Education for All provided the impetus for a number of multilateral agencies to review their policies and programmes, and redirect resources and focus in favour of the basic education sector in the 1990s. The momentum to prioritize basic education, which was present at the time of the Mid-Decade Review, seems to have been sustained throughout the post-Jomtien decade among the multilateral agencies. Such a shift toward basic education was also supported by a shift in the overall developmental goals of the multilateral agencies, paying more attention to poverty reduction and valuing human development. As a result, substantially higher attention levels have been given by a number of organizations to basic education in the 1990s as compared with the previous decades.

Based on the reports submitted by the eleven multilateral agencies, common elements emerge as the EFA focus or as specific strategies to achieve EFA goals. While agencies continue to pursue the agenda of *reach-the-unreached,* with a special focus on women and other disadvantaged groups, quality and relevance has become a greater focus of basic education programmes supported by agencies. Capacity-building is identified as the single-most important strategy common among the majority of the eleven agencies. Furthermore, effort has been made among agencies to address common issues of the Asia-Pacific region at either the subregional or regional level.

While much has been achieved in the *post-Jomtien* decade, many challenges remain. In further pursuing EFA goals, the need to expand the range of partners in education and diversified educational opportunities is identified by the agency reports. Furthermore, re-focusing on the inter-relatedness of all of the six *Jomtien Target Dimensions* appears to be an important challenge in pushing the Jomtien agenda a step further.

Two

# Profiles of United Nations Bodies and Specialized Agencies

*(listed in alphabetical order)*

## A. Economic and Social Commission for Asia and the Pacific (ESCAP)

### 1. Introduction: The roles of ESCAP toward achieving the EFA goals

As the United Nations Regional Commission for Asia and the Pacific, where the majority of the world's illiterate population reside, ESCAP fully recognizes the significance of the Jomtien commitment for many of its sixty member and associate member countries. ESCAP has played a catalytic role toward achieving EFA goals of meeting the basic learning needs in the Asia-Pacific region through two main vehicles. They are: a) fostering regional exchange of information and experience and promoting political commitment among the governments toward achieving certain goals; and b) implementing technical assistance programmes/projects in response to the emerging needs of member countries. This Section presents the contributions of ESCAP in connection with the EFA goals by reviewing both of the above two levels of intervention.

### 2. ESCAP Policy in connection with EFA

The international instruments adopted at various regional forums by its member governments directly define ESCAP's mandate in relation to achievement of the EFA goals. This is closely linked with ESCAP's primary role to serve as a regional governmental forum to promote political commitments toward achieving the regional/international agenda, including the EFA goals.

ESCAP's commitment towards EFA in relation to its role as the regional governmental forum is manifested in the following international instruments, adopted at the regional conferences ESCAP has organized during the past ten years, some of which were further discussed and adopted at the global level:

(a) Manila Declaration on the Agenda for Action on Social Development in the ESCAP Region (1994) and the Copenhagen Declaration and Programme of Action on the World Summit for Social Development (1995);

(b) Jakarta Declaration for the Advancement of Women in Asia and the Pacific (1994) and the Beijing Declaration and Platform for Action (1995);

(c) Asian and Pacific Decade of Disabled Persons (1993-2002) and the Regional Forum on Education for Children and Youth with Disabilities into the Twenty-First Century (1999); and

(d) Jakarta Plan of Action for Human Resources Development in the ESCAP Region (revised in 1994).

#### (a) Manila Declaration on the Agenda for Action on Social Development in the ESCAP Region (1994) and the Copenhagen Declaration and Programme of Action on the World Summit for Social Development (1995)

The ESCAP member countries adopted this Agenda at the Asian and Pacific Ministerial Conference in Preparation for the World Summit for Social Development held in Manila from 12 to 18 October 1994. In relation to EFA, the ESCAP member countries agreed on the following targets in the Agenda for Action:

1. Provide basic education for all
   * Provide access to basic education for at least 80 per cent of the population          2000
   * Ensure completion of primary education by at least 80 per cent of
     schoolchildren                                                                        2010
   * Ensure universal access to basic education                                            2000

2. Provide access to secondary education for at least 80 per cent of those who qualify
   * Ensure access to secondary education for all who qualify                              2010

3. Halve the 1990 levels of adult illiteracy                                              2000

4. Ensure equal participation rates for girls and boys in primary and
   secondary education                                                                     2005

5. Redesign secondary education curricula                                           Before 2010

6. Increase access of girls and women to higher education                                 ___

7. Provide vocational training relevant to the labour market, giving particular
   attention to disadvantaged and vulnerable groups                                        ___

The Manila Declaration provided a regional input to the global forum in Copenhagen. There were117 heads of State or Government who adopted the ten commitments in their Declaration at the global meeting in Copenhagen, one of which, namely Commitment 6, was to *attain universal and equitable access to education and primary health care.*

ESCAP's role for the implementation of the Agenda for Action on Social Development in the ESCAP Region, as defined under Article 113 of the Agenda for Action, is to provide technical, advisory and other assistance in the planning and implementation of national efforts for the achievement of the Agenda's goals. ESCAP has also assisted the member Governments through follow-up meetings to monitor the status of implementation, and to ensure the commitments of Governments. This included the Fifth Asian and Pacific Ministerial Conference on Social Development (Manila, 5-11 November 1997), where the Manila Declaration on Accelerated Implementation of the Agenda for Action on Social Development in the ESCAP Region was unanimously adopted.

### (b) Jakarta Declaration for the Advancement of Women in Asia and the Pacific (1994) and the Beijing Declaration and Platform for Action (1995)

ESCAP's role in providing a forum for governments has also been key in addressing gender disparity in access to education. The Second Asian and Pacific Ministerial Conference on Women in Development adopted the Plan of Action for the Advancement of Women in Asia and the Pacific in 1994, as a means of accelerating the attainment of the objectives of the Nairobi Forward-looking Strategies in the Asian and Pacific region (1985), and to contribute to preparations for the Fourth World Conference on Women: Action for Equality, Development and Peace (1995). The Conference pledged participating countries' efforts towards the advancement of women in the region in eleven areas, one of which was in education. The Jakarta Declaration states that *formal, non-formal and informal education is essential for empowering women with knowledge, skills and self-confidence for full participation in development.*

One of the ten critical areas of concern identified in the Plan of Action adopted at the Conference was also in the field of education: *inequalities and lack of access to education and literacy (for women in comparison to the male counterpart).* Twelve action steps were recommended to be taken by the national governments to pursue the strategic objective: *To accord the highest development priority to the problem of illiteracy among women so that all women may attain functional literacy as soon as possible, as well as to eliminate the gender gap in basic and functional literacy, and gender discrimination and gender stereotyping in the content of education.*

ESCAP's role in the implementation of the Plan of Action is primarily that of coordination, which includes:

- Assisting countries in the formulation and implementation of national plans and policies for the advancement of women;

- Providing training to enhance the skills of national personnel, from both government and NGOs, in areas covered by the Plan;

- Organizing research in relation to the advancement of women;

- Facilitating intraregional exchanges of experience and expertise;

- Disseminating regional information; and

- Regularly monitoring and evaluating the implementation of the Plan.

Following the above regional preparation and input from the global Conference, the Beijing Declaration and Platform for Action was adopted unanimously by representatives from 189 countries at the Fourth World Conference on Women held in Beijing in September 1995. This document outlines commitments from governments, multilateral institutions, private sector agencies including NGOs and other civil society organizations, and provides recommendations and action plans to reduce or prevent gender inequalities from becoming further accentuated through social, political and economic processes. The second of twelve strategic objectives of the Platform is *Education and Training of Women* which can be broken down into six categories: 1) Ensure equal access to education, 2) Eradicate illiteracy among women, 3) Improve women's access to vocational training, science and technology and continuing education, 4) Develop non-discriminatory education and training, 5) Allocate sufficient resources to monitor the implementation of educational reforms, and 6) Promote lifelong education and training for girls and women.

### (c) Asian and Pacific Decade of Disabled Persons (1993-2002) and the Regional Forum on Education for Children and Youth with Disabilities into the Twenty-First Century (1999)

ESCAP has also been implementing activities to address the educational needs of persons with disabilities. In the concluding year of the United Nations Decade of Disabled Persons (1983-1992), ESCAP declared the period 1993-2002 as the Asian and Pacific Decade of Disabled Persons at a meeting convened by ESCAP in Beijing in December 1992. That meeting formulated and adopted two key Decade documents: The Proclamation on the Full Participation and Equality of People with Disabilities in the Asian and Pacific Region, and the Agenda for Action for the Asian and Pacific Decade of Disabled Persons. The primary focus of Decade action is the expansion of opportunities for the full participation of people with disabilities in society and their equality in the development process. Twelve focus areas for the Decade were identified including education wherein seven targets were outlined, which were subsequently revised in 1999.

ESCAP convened the Meeting to Review the Progress of the Asian and Pacific Decade of Disabled Persons in 1995. At the Meeting, some critical issues concerning education were identified. These included the fact that, of the 93 million children with disabilities under 15 years of age who live in the Asian and Pacific region, less than five per cent receive any education or training. Among adults who are disabled, illiteracy is a problem of a much greater magnitude. Furthermore, women and girls with disabilities are discriminated against even more than boys and men with disabilities. The Meeting also noted with concern that the lack of information and understanding has created a situation whereby children and adults with disabilities are denied opportunities for formal and non-formal education. Inaccessibility of formal schools, as well as a lack of requisite support services for persons with disabilities to participate in integrated education were identified as critical problems in the region. There is an urgent need to accelerate schooling by providing early intervention services and training on special needs education for teachers in regular schools. At the same time, the number of specialist teachers should be increased proportionately. Lastly, it was noted that there is a serious lack of appropriate assistive devices, teaching materials and support staff.

### (d) Jakarta Plan of Action on Human Resources Development in the ESCAP Region (1994)

The Jakarta Plan of Action on Human Resources Development in the ESCAP Region (JPA) was adopted by the ESCAP Commission in 1988 and updated in 1994. The main premise of human resources development introduced in the JPA highlights the strong correlation between investment in human resources and the resulting improvements in the quality of life. The JPA recognizes education as one of the key elements of investment in human resources that would lead to the virtuous cycle of human resources development. The JPA states that *investment in human resources focuses on the process by which the productive capacity of human resources can be increased by upgrading their quality, particularly in developing countries, it is generally agreed that the most critical processes for increasing the productivity of human beings are education and training.* In other words, the JPA advocates that the fruits of development activities would lead to the improvement of the quality of life of the general population only when appropriate investment in human resources, especially through education, is made.

The JPA takes a comprehensive view of education, encompassing formal education systems at all levels as well as lifelong education in the form of adult and continuing education programmes. However, the JPA specifically stresses the importance of a strong basic education by enhancing lifelong adaptability, flexibility, mobility, and serving as sound preparation for training in specific skills. It further points out that basic education generates broad social benefits and provides the poor with access to opportunities. Thus, it is clear that the JPA recognizes the importance of basic education particularly in connection with the overall mandate of ESCAP to tackle poverty issues in the region.

## 3. Resource Allocation, type and scope of assistance for EFA: ESCAP's technical assistance projects and programmes

In addition to the ESCAP roles of coordination, monitoring, evaluation, and assisting member Governments in implementation of their commitments as outlined above, ESCAP also implements technical assistance projects in support of EFA.

ESCAP's technical assistance and advisory services aimed at achieving the EFA goals are provided mainly by the Human Resources Development Programme of the Social Development Division, based on the JPA, as discussed under Section I of the present paper. The activities under the HRD programme focuses on capacity-building of local institutions, both governments and NGOs, through training of national personnel to enhance the quality of HRD services, including education and skills development. In addition, technical assistance activities related to implementation of the Beijing Platform of Action have been implemented by the Women in Development Section. The activities of the Women in Development Section in this regard focus on awareness promotion among women at the grassroots level about their rights as outlined in the two important international instruments: the Beijing Platform of Action and the Convention of the Elimination of All Forms of Discrimination Against Women (CEDAW), which include the right of women to access to education.

The discussions in this section focus on ESCAP's work in technical assistance projects in the field of human resources development. There are two main ways ESCAP provides technical and advisory assistance: A) Technical assistance for capacity-building of institutions and national personnel; and B) Promotion of *best practices* in HRD.

### (a) Technical Assistance for capacity-building of institutions and national personnel for promotion of literacy for women

Since 1992, ESCAP has implemented three technical assistance projects for the promotion of literacy among women: *Strengthening the Role of Youth Organizations in the Promotion of Functional Literacy with Special Focus on the South Asian Subregion* (1992-1995);*Promoting HRD for Women through Post-Literacy Programme Development* (1996-1999); and, *Literacy for Women through Capacity-Building of Local Organizations* (1996-1999). The total financial resource commitment for the three projects was approximately US$1,000,000 (1992-1999). Ten countries from three subregions participated in the projects, namely, Bangladesh, Bhutan, Cambodia, India, Lao People's Democratic Republic, Nepal, Pakistan, Papua New Guinea, Solomon Islands and Vanuatu. In the implementation of the project activities, ESCAP worked with both governmental organizations (GOs) (mostly focal points of non-

formal education) as well as NGOs working in the field of literacy and non-formal education. The objectives, achievements and lessons learned from the three technical assistance projects can be summarized as follows:

(i) **Objectives:**

The major thrusts of ESCAP's literacy programme are:

a. Empowerment of the learners (women and girls) through improvement of the gender focus in literacy materials as well as in the training of literacy personnel;

b. Strengthening of organizational and technical capabilities among the public sector and NGOs in the planning and management of literacy programmes; and

c. Strengthening of intra-country as well as inter-country institutional linkages and collaboration among those who work in the field of literacy, including GO-NGO collaboration.

(ii) **Achievements:**

The following summarizes the main achievements of the ESCAP literacy programme, which are grouped in accordance with the above three objectives:

a. *Empowerment of the learners through improvement of gender focus*

- Developed gender-focused materials and provided training on inclusion of women's concerns in literacy materials and other activities in literacy courses (e.g. women's status, income generation activities, health and sanitation, and environment);

- Provided literacy trainers with specific skills required for project implementation especially focusing on gender sensitization activities and development of core curricula units to address women's concerns;

- Developed a publication entitled *Functional Literacy for Women's Empowerment and HRD*, which contains English translations of literacy text materials developed during the project focusing on gender-awareness raising for practical use by literacy practitioners in the region; and

- Developed a publication entitled *Handbook on Literacy and Post-literacy for Women's Empowerment in South Asia*, which contains information on *gender-sensitive* management of literacy programmes.

b. *Capacity-building of national/local level organizations*

- Provided national level as well as local level organizations with planning and management training so they can implement literacy training programmes more effectively;

- Contributed towards establishment of a new monitoring and evaluation system (this was implemented nation-wide in Bhutan); and

- Developed a publication, which serves as a *management guide* for project managers and trainers. The publication, entitled *Handbook on Literacy and Post-literacy for Women's Empowerment in South Asia* was adapted nationally and is being used for capacity-building of local NGO and literacy personnel.

c. *Strengthening institutional linkages*

- Established an effective project design that ensures *trickle-down* and *trickle-up* of information, knowledge and skills from the subregional level to the grassroots level. Within each of the participating countries, the *vertical* networking of the national level and the local level organizations has led to effective technical transfer, which has enabled considerable capacity-building of local level organizations, including the community-based committees;

- Cost-effective use of resources by collaborating with other agencies such as UNESCO PROAP, Asia South Pacific Bureau of Adult Education (ASPBAE) and Asia-Pacific Cultural Centre for UNESCO (ACCU). Further, by utilizing an existing national network of

organizations, *trickle-down* of resources as well as technical assistance was ensured, allowing ESCAP to reach end-beneficiaries otherwise extremely difficult to reach; and

- Organization of subregional workshops which have provided an effective venue for the organizations from different countries to work together to tackle emerging issues in literacy education.

(iii) **Lessons:**

a. Close and constructive collaboration among the participating organizations at the national and local levels, including Government-NGO collaboration, was found to be crucial for successful project implementation. Based on such a national level system for the *trickle-down* of knowledge, subregional and regional collaboration can add value.

b. A non-formal approach as a supplement to formal education is essential if universal literacy is to be achieved within the foreseeable future, especially in the South Asian subregion.

c. The quality of learning materials is crucial to the success of any literacy programme. Maintaining learners' interest through curricular materials that emphasize direct relevance to their daily lives is a critical factor in combating the problems of motivation and drop-out.

d. Involvement of community, including community-based organizations, is essential to enhance the sustainability of the programmes.

## *(b) Dissemination of best practices in non-formal education*

In addition to provision of direct technical assistance to organizations for promotion of literacy and non-formal education, ESCAP also contributes to the EFA goals through promotion of exemplary educational efforts and best practices through the ESCAP HRD Award.

The ESCAP HRD Award was established in 1990. The Award, which is presented annually in recognition of exemplary work in the field of human resources development, is administered in pursuance of the Jakarta Plan of Action on Human Resources Development in the ESCAP Region. That Plan provides guidelines for transforming the principles of HRD into practice. The project budget is approximately US$100, 000 per year.

One of the major concerns of the Jakarta Plan of Action is to promote research and training on key HRD issues as a basis for national policy-making. In response to this concern, the ESCAP HRD Award was established as a means of encouraging exemplary research, training and other innovative achievement in the field of HRD. Each year, a number of organizations that work in the field of education, including non-formal education, apply for the Award. In order to foster the promotion of exemplary work and encourage the replication process in the region, ESCAP produces publications containing the case studies of the outstanding applicants of each year's Award. The work of the following winners of the Award is particularly relevant in relation to the EFA goals:

| Year | Theme | Centre | Country |
|------|-------|--------|---------|
| 1994 | Women in Extreme Poverty | Dhaka Ahsania Mission<br>• Literacy and non-formal education for women | Bangladesh |
| 1995 | Productive Employment for Youth | *Barefoot College*<br>• Education and skills training for youth without formal school degrees | India |
| 1997 | Empowering the Urban Poor | Human Development Centre<br>• Basic education, health care and community development for the urban poor | Thailand |
| 1998 | Adult Education | Department of Non-Formal Education<br>• Major literacy campaign and mobile general equivalency and vocational education to increase the educational opportunities for people living in rural and remote areas | Thailand |

# 3. Future challenges and follow-up actions

ESCAP's mandate towards achievement of the EFA goals will continue to be based on the four major international instruments as discussed under Section I of the present paper. The following highlights the areas that require particular attention in relation to EFA through the monitoring process of the implementation of the international instruments:

*(a) Manila Declaration on Accelerated Implementation of the Agenda for Action on Social Development in the ESCAP Region (1997) reemphasized its commitment to EFA by highlighting priorities to help further achieve EFA goals, which include:*

- Increasing the level of resources for social development aimed at improving the quality of life of all the people; and

- Augmenting investment in human resources development for all, to improve access to education, training, employment, health care, support services and assets, with particular attention to disadvantaged and vulnerable groups.

*(b) Recommendations relating to EFA adopted at the High-level Intergovernmental Meeting to Review Regional Implementation of the Beijing Platform for Action, Beijing + 5 (1999) in October, include:*

- Basic education for girls should be achieved as soon as possible to ensure that the benefits of education accrue, in a sustainable way, to girls; and

- Gender-sensitive education should be emphasized and promoted in the school system at all levels and in life-long learning programmes. Gender-sensitivity training should be provided to all stakeholders who are involved in policy, planning and implementing such policies and programmes.

*(c) Regional Forum on Education for Children and Youth with Disabilities into the Twenty-First Century (1999) recommended the following with a view to achieving the targets by 2002, which is the final year of the Asian and Pacific Decade of Disabled Persons (1993-2002):*

- Increase the enrolment of children and youth with disabilities to close the gap between their current level of enrolment and the net enrolment rate of non-disabled children in each respective country or area in the ESCAP region, in both formal and non-formal education systems;

- Include girls, boys, women and men with disabilities in all policies, plans and programmes to ensure Education for All, with adequate financial allocations and appropriate technical assistance;

- Introduce and expand early intervention programmes for children with disabilities, with provision for the active involvement of their families and communities, in both rural and urban areas. Also, promote the inclusion of children with disabilities in regular preschools;

- Strengthen pre- and in-service teacher preparation programmes to ensure effective teaching of children with diverse capabilities, including those with disabilities; and

- Promote the adaptation of teaching approaches and materials to facilitate effective educational outcomes for children with disabilities.

### (d) Jakarta Plan of Action for Human Resources Development in the ESCAP Region (revised in 1994):

In relation to the EFA goals, the implementation of the JPA will focus on education and training for youth. Most of the effort and progress concerning EFA during the past decade has taken the form of increased enrolment of children in formal schooling. Many young people in the region today are left without being given a second chance to receive the most basic levels of education and many of them live the rest of their lives in the darkness of illiteracy. It is also a sad reality to note that, in some cases, young people are intentionally deprived of the opportunities to receive higher education due to political considerations. With this background, the HRD programme of ESCAP will focus on implementation of the JPA as well as the World Programme of Action for Youth to the Year 2000 and Beyond (WPAY) in addressing the issue of access to educational opportunities for youth, especially those who fall under disadvantaged sub-groups of youth; namely, girls and young women, migrants, refugees, displaced persons, street children, indigenous youth minorities, young people in rural areas and young people with disabilities.

Further, the relevance of content and quality of education, as well as diversity of educational opportunities, have to be reexamined. In order to ensure relevance, youth participation needs to be promoted in order to ensure that education provides the knowledge that is indeed needed by youth themselves. The roles and status of non-formal education and non-state actors (including NGOs, youth organizations, the private sector and media) in the provision of education should be recognized and enhanced in order to expand the quantity and types of educational opportunities to facilitate the goal of EFA, especially for out-of-school youth. Moreover, knowledge, information and values imparted by education for youth should reflect principles of democracy and equity and thus prepare the youth to live as global citizens. The Human Resources Development programme of ESCAP will thus continue to work towards achieving the EFA goals for young people in the region with the guidance of the JPA as well as the WPAY and other youth-related international documents.

## B. Food and Agriculture Organization of the United Nations (FAO)

### 1. Introduction: SDRE/FAO Activities on Education in Asia and the Pacific Region

Given FAO's mandate and nature of activities the agency is involved in, FAO's programmes and activities in the education sector of the Asia-Pacific region do not necessarily fall under Education for All's target of providing basic education. Nevertheless, FAO has been very active in educational activities around the Asia-Pacific region.

The main educational activities and experiences of Extension, Education and Communication Service (SDRE) of the Research, Extension and Training Division, Sustainable Development Department, for the Asia and the Pacific region during the last few years include a) Participatory curriculum development, b) Women in higher education in agriculture, c) Expert consultation on environment, education and extension and d) Action Plan for agricultural higher education in Cambodia.

### 2. Participatory Curriculum Development

The Participatory Curriculum Development (PCD) module, developed by SDRE was tested and applied to social forestry programmes in Viet Nam, Thailand and the Philippines. A brief account of the experience and future plans is as follows.

## (a) Viet Nam

(i) The Social Forestry Support Programme (SFSP) (MARD - SDC-Helvetas) aims to develop an effective forestry training capacity in the university forestry faculties of Viet Nam which is responsive to the demands of implementing sustainable and participatory forest land management. PCD has been used extensively as a central approach within the SFSP since 1996, and contributes to the achievement of its three specific objectives of human resources development, generation of knowledge and information exchange. Through training of university teachers and ongoing support in application of the PCD approach, different stakeholders have been identified and involved in training needs identification, curriculum planning, implementation and evaluation. Positive outcomes to date include collaborative development using a PCD approach, of new and revised curriculum frameworks for social forestry subjects. These build upon experience gained through field-based activities and integrate knowledge from a wide range of information sources. A national network of forestry-related training institutions has been established, and local networks are emerging. These enable farmers to play a role in the development of education and training programmes from which they gain a direct advantage, either by receiving training themselves, or through benefiting from the training of the field-level extension staff who will work with them closely in the future. The precise nature of boundaries existing between universities and the *outside world* are now identified more easily, facilitating bridge-building between different types of institution. As a result, closer individual partnerships are being created between teachers, learners and outsider stakeholders, including farmers. Interest is being expressed by the Ministry of Education and Training to apply the PCD approach more widely in the Higher Education sector in Viet Nam.

(ii) A training of trainers course on agroforestry in Bac Kan Province, held in October 1999 (ICRAF/ Viet Nam Agroforestry Capacity-building Project) used the PCD approach as its methodological basis. Around 40 participants were drawn from a wide range of Vietnamese teaching and research institutions and projects. This activity will be extended to other Provinces in 2000.

## (b) Thailand

The PCD approach underpinned the educational methodology for a regional training of trainers course on *Agroforestry for improved land use and livelihood systems in South-East Asia* organized at Chiang Mai University, in March 1999 (ICRAF/DSO). Around 50 participants attended from teaching and research institutions in China, Thailand, Philippines, Viet Nam, Lao People's Democratic Republic, Malaysia and Indonesia. Each national group is currently developing an action plan to further implement the PCD approach in agroforestry education and training.

## (c) Philippines

(i) The PCD approach was used from 1997-98 as a medium for revision and integration of biodiversity concepts into the forestry degree programme at ViSCA (Visayas State College of Agriculture), Leyte (Darwin Initiative). Based on this experience, participants at a workshop held in October 1998 called for wider methodological reform of forestry education and training in the Philippines. This process is ongoing.

(ii) A PCD initiative at MOSCAT (Misamis Oriental State College of Agriculture and Technology) commenced in April 1999, and aims to revise the agroforestry curriculum using a PCD approach. This is ongoing.

(iii) Variations on the PCD approach have been used in the University of the Philippines at Los Banos (UPLB), Los Banos for revision of forestry and agroforestry curricula. This is ongoing, with a further reorientation towards PCD in the agroforestry programme.

## (d) Planned activity to involve other countries:

A regional workshop on participatory agroforestry curriculum development was organized by SEANAFE (SEA Network for Agroforestry Education) with ICRAF's methodological inputs in November 1999, in Hanoi, Viet Nam. There was a range of participating stakeholders from five countries (Indonesia, Lao People's Democratic Republic, Philippines, Thailand, and Viet Nam). The aims included raising awareness

on the Participatory Curriculum Development approach and processes and developing a detailed framework for an agroforestry curriculum guide which will be a tool for future review and development of agroforestry curricula at the national level.

## 3. Women in higher education in agriculture

In 1997, a case-study was conducted in the Philippines on women in higher education in agriculture. The objectives of the study included:

(a) To provide a general profile of the country and the University of the Philippines at Los Banos (UPLB) in particular;

(b) To determine the literacy rate, labour force participation, and occupational placement of women;

(c) To determine the profile of the UPLB personnel;

(d) To find out the enrolment and graduation pattern of women in higher education in general and in the UPLB College of Agriculture in particular;

(e) To assess the perceptions and attitudes of UPLB women students and personnel towards certain gender issues.

The study showed that even though there has been a significant breakthrough in women's access to higher education, it does not seem to have made any significant contribution to their employment status. Despite the legal and policy initiatives taken by the government, women's participation in the labour force still lags behind that of men's by 20 per cent. The study made a number of recommendations, including those on regional and international collaborations. The case-study generated a publication as well.

## 4. Expert consultation on environment, education and extension

SDRE organized a global expert consultation in Rome in 1993 that focused on the integration of environmental and sustainable development themes into agricultural education and extension programmes. The objectives of the consultation called for an examination of the nature and scope of the current involvement in sustainable agricultural and rural development by agricultural education and extension organizations; roles, strategies and appropriate approaches through which institutions could contribute to the implementation of the United Nations Conference and Development (UNCED) recommendations; and policies and lines of action to improve the role and contribution of agricultural education and extension organizations to sustainable agricultural and rural development. The issues addressed in the consultation included: roles and functions, policy and mandate, institutional capacity, target groups and coverage, environmental content and extension topics, integration approaches and methodologies, training and re-orientation, and funding and resource allocation. The consultation produced a comprehensive report.

Following the expert consultation, SDRE developed and introduced the Environment Education Training Module (EETM) in a number of Asian countries including Indonesia, Malaysia, Philippines, China, Bangladesh and Thailand. The module assisted the countries in integrating extension education messages into ongoing agricultural extension programmes and also in including the module in the curricula of agricultural universities in countries like Bangladesh.

## 5. Action Plan for Agricultural Higher Education in Cambodia

In December 1996, FAO initiated Project TCP/CMB/6612, Support to Human Resources Development for Sustainable Agriculture and Rural Development. This project was the first sectoral effort to prepare a National Action Plan for Agricultural Higher Education within the broad cross-sectoral action plan developed from 1995 by the ministerial National Higher Education Task Force, which was supported by the World Bank, Australia Aid (AUSAID), United States Agency for International Development (USAID) and the French Cooperation.

The FAO project called for an action plan to reform agricultural higher education programmes on the basis of an analysis of skilled manpower demand needs in agriculture. These needs arose out of the broader reforms to the sector being considered by the government, including Ministry rationalisation, promotion of greater private sector participation and improved environmental management.

The Ministry of Agriculture, Forestry and Fisheries (MAFF) and FAO carried through this action planning exercise in a human resources development in agriculture framework during a period of turmoil and uncertainty preceding and surrounding the election of the new Royal Government. The priority given to the task in the face of difficult circumstances is a measure of the priority both the Ministry and FAO attach to human resources development needs in Cambodian agriculture.

The higher education action plan methodology called for national working groups to consider the problems and to determine the planning actions required as a basis for national ownership of the plan and therefore enhanced prospects for implementation. Each institution established a working group comprising the Director and key staff, namely for the Royal University of Agriculture, and the Schools of Agriculture Prek Leap and Kampong Cham. The work was initiated and carried out under the direction of an Advisory Task Force of senior representatives from the MAFF and related ministries (e.g., Education, Rural Development).

The resulting action plan provides a wealth of information on such critical elements as planned training of human resources compared with estimated market demand, current programmes, curriculum and staffing practice, needed programme reforms and the steps necessary to realize those reforms. It is hoped that the National Action Plan for Agricultural Higher Education will convince donors that the Ministry and the agricultural educational institutions are serious about programme reform and that a well-defined opportunity exist for concerned donors to make specific and effective contributions to a systematic development plan for human resources in agriculture in Cambodia.

## C. United Nations Development Programme (UNDP)

### 1. Statement of agency policy and shifts, if any, towards EFA over the past 10 years

UNDP maintains that Education for All is an important facet in its efforts to achieve sustainable human development with poverty eradication as its central focus. UNDP's experience in promoting basic education throughout the Jomtien Decade has been considerably strengthened and its experience has helped to focus the thematic linkages between basic education and poverty eradication in its regional, sub-regional and national programmes.

UNDP's mission is to help countries in their efforts to achieve sustainable human development by assisting them to build their capacity to design and carry out development programmes in poverty eradication, employment creation and sustainable livelihoods, the empowerment of women and the protection and regeneration of the environment, giving first priority to poverty eradication. With a view to maximizing the impact of technical cooperation programmes, the Governing Council of the UNDP decided that resources should be used for the Fifth Programming Cycle (1992-1996) in the following areas:

• Poverty eradication and grassroots participation in development
• Environmental problems and natural resources management
• Management development
• Technology for development
• Women in development, and
• Technical cooperation among developing countries

In the Asia-Pacific region, UNDP focused on three themes within the context of the Fifth Programming Cycle:

• Human Development through Poverty Alleviation
• Economic Management and Reforms
• Environment and Natural Resource Management

Under the Human Development theme, UNDP's Asia-Pacific regional bureau identified four programme areas:

- Management for human development
- Empowerment of the poor and strengthening community-based approaches to development
- Vocational and entrepreneurial skills for productive employment
- Management of urban administration

Under the Fifth Programming Cycle, the education sector activities are most relevant to the programme area on Management for Human Development, which is concerned with improvements of quality of life through policies and measures in the health and education sectors that have been given priority. Prior to the Fifth Programming Cycle UNDP supported a number of education projects covering primary, secondary, vocational, technical and science and technology education. Most of these projects were executed by UNESCO, which also undertook a number of projects with financing from other sources. The regional projects in education undertook three kinds of activities: (1) research activities looking at problems of regional concern, (2) workshops and seminars where educators meet and discuss mutual problems and share experiences; and (3) training programmes on specific subjects like education planning or teacher training, usually conducted on a regional basis.

By 1997, significant shifts occurred in UNDP's sustainable human development objectives where the eradication of poverty in all its dimensions became an imperative. Furthering the sustainable human development conceptual framework, UNDP's 1997 Human Development Report introduced the human poverty index (HPI) that combines basic elements of human life - longevity, knowledge and a decent living standard. The HPI focused on the human dimensions of deprivation: a short life, lack of basic education and lack of access to public and private resources. In more recent years, the phenomenon of globalization, especially through information and communications technology has not necessarily brought progress in choice, knowledge and education. An increasing pace of globalization has influenced development thinking, where global markets, global technology, global ideas and global solidarity are seen as having the potential to enrich the lives of people everywhere. However, globalization has also increased human insecurity as the spread of global crime, disease and financial volatility erases many gains.

The ability to rapidly respond to emerging needs and to support regional and national actions to mitigate the adverse impacts of crises has been a critical contribution of regional programmes in the late 1990s. This was amply demonstrated by the efforts around mitigating the social impacts of the Asian Economic Crisis and similarly with critical environmental concerns in the region. Presently, the underlying strategic goals for regional cooperation include:

- Using regional cooperative approaches to common problems and fostering regional cooperation and integration
- Providing links to the global development agenda, and contributing to a global agenda that is in keeping with regional priorities
- Introducing and fostering new development approaches and ideas through the politically *safe* space that regional programmes provide to country actors
- Providing mechanisms for inter-country dialogue, learning, and exchange of ideas and information that would otherwise not happen
- Builds capacity in country actors that participate, especially in regional institutions serving the countries
- Giving visibility to UNDP and the opportunities to influence the regional policy debate through participation in intergovernmental fora

The regional programmes supported by UNDP in the Asia-Pacific region have had, and continue to have, a significant impact on regional policy development. Key instances are captured by the South Asia Poverty Alleviation Programme, the Judicial Reform Initiative in the Pacific, the Association of South-East Asian Nations (ASEAN) programme, the Mekong River Basin collaboration, the Special Assistance to Countries in Economic Crisis, the Regional HIV and Development programme, and the Tumen River programme. These regional efforts have in turn driven national policy development or reform in areas such as natural resource management, trade and customs regulations, poverty

monitoring and targeting and the rule of law and legal reform. They have also assisted in developing both regional and national institutional capacities to respond to, manage and monitor such policy developments. Inter-country activities, now more than ever, will increasingly have to tackle transboundary issues that remain beyond the purview of national control ranging from financial, technical, economic and environmental challenges where only a joint response suffices. The growing economic and political integration within the various regions and sub-regions offer a strong mechanism to counter any debilitating aspects of globalization, and the growing support for such regional groupings reflects their influence within the international community as impacting national policies and development choices.

These trends and patterns in the development paradigm have had an impact on UNDP's activities in basic education. It is recognized that problems in the Asia-Pacific region in basic education are diverse and there are sub-regional clusters of such problems. For example, while South East Asia is more concerned with quality of basic education, South Asia is more focused on expansion of access. UNDP has therefore shifted from a regional programming approach focused on basic education per se to a broad-based interlocking programme framework targeted at poverty eradication at regional, sub-regional and national levels. Moreover, education is no longer a matter for consideration of educators, as education for life skills needs holistic and multidisciplinary interventions. Technical cooperation among developing countries in the education sector is a growing field as countries are seeking skills and relevant experience from each other.

Several national efforts provide a good illustration of the direction of UNDP's programme for basic education and the unique sub-regional and country characteristics. In Afghanistan, the concept of EFA and its underlying vision were introduced to the country in the midst of immense difficulties as a result of a long history of civil strife. The last two decades of war have led to serious neglect in basic education and subsequently deprived a large majority of Afghan population the opportunities for learning, and by extension has hampered their ability to improve the quality of their lives. Resources for education and institutional infrastructure have been dislocated by the long-term conflict that redirected national resources away from funding education.

From the early 1990s UNDP has supported Bangladesh in streamlining primary and higher education in reforming curricula, training of teachers and setting quality standards. Assistance has also extended to the management of the education sector through an Education Management Information System (MIS) designed to facilitate policy making and planning in education. UNDP has also been involved in technical and vocational education. In 1995, with the new Common Cooperation Framework (CCF), basic education is integrated in the Community Empowerment Programme (CEP) in an endeavour to eradicate poverty.

UNDP's cooperation with Indonesia has a long history of technical assistance to the education sector, including some innovative works that could serve as models for other countries. Within the last ten years, UNDP support was provided in three main areas, i.e., (a) distance learning; (b) community based basic education; and (c) other innovative and poverty targeted initiatives.

Iran has attempted compliance with the resolution of the 1990 World Conference on Education for All (EFA) for objectives such as the *expansion of primary education, reduction of illiteracy and sustainable education through formal public education as well as broader cultural institutions and the mass media.* Both mid and end 1990's indicators and assessments show quantitative improvements.

The Government of Iran's First and Second Five year Development Plans (1989-1999) expanded the supply of primary and general education through a series of supportive capacity-building policies and reforms which effectively raised adult literacy and enrolment rates. These supportive policy objectives included - universal primary education coverage, and compulsory education the six-ten year olds, coordinating adult literacy programmes with primary education; increased focus on all-round efficiency; absorbing the excluded regional and tribal children; increased teacher quality, especially for primary schooling; and expansion of coverage through innovative means, e.g., private and civil society sectors as well as a *training corps.*

The economic prosperity of the Republic of Korea is attributed to high levels of education. The ROK has ranked with developed countries in achieving high literacy (more than 95 per cent) since the late 1980s. For this reason, EFA has not been considered as a priority area of concern.

Since the transition in 1990, UNDP has played a major role in supporting Mongolia in overcoming the worst effects of poverty and social disintegration. This also includes the education sector. UNDP supports the education sector, specifically in strengthening pre-schools, under the umbrella of the National Poverty Alleviation Programme.

The Government of Nepal committed itself to ambitious targets for the year 2000: universal access to basic education; a primary school completion rate of 70 per cent; and doubling of the adult literacy rate to 68 per cent. Post Jomtien, one of the most noticeable moves in the public policy has been the high priority accorded to education. Almost 14 per cent of Nepal's national budget are currently allocated for education, almost half of which goes to basic and primary education. To achieve the EFA goals, Nepal launched in 1992 the five-year Basic and Primary Education Programme (BPEP) I), largest undertaking of the Ministry of Education, with support from the World Bank, DANIDA, JICA, UNICEF and UNDP. This programme was based on the experiences from the Seti Education and Primary Education Projects supported jointly by UNESCO, UNICEF and UNDP of the 1980s and focused on increasing access to primary schooling in 40 districts through schools mapping and construction programme. The Government has recently finalized a US$106 million Basic and Primary Education Sub-sector Master Plan, 1999-2004. This plan and programme, an extension of the BPEP I, is the largest social sector programme in the country and utilizes a "basket approach" to fund activities focusing on increasing girls' access, improving quality, increasing decentralization to local communities, schools and districts and improving technical and institutional capacities. The key partners in the basket include the World Bank, DANIDA, European Community, NORAD and FINIDA, with JICA, ADB and UNICEF. Furthermore, to provide better leadership and guidance and to strengthen the Ministry's role as a technical ministry, the Government has created a Department of Education with a Division of Primary Education in June 1999.

Following the Jomtien conference, UNDP supported the Government of Nepal's efforts in the primary education sub-sector in two ways. The first was to support the Ministry of Education in preparing a master plan for BPEP in 1991. The second was in implementing a *Participatory Management Development for Basic and Primary Education Programme* in 1995. In early 1999, UNDP provided support in carrying out national assessments of EFA goals. Recently, UNDP has formulated a project to promote community owned education, which will complement the efforts of the BPEP. The UNDP-supported programme objective is to empower local women and men, communities and institutions to plan and deliver efficient and quality education through *community owned* primary schools. Primary beneficiaries are poor children, specifically girls, who lack access to quality education and local women who will be trained and hired as teachers. The programme seeks to strengthen and sustain institutional capacities at district and community levels and ensure equitable access to quality primary education for all. The key programme strategy is community management and ownership of schools and teachers on a cost-sharing basis. The programme will fully support the spirit of the Local Self-Governance Act, 1999. This programme will be an experimental one and will contribute to the development of an alternative means of quality primary education system in Nepal complementing the ongoing BPEP.

Specific intervention strategies in the Philippines' EFA Assessment are the following: (i) increasing the holding power of schools; (ii) use of alternative delivery systems; (iii) re-thinking of the concept and philosophy of quality education; (iv) strengthening home-school partnership; (v) giving more emphasis to higher-level thinking skills; and (vi) upgrading teacher competencies.

In Thailand, UNDP's assistance in EFA-related activities has been a direct result of requests from the Thai Government. Following the 1990 Jomtien Conference, UNDP Thailand was requested to provide assistance in the area of basic education. The Government has not asked UNDP for continued assistance within the EFA area, which explains why major activities in the EFA area have not been programmed by UNDP.

UNDP has been advocating EFA, increasing state and donor spending for basic social services, including basic education as a means to eliminate poverty and investment to human capital in Viet Nam.

## 2. Resource allocation, type and scope of assistance and shifts, if any, in favour of EFA in the past ten years

From January 1995 to May 1997, UNDP allocated a gross total of US$ 532,130,792[1] to 320 ongoing projects in the field of education, for the life of these projects. The Asia and Pacific region implemented 60 projects or 18.7 per cent of the total. In gross resource allocation (GRA) terms, the region had US$ 83,336,464 or 15.9 per cent of the total UNDP allocation in the education sector, with an average of over US$ 1.4 million per project. Broken down into funding sources, education sector projects in the Asia-Pacific region was composed of US$ 77,868,380 out of IPF (93.4 per cent of GRA), US$ 5,468,084 in cost-sharing (6.6 per cent).

In the same period, allowing for distinction between basic and non-basic education[2], UNDP allocated a total of US$ 372,571,860 to 174 projects that focused on basic education, or about 54.3 per cent operated in basic education or had a significant basic education component and 71 per cent of UNDP's gross resources were allocated to such projects. The Asia-Pacific region implemented 31 projects or 51.6 per cent of the total UNDP projects. The regional gross resource allocation stood at US$ 50,994,157 or 61 per cent of the share of total gross resource allocation for Basic Education.

In 1997, from a total of 60 projects in the region, 31 dealt mainly with basic education issues. Several basic education projects were located in the following countries: Bangladesh, Indonesia, and Myanmar. In Bangladesh, the emphasis was on primary education reform and on national literacy programmes. In Indonesia, the focus was on distance learning, development of local curriculum for basic education and on providing access to life-skill programmes to poor communities. In Myanmar, the focus was on improving access to primary education in rural areas and on improving the quality of primary education in rural areas.

The absence of an effective government and the lack of a central education authority to conduct the EFA 2000 Assessment for Afghanistan presented a challenge to the aid community. However, UNDP has helped to undertake an EFA assessment in a project executed by UNESCO, with the cooperation of UNICEF, Save the Children (US), Swedish Committee for Afghanistan and UNHCR. The project will provide a comprehensive review and analysis of Afghanistan's EFA efforts by detailing the successes achieved and obstacles encountered since the inception of the EFA for use in future planning and development of basic education programmes.

In Bangladesh, EFA-related activities is expressed in a decentralized programme approach at community level: in the Kishoreganj-based South Asian Poverty Alleviation Programme project, Village Organizations, at their own initiative, are involved in all aspects of primary education, i.e. from construction of schools to the payment of teachers. Similar plans are chalked out for literacy programmes for children and adults in the districts viz. Sylhet, Rajshahi, Bogra, Patuakhali and in Gopalganj through setting up non-formal primary schools.

In India, primary education is one of the key areas taken up under the Country Cooperation Framework-I (1997-2001). UNDP has earmarked resources to the order of US$8 million to support a joint UN Primary Education Programme in seven states. Besides UNDP, this joint programme is being implemented by five UN Agencies, namely, UNICEF, UNFPA, UNESCO and International Labour Organization (ILO).

In Iran, the allocation of incremental budgetary funds to basic education has also improved during 1989-1999 period coinciding with the First and Second Five Year Development Plans. The proportion of public expenditure in education with respect to GDP rose from 4 per cent to 5.3 per cent, while that with respect to total public expenditure rose from 19.4 per cent to 20.7 per cent. The average planned share of general, secondary and non-formal education in public current expenditure as a proportion of total public expenditure in the Second Plan period (1998-1999 was 16.7 per cent, while that of development expenditure in the same field was 4.7 per cent.

Supplementing UNDP's EFA-related programme in Mongolia, resource allocations in this sector is generated by the Swedish Government, the Dutch Government, the World Bank, UNICEF, ADB and international NGOs.

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[1] 1998/99 figures are not available. UNDP's gross resource allocation is the sum of Indicative Planning Figures (IPF) and cost-sharing (government and third-party resources). The database refers to IPF as UNDP's net input.

[2] *20/20: Mobilizing Resources for Children in the Future*, UNICEF; and *The 20/20 Initiative*, UNDP, UNESCO, UNICEF and WHO

In Nepal, UNDP's focus has almost always been in basic and primary education, which is the primary goal of EFA. Previously, IPF funds were used and currently TRAC1 and the size of allocation have varied as per the need from US$5,000 to US$250,000 per year.

From 1990 to 1992, UNDP-financed project VIE/89/022 to study the overall national status on education and human resources, specifically providing baseline information, policy recommendations used as the basis for Viet Nam's Education for All Action Plan (1990-91), including education sector assistance by such donors as the World Bank, the Asian Development Bank and the European Union.

In the Philippines, UNDP is currently assisting a five year (1995-200) project with the Department of Education, Culture and Sports (DECS) entitled *PHI/93/011 Support Programme for the Universalization of Quality Primary Education (UPQE) through Strengthening of the Multigrade (MG) Programme in Philippine Education*. The project, which has a total budget of roughly US$1million, is consistent with the global framework of EFA and under the 5th Country Programme and programmatic thrust on poverty alleviation and effective delivery of basic services. The objectives of the MG system are (a) to increase enrolment ratio; (b) reduce absenteeism and truancy; (c) improve pupil attendance; and (d) increase students' academic performance. The project focuses on (a) providing school children in the most depressed and far-flung areas with quality elementary education through the development, production and printing of teaching and learning materials needed to cover all grade levels and subject areas; (b) strengthen the capability of DECS to manage the MG system through training of MG teachers and orientation of school administrators at all levels; and (c) the institutionalization of the MG technology as a viable alternative delivery system for elementary education.

In Thailand, the Basic and Occupational Education and Training Programme (THA/92/002) was implemented as part of the effort to achieve national objectives for educational reform including holistic teaching and learning processes, decentralization and community-led school boards. The programme was operational from May 1993 to September 1997, with the Thai Government and UNDP jointly contributing to the US$4.8 million budget.

## 3. Modality, partners and sustainability

The current Regional Cooperation Framework (RCF, 1997-2000) is broadly configured around three interacting themes conforming to UNDP's central objective of sustainable human development: human development and equity; environment and natural resources management; and enabling economic frameworks and public policy. Within this context, the regional programmes concentrate mainly on initiatives clustered within sub-regional groupings, i.e. through the Association of South East Asian Nations (ASEAN), the South Asian Association for Regional Cooperation (SAARC), the Pacific Community, the South Pacific Regional Environment Programme (SPREP) and the Economic Cooperation Organization (ECO) – and other intergovernmental bodies which UNDP was instrumental in creating such as the Mekong River Commission and the Tumen River Area Development Programme.

Through sub-regional mechanisms as well as at a region-wide level, the programmes support major strategic development cooperation in areas such as strengthening of the role of women in economic, scientific and political roles; support to countries in coping with the HIV/AIDS pandemic; the application of information and communications technologies to development; more transparent and sustainable governance and a rights-based approach to development; and the management and sustainable use of environmental resources throughout the region.

At the national level, several efforts should be highlighted. From 1993 to 1996, UNDP engaged in a three-year US$ 3 million project to improve China's capacity to provide effective quality education at primary and junior secondary levels. The current UNDP project on improving nine-year compulsory education in six western provinces is nationally executed by CICETE (under the MOFTEC) with Ministry of Education as the implementing agency. The project started in October 1996 and will terminate early next year.

China has been a strong supporter of the Jomtien Conference and the Chinese Government has given high priority to girls' education since the beginning of the 1990s. During the past decade, China has promoted *Education for All*, and especially girls' education in the hinterland areas of the country. Due to the successful and effective multilateral collaboration, the primary school enrolment rate for girls living in the 11 western provinces and regions rose from 92.2 per cent in 1990 to 96.8 per cent in 1997.

Basic education in Bangladesh focuses on the needs of the most vulnerable groups. The education includes training women and children in basic bookkeeping, and arithmetic for managing their group works. In the process of group formation, all the relevant partners (including local government and private sector organizations) are involved in full participation of the community.

In India, the Ministry of Human Resources Development, Department of Education has appointed a senior level official as the National Coordinator for the EFA exercise.

In the Republic of Korea, UNDP regards education as the sine qua non in promoting sustainable human development, and have implemented several nationally executed projects. From September 1996 August 1998, project ROK/96/002: Development of Environmental Education Programme for Community Based Organization, in association with the Korean National Commission for UNESCO developed a new type of environmental and ecological education programme which, within the Korean context of a newly industrialized country (NIC), provided the basis of national policy which combined environmental issues with economic development for a sustainable development process. The project was aimed at those responsible for training activities of community based organizations, including youth and student groups, community groups, NGOs, and GOs responsible for public environmental education activities. An Environmental Education Guide was published and distributed to those engaged in environment education activities.

Project ROK/97/012: Advanced Technical and Vocational Education and Training (TVET) Programme for the Selected Developing Countries in Asia, from Feb. 1998 to Dec. 1999, in partnership with the Korea University of Technology and Education is aiming to promote regional cooperation on a TCDC basis by supporting TVET development in Asia and the Pacific developing countries. The participants in the training programme will become qualified trainers of the TVET programme, and will spread TVET knowledge upon return to their respective countries.

Similarly, project ROK/98/005: Development of Environmental Education Programme on Trees and Forests in association with the Seoul National University and Yuhan-Kimberly Co., Ltd., aims to enhance capacity-building of educators and natural resources managers in environmental education on trees and forests and to raise public awareness in those areas through developing and producing a set of model programmes of environmental education and relevant teaching and learning materials on trees and forests in Korea. The project will produce self-guiding education programmes and teaching and learning materials. A relevant database will be compiled, while a communication and information network for environmental education on natural resources will be established.

In Mongolia, UNDP assistance to the education sector in the last 10 years has been channeled through the overarching social sector. UNDP's main partner is the Poverty Alleviation Office (PAPO) and the Ministry of Science, Technology, Education and Culture. PAPO is a Government agency and is the secretariat for the National Poverty Alleviation Council. PAPO has a branch in all the districts and provinces in Mongolia and is able to reach out to the whole population.

With the reinstatement of democracy in 1990, Nepal has been advocating for people's participation, equity and decentralization. As a result, the Local Self-Governance Act, 1999 was enacted. Nearly all of the UNDP-supported project and programmes including the newly developed community education programme have supported the local autonomous bodies, maintaining close linkage at the center for policy guidance. During all stages of programme formulation, implementation, monitoring and evaluation, national expertise has been used when possible and partnership with larger civil society in the districts has been established to ensure sustainability.

In the Philippines, UNDP is part of the EFA National Technical Secretariat (NTS) and the National Assessment Task Force (NAT), including the sub-groups on Universalization of Quality Primary Education (UPQE) and Education Policy/Management and Monitoring and Evaluation. These working groups regularly meet to discuss and provide inputs/recommendations and strategies in the draft Philippine Country EFA Assessment Report. The first meeting was held on 6 April 1999 and a recent meeting was held on 19 October 1999. UNDP actively provides comments and suggestions on the draft Country EFA Assessment Report.

UNDP supported, together with UNICEF, ADB, and the World Bank, the formulation and early operationalization of the EFA Philippine Plan of Action: 1991-2000, including consultation, secretariat and consultants.

Using the Resident Coordinator's budget, UNDP provided financial assistance to the National Workshop of the EFA Assessment in the Philippines. A series of consultative workshops at the regional level were

conducted to solicit responses, suggestions or comments from representatives of various participating agencies as well as present and discuss the draft EFA Assessment Report.

In Thailand, the Basic and Occupational Education and Training Programme (THA/92/002) was executed by the Thai Government with the Ministry of Education being the Implementing Agency. The partners in the programme were among other practitioners, policy makers and communities. It is assessed that the concepts, innovation and processes introduced by the programme will continue in some form and to some degree, depending on the long-term commitment of individuals and responsible agencies.

UNDP supports EFA goals through nationally executed projects that integrate primary education, literacy for men and women, early childhood education (kindergarten and day care) activities in its poverty reduction projects in Viet Nam. Project VIE/96/027- Ha Giang HEPR focuses on women's literacy, development of bilingual education materials and training of teachers. A school construction component financed by the International Fund for Agricultural Development (IFAD) introduces basic education to the ethnic minority population in Ha Giang. Similarly, project VIE/96/010 - Ethnic Minority Development aimed at strengthening the local capacity of the local government and teachers training colleges, and training was provided to the provincial education authorities with the skills necessary to implement EFA activities in their own localities and develop curricula for the local schools.

## 4. Major achievement (qualitative and quantitative), problems encountered, and lessons learned

UNDP has supported regional projects on skills based literacy for girls, strengthening of multi-level planning and management of education, improvement of science and technology education, promotion of innovations in national education programmes and assistance to non-formal education. All these programmes have been executed by UNESCO and the two networks, Asia Pacific Programme of Education for All (APPEAL) and the Asia and the Pacific Programme of Educational Innovation for Development (APEID), have been involved in them. These programmes have concentrated on general regional activities such as training, exchange of experience and research. Under these projects science kits have been developed and applied, training modules for girls' education have been developed and tried, resource teams for planning and management have developed strategies, and many regional workshops and training programmes have been held. They have focused attention on specific issues such as girls' education and training.

While UNDP's Poverty Eradication and Community Empowerment (P.E.A.C.E Initiative) programme in Afghanistan does not have a specific focus on education; its focus on community empowerment extends to the provision of basic education services. All five projects of the P.E.A.C.E Initiative address the problems of lack of education provision to varying extent in one way or the other. The projects are implemented in close consultation with and sometimes through the community consultative bodies. In 1998, as a result of continuous dialogue/discussion and trust building with the communities, the community consultative bodies presented concrete proposals for community run, managed and based schools for girls and boys. Today, 20 community based schools - nine for girls, nine for boys and two mixed - are providing education to children in two southern provinces, Kandahar and Farah, generally reported to be conservative and with comparatively very low literacy rates, especially for girls.

In China, the current UNDP project in improving nine-year compulsory education in six western provinces with a special focus on girls has been successful. This project has helped improve the quality of compulsory education in the selected poor counties by extending access, increasing relevance and enhancing quality in both teaching and learning. The project has also helped enhance the management capacity at county, provincial and central levels by developing methods for monitoring, supervision and coordination. More importantly, the project has conducted comprehensive research on girls' education, the results of which have the potential for providing the basis for designing teaching/learning materials suitable for girls and for raising the overall quality of girls' education.

Efforts have not been able to ensure that each child remain in school for at least six years due to various reasons including geographic distance and financial constraints. More cost-effective ways need to be developed to provide poor children in remote areas access to quality education. One example would be long distance education.

The literacy rate in Bangladesh accounted for 56 per cent in 1998 with gross enrolment increased to 96 per cent. It is estimated that the number of primary schools in the country is presently 63,534, of

which 37,710 are governmental and the rest are non-government. Bangladesh has also achieved gender parity for enrolment in primary schools. It is expected that all the quantitative targets of EFA will be achieved by the Year 2000. However, the quality of education remains the challenge for the next millennium.

In the area of distance learning, UNDP supported Indonesia's goal of improving quality and access to the distance learning system of the Open Junior Secondary Education (INS/88/028), especially for children and youth from poor families who are unable to attend the regular schools. This endeavour has been successful as indicated by the opening of the Open Junior Secondary School in many locations across the country.

As a follow-up to this two-year project, UNDP also supported the Indonesian Distance Learning Network (INS/93/001) to address education needs of sections of population that are unable to benefit from the traditional education and training systems. With satisfactory completion of UNDP support, the Government is now able to maintain the continuation of this initiative despite budget constraints. Through the delivery of non-formal education, the Government is able to provide disadvantaged communities, especially in remote areas, access to low-cost functional and structural education cross-sectorally.

Another innovative and poverty targeted initiative in Indonesia for which UNDP provided support together with partner agencies is INS/95/003 - Managing the Delivery of Local Content Curriculum. The project's goal involves making basic education more relevant to the need of low-income families, and therefore more attractive for keeping children in school. During Indonesia's period of severe economic crisis in mid-1997, the project became more relevant and important in its direct contribution to the effort of maintaining the education enrolment rate. The project has helped prevent massive drop-outs in project areas and complemented the 1998 launched International Bank for Reconstruction and Development (IBRD) and Asian Development Bank (ADB) financed Scholarship and Grant Programme for the primary and junior secondary school students.

UNDP also has a long-standing involvement in community-based basic education through INS/90/030 - Community Participation in Planning and Management of Educational Resources (COPLANER). This work has demonstrated a partnership approach to the management of basic education at the sub-district level, involving non-governmental organizations, community-based organizations, private business and parents in the planning and implementation of basic education activities to improve the quality and local relevance.

Iran has managed to raise adult literacy and combined enrolment rates from 57.1 to 74.55 per cent and 65.5 to 75 per cent respectively, during the ten-year period. Female literacy rates rose from 46.3 per cent to 67 per cent and male literacy rates rose from 67.1 per cent to 81.9 per cent. The number of primary schools rose from 54,431 in 1988 to 62,659 in 1997, an annual growth of 1.6 per cent. The total number of classes in primary education grew at an annual average rate of 1.8 per cent, while the number of girls in primary schools grew by 3.6 per cent and that for boys at 3.1 per cent.

In the Republic of Korea, UNDP sponsored an International NGO Forum on Technical and Vocational Education (TVE) on 27 April 1999, in parallel with the 2nd International Congress on TVE. The main theme of the Forum was *Strengthening NGO's role in developing technical and vocational education and international cooperation between NGOs.* The Forum was well attended, with approximately 120 participants, comprised of some 63 Korean national organizations, 45 representatives of around 20 international and regional NGOs.

At the close of the Forum, a set of recommendations was adopted which have been handed over to the Rapporteur-General of the Congress. The document containing these recommendations was included in those adopted at the close of the Congress. These recommendations reflect the concern to ensure *new partnerships among NGOs, governments, professional associations, trade unions and employers in order to improve technical and vocational education and training.*

One of the main achievements in Mongolia has been the capacity strengthening of PAPO in order for the staff to select, implement, monitor and evaluate solid poverty alleviation projects. The pre-school project has provided children from poor households the opportunity to attend pre-school. A major problem encountered is the Government's dwindling financial base for allocation of resources to the social sector. Like other countries in transition, the Government's main concern with economic growth marginalizes the social sector.

In Nepal, various interventions in basic and primary education have had an important effect on parental attitudes towards education. During a focus group discussion conducted by a Nepal Multiple Indicator Survey in 1996, parents unanimously ranked education as the single most important commodity they could provide their children. This change is reflected in increased gross enrolment rates for girls – up from 81 per cent in 1991 to 104 per cent in 1997 (MoE 1998).

With regard to the Philippine experience with PHI/93/011 Support Programme for the Universalization of Quality Primary Education (UPQE) through Strengthening of the Multigrade Programme in Philippine Education, a major innovative major output of the project is the implementation of the Community Support Scheme (CSS) as a social mobilization approach involving members of the community, local officials, parents and community volunteers in assisting and motivating students to perform better in school. The objectives of the CSS are (a) to enhance and provide support to the child's learning process; and (b) to organize members of the community for resource mobilization to enhance the learning environment of the children. The CSS approach resulted in a positive effect on the overall performance of the school and children. With support from the parents, local officials, community members and volunteers, the school children's performance improved and school completion increased. It also induced community cohesion and collective action on local problem solving.

The major objectives of the Basic and Occupational Education and Training Programme (THA/92/002) in Thailand were to extend the compulsory education from six to nine years; to increase the access to quality basic education programmes; and to decentralize the educational administration. The programme was viewed as highly innovative within its field and was the largest programme to be funded by UNDP in Thailand. The evaluation report stated that the programme made highly significant achievements by being instrumental in the generation of important innovations in education and community/national development. Also, the programme played a key role in establishing several components of the groundwork for wider educational reforms. The evaluation team also acknowledged the highly complex and difficult nature of the programme.

UNDP promotes local ownership and people's participation in all stages of the project cycle, linking capacity strengthening activities at both local and higher/central levels in Viet Nam, combining learning-by-doing with policy dialogues.

## 5. Future challenges and follow-up actions

Developing countries have done very well in expanding basic education and improving educational achievement over a short period of time. Educational advancement has been achieved not only through an increase in public expenditure on education and expansion of educational facilities, but also through many innovative measures. Community-based education programmes for both children and adults, non-formal education system, emphasis on functional literacy and continuing education, or actions by the private sector and non-governmental organizations have contributed to the record of success.

The problems affecting basic education have been recognized, which continues to pervade the sector. There is a gap between education content and the need for employment opportunities. Vocational education, science education, teacher training and curricula development are weak areas in many countries. Above all, administration and financing of education programmes and appreciation of its integral role in human development present complex and formidable challenges. The most serious problem, however, is widespread illiteracy.

The Asia-Pacific region has the highest concentration of adult illiteracy. The highest concentration is in six countries of which five are in Asia: India, China, Pakistan, Bangladesh and Indonesia. Between 1990 to 1997, the UNDP's 1999 Human Development Report notes that the adult literacy rate rose from 64 per cent to 76 per cent, and gross primary and secondary enrolment ratio increased from 74 per cent to 81 per cent. However, in 1998, more than 850 million adults were illiterate. In industrial countries more than 100 million people were functionally illiterate. More than 260 million children are out of school at the primary and secondary levels.

The regional experience is very diverse and rich. A large number of countries have been successful in expanding coverage of primary education while others have lagged behind. In non-formal education, continuing education, adult literacy, child development or curricula development, there are a variety of experiences easily adaptable and replaceable. In the management of basic education and its financing where many countries are encountering many difficult problems, regional efforts are being made. The

Asia Pacific Programme of Education for All (APPEAL) network was established in 1987 and it has been effective in the field of female education, adult literacy and continuing education. Asia and the Pacific Programme of Educational Innovation for Development (APEID) is another network of educational institutions in existence since 1973. These programmes have developed training materials and programmes and undertaken pilot projects. As a follow-up to the Jakarta Plan of Action and World Declaration on Education for All, it has become necessary to intensify regional efforts in basic education.

A number of UNDP's country strategies are also paving the way for an enhanced response in the future. Currently, Bangladesh runs one of the biggest primary education administrations in the world with approximately 18.5 million children at the primary level. The number of teachers in government and non-government primary schools is approximately 250,000. One third of the country is not easily accessible due to infrastructural backwardness. This makes monitoring, evaluation, training and related activities difficult.

As per the CCF, UNDP's objective is to generate employment in the non-formal sector. This is being addressed through individual projects by UNDP as well as through joint programmes with UN agencies and GOB. The essential prerequisite is to remove illiteracy.

Given these, mobilization of resources from the community is essential for expanding, and supplementing the resources made available by the central government, thus sustaining EFA gains.

For Indonesia, the recent economic, political, environmental and social challenges have significantly altered Indonesia's development prospects and priorities in the near and medium terms. Urgent action is needed both to address the immediate humanitarian needs of the Indonesian people, to restore sustainable growth for the country as well as to support the democratization, and decentralization process. This shift has also meant changes in UNDP funding priorities in the country. At present, the substantive focus of UNDP technical assistance is mainly on governance, economic recovery and empowerment of civil society area.

With regard to Iran, there is latitude for improvement, since Iran's *educational attainment indicator* stood at 0.75 per cent as compared to high human development countries, which stand above 0.85. Although educational possibilities and facilities are more equally distributed amongst most of the provinces, the difference between the highest and lowest are substantial. A 25 per cent gap exists between the Tehran adult literacy rate and combined enrolment rate and that of Iran's most deprived region, Sistan and Baluchistan.

Iran's Third Five Year Plan (1999-2004) intends to take a more reformist and novel approach to the educational challenge by integrating social policy with economic policy by tapping the private and civil sectors further for resource mobilization and innovation, by decentralizing the present educational structure, by improving the quality of services, by promoting skill and vocational training, by making educational content and curricula more needs specific and regional orientated and by establishing educational television channels.

Our experience in the Republic of Korea indicates that the role of education will be even more pivotal in the next century, namely, the knowledge industry age. Accordingly, UNDP plans to focus on enhancing the capacities of the vulnerable groups, particularly, women, the disabled, the young and the elderly, so that they are not be further marginalized in the frenzy of the new information and knowledge society.

The future challenges in Mongolia are to ensure that the development policies do not under-prioritize the social sector, including the education sector. The Government will need the resource base and the commitment to ensure that education is available for all and that everyone has access to education.

For Nepal, the major challenge is maintaining and improving access and improving quality. The children's drop-out rate is very high, reaching up to 42 per cent in class 1. Learning achievement findings are equally discouraging. The BPEP as well as the proposed UNDP-supported programme on community education will be addressing the issues in the coming years.

Thailand has been quite successful in providing primary education. However, the Common Country Assessment of Thailand in 1999 highlights that education still remains a crucial precondition for the continued development of the Thai society.

An important theme throughout UNDP's assistance in this decade of EFA has been its focus on those elements of basic education that relate directly to better standards and quality of human life through

better governance in education that create opportunities of the poor to gain a livelihood. Furthermore, UNDP's involvement and vision is to establish a basic education system based on concepts of transparency, participation and rights, and a system that provides an enabling environment for equal access and to provide a comprehensive set of life skills for the future.

## D. United Nations Environment Programme (UNEP)

### 1. Statement of agency policy and shifts, if any, towards EFA over the past 10 years

The EFA concept has been integrated in most of UNEP's education, training and capacity-building activities. As the mandated agency responsible for environmental issues, UNEP has strengthened the linkages between environment and education through its education for sustainability activities. The goal of environmental education is *to develop a world population that is aware of, and concerned about, the environment and its associated problems, and which has the knowledge, skills, attitudes, motivations and commitment to work individually and collectively toward solutions of current problems and the prevention of new ones.*

The five pillars of environmental education are awareness, knowledge, attitude, skills and participation. The alliance between UNEP and UNESCO in the International Environmental Education Programme (IEEP) has been an active and effective network promoting the use and incorporation of environmental education at all levels of educational systems around the world, which in turn has promoted the goals of EFA. The promotion of environmental education and training is also recommended in Chapter 36 of Agenda 21, which has close linkages with the EFA.

Although UNEP supports EFA and is active in promoting environmental education at all levels, due to the nature of the subject topic, UNEP's formal environmental education activities is generally at the tertiary level in the Asia-Pacific region. In this context, and with specific reference to the Asia-Pacific region, UNEP has been promoting environmental education and training through the establishment of a regional Network for Environmental Education and Training at the Tertiary Level in Asia and the Pacific (NETTLAP), as far back as 1993. This network currently links together 35 countries of the Asia-Pacific region, and initially targeted three sectoral themes, namely: Coastal Zone Management, Toxic Chemicals and Hazardous Waste Management, and Environmental Economics. Over ten Training and Resources Development Workshops have been convened since the establishment of NETTLAP, and the 20 resource packages and meeting reports produced thus far have been disseminated to over 200 tertiary institutions across the Asia-Pacific region. Through the network, UNEP keeps individuals involved in environmental education and training by informing them of relevant environmental events and opportunities as well as new projects and activities in the region. Environmental education is also an integral part of UNEP's Environmental Law Programme, and activities in this field include the IUCN/UNEP/ APCEL Environmental Law Course for University Teachers in Asia and the Pacific and the Module on Environmental Law and Conventions at the Masters Level Course on Environmental Management conducted by professional staff of UNEP at the Asian Institute of Technology.

UNEP has also recently introduced the concept of Environmental Citizenship, or Global Environmental Citizenship, which aims at creating environmentally responsible citizens, through creating awareness and knowledge of the environment and environmental problems leading to environmentally responsible attitudes and actions. This approach is more informal and targets people out-of-school, using partners to assess the needs of certain groups in society and custom-made information strategies with specific environmental citizenship strategies.

### 2. Resource allocation, type and scope of assistance and shifts, if any, in favour of EFA in the past 10 years

In the past, UNEP has been allocating substantial funds for environmental education and training initiatives both at the global and regional levels. However, in view of financial constraints, UNEP has been unable to sustain this level of funding specifically for education and training. The NETTLAP

project, for example, has been funded with a budget of approximately US$70,000 - US$90,000 per annum over the past six years from UNEP's Environment Fund. This catalytic funding has in turn been successful in attracting external funding amounting to approximately US$3 million from donor agencies for targeted activities. In particular, the Danish Cooperation for Environment and Development (DANCED) has been providing substantial financial resources in support of UNEP's environmental education and training activities in Malaysia and Thailand, amounting to nearly US$2 million through Trust Fund and Counterpart contributions. It is anticipated that there will be continued support for environmental education and training, including EFA, at the regional Asia-Pacific level from UNEP, as well as other relevant donors and other UN agencies. The IUCN/UNEP/ APCEL Environmental Law Course for University Teachers in Asia and the Pacific was funded by the Asian Development Bank with a grant of US $ 600,000.

## 3. Modality, partners and sustainability

Given the vast size and scope of the Asia-Pacific region, UNEP continues to deliver its regional programmes through sub-regional delivery mechanisms. In this context, UNEP draws upon sub-regional environmental programmes as critical partners in promoting environmental education and EFA in the region - e.g. ASEAN, South Asia Cooperative Environment Programme (SACEP), the South Pacific Environment Programme (SPREP), and the North East Asia Sub-regional Programme for Environmental Cooperation (NEASPEC). In addition, partnerships with UNESCO, ESCAP, the Asian Development Bank and other specialized agencies have been utilized to enhance the quality of the environmental education and training activities. Donor agencies, such as the Danish Cooperation for Environment and Development (DANCED), have been supportive of UNEP's environmental education and training activities, and it is hoped that more donor agencies will follow this example. Government agencies, such as the Ministries of Environment and Education, as well as tertiary institutions (universities), research organizations and NGOs are key partners in the implementation of the environmental education and training projects and activities. UNEP's catalytic role and support has often attracted additional donor support, which has in turn enhanced the sustainability of the activities implemented.

## 4. Major achievements (qualitative and quantitative), problems encountered, and lessons learned

UNEP has been successful in developing a region-wide environmental education and training strategy for the Asia-Pacific region, which in turn has been formulated on the basis of several sub-regional environmental education strategies and action plans (SPREP - 1999-2003; ASEAN - 2000-2004; SACEP - 2000-2004). Inputs towards the formulation of the Asia-Pacific Regional Action Programme (RAP) for Environmentally Sound and Sustainable Development (2001-2005) particularly in terms of environmental education and training activities have been provided. This RAP is expected to be considered by the Fourth Ministerial Conference on Environment and Development, which is to be convened in Kitakyushu City, Japan in August 2000. To date, a total of 16 Workshops, Meetings and Conferences on Environmental Education and Training have been organized in the region, and over 20 technical publications prepared and disseminated to various institutions and individuals across the Asia-Pacific region. A database of institutions and individuals involved in environmental education and training has been developed, which has recently been put on-line on the internet through a functional home page of the NETTLAP project (http://www.roap.unep.org/nettlap/). In addition, through NETTLAP's National Partnerships for Environmental Training Strategy, a number of projects have been initiated in various countries of the Asia-Pacific, such as Malaysia, Thailand, the Philippines and Viet Nam.

The lack of sufficient funds has been one of the major constraints in further consolidating environmental education and training activities in the Asia-Pacific region, particularly for national networking proposals, such as the China Environmental Education and Training Network. The approach of providing catalytic support and strengthening local capacity, to further sustain and implement new activities has been quite successful.

## 5. Future Challenges and follow-up actions

Environmental education is evolving rapidly, given the new delivery methodologies and technologies as well as the need to integrate development and environmental considerations. Some of the challenges and follow-up actions for environmental education include innovation, needs responsiveness, local action, and the training of educators and trainers. Relevant partnerships with all sectors of society, particularly the non-formal and community groups, is seen to be of particular relevance in the near future. In the Asia-Pacific region, UNEP will continue to provide support to enhance environmental expertise through environmental education and training activities of the Network for Environmental Training at Tertiary Level in Asia and the Pacific, and other UNEP programmes of work such as the Environmental Law Programme, thereby also contributing to the principles of EFA.

The promotion of an eco-school approach for Environmental Action Learning (EAL) would be in prefect harmony with the needs of the region in this important region. This approach combines activities in education for a sustainable future with poverty alleviation, income generation and employment creation.

# E. United Nations Educational, Scientific and Cultural Organization (UNESCO)

## 1. Agency policy and policy shift

In accordance with its mandate, UNESCO has given top priority to education in its programme and budget since its inception. It cannot be denied that the best investment a country can make for its future is in education. For decades, UNESCO in Bangkok which is now known as the Principal Regional Office for Asia and the Pacific (PROAP) has helped the Member States to assess their needs regarding education, prioritize their objectives and goals, mobilize resources, plan their actions, and implement, monitor and evaluate their programmes. Before Jomtien, a large portion of PROAP's budget was already devoted to universalization of primary education. At the same time, adult literacy and empowerment programmes also enjoyed a similar level of attention.

With globalization and the notion of the world becoming a single village, nations initiated dialogues on meeting the basic needs of all. In response to the new focus and the interest of the Member States, UNESCO, and inevitably PROAP, redefined its programmes to cover various aspects of education for all. Even prior to 1990, in accordance with a decision by the UNESCO General Conference, a Regional Cooperative Programme for Education for All was launched in the Asia-Pacific region in 1987.

## 2. Resource allocation

Following the adoption of the World Declaration on Education for All in Jomtien in 1990, PROAP mobilized its resources and re-oriented its programmes to contribute to the international EFA efforts. To this end, the biggest share of PROAP's budget for education has been allocated to EFA-related programmes and activities. This budget has been supplemented by funds from extra-budgetary sources mainly from the Government of Japan and Norway along with voluntary contributions from Member States. A substantial proportion of both, regular and extra-budgetary resources have been devoted to literacy and basic education for all in the Member States over the past decade.

To realize the objectives of EFA, all substantive units of PROAP are mobilized to contribute their expertise to make EFA more than just a programme in education, but an intersectoral approach to use EFA as a means to an end.

## 3. Type and scope of assistance

As a specialized agency, UNESCO's and therefore PROAP's assistance to Member States is in the form of technical advisory services through staff missions and consultancies, many of which have led to mobilization of funds for specific programmes and activities. Equally significant is the modest initial

financial assistance or seed money provided to Member States to initiate or enable small-scale studies or pilot projects that are eventually expanded or replicated on a larger scale with the government's budget, donors' contribution, or loans.

PROAP's assistance encompasses the whole process from needs assessment to defining objectives, setting goals, planning programmes and activities, training of personnel, implementation, monitoring and evaluation. All of these are possible with the available expertise of PROAP.

## 4. Modality

PROAP's EFA programmes are implemented using strategies and modalities that are most suitable for the types of activity to be implemented. These strategies and modalities include co-operative programme planning and execution and high-level consultation. Collaborative projects have involved expert meetings, seminars and workshops, and community mobilization.

The key to improved synergy of international efforts to combat common problems involves the growing interaction, cooperation and collaboration among countries as well as sharing of experience and information. To this end, PROAP has organized for the past five years annual conferences on themes as diverse as secondary education and teacher development. These conferences have provided a forum for educators to share experiences and confer on emerging concerns and innovations.

Another outcome of the annual conferences has been the production of conference papers, which have been widely disseminated amongst educators and ministries of education in the region.

Through a number of publications, PROAP showcases innovative success stories and the best practices in education. To further encourage information sharing amongst education professionals, PROAP has also encouraged the networking of institutions to share the same or similar concerns.

Mobile team training has proven another effective modality for development of various aspects of education. Throughout this decade PROAP has organized a number of mobile team training activities focusing on meeting the needs of countries to improve the education of teachers, promote innovative approaches to planning and management of education and support inclusive schooling, etc.

## 5. Partners

Being an inter-agency initiative, it is essential that EFA's inter-agency nature be maintained. Among PROAP's partners are UNESCO Headquarters and field offices in Asia and the Pacific, UN agencies, governments of Member States, development banks, intergovernmental organizations (IGOs) and NGOs. Indispensable partners are as much stakeholders as beneficiary communities who play a vital role in sustaining the programmes, without which all resources and efforts would be wasted.

## 6. Major achievement

Soon after the Jomtien Conference, PROAP started to either field advisory missions or bring the Member States together to discuss the best approaches to implement programmes to achieve EFA goals. Throughout this decade PROAP has helped countries in the region to formulate their national plans of action for EFA, which in turn, has guided them through the decade towards reaching their established EFA goals.

To support the implementation of the national plan of action, PROAP helped countries to pinpoint their past successes and failures in order to learn from them. Results of such an undertaking pointed the needs for infrastructure development, capacity-building, and database development.

PROAP's involvement in the study and reform of the education and training sectors include studies and reviews of basic education. The results of these studies have been used by agencies and donors to formulate proper interventions, or by the governments to formulate proposals to attract external funding.

Recognizing that follow-up and monitoring systems are indispensable, PROAP has developed the necessary tools for quantitative and qualitative monitoring and evaluation of progress toward achieving

EFA goals and targets. During recent years, PROAP has assumed a proactive role in helping Member States in EFA data collection and analysis. PROAP has also developed a computer-based training software that has helped strengthen national monitoring capacity.

Because education information systems is a comparatively neglected area, PROAP has devoted much time and resources over the past years to putting Education Management Information System (EMIS) at the centre stage in many countries. Strengthened EMIS in the countries will help policy and decision-makers to make informed decisions for EFA in the next decade.

In the area of literacy and continuing education, PROAP, in collaboration with specialists and a number of Member States in the region, developed and published training materials and manuals for planners, trainers, and practitioners. These publications have been translated into national languages and adapted to the local conditions for use in many countries. The materials cover topics such as literacy and continuing education policy formulation, planning, programming, project implementation, monitoring and evaluation and include suggested continuing education programmes, as well as, guidelines for development of community learning centres. The publications are in great demand and have been an essential tool for literacy and continuing education personnel throughout the region. Moreover, and probably most importantly, the materials have been adapted and integrated into the national literacy and continuing education programmes in some South and South-east Asian countries. Of no less importance is the fact that the materials have motivated literacy and continuing education personnel to develop their own materials.

Complementing the above-mentioned publications, PROAP has trained more than 3,000 literacy and continuing education personnel. The training was planned and implemented in stages to trigger multiplier effects right down to the grass-roots level in participant Member States. The poor, the disadvantaged, the ethnic minorities, girls and women are among the most vulnerable groups in society. It goes without saying that they are also the target beneficiaries of PROAP's EFA programmes and activities. Through a number of pilot projects, PROAP seeks to provide to these groups literacy and numeracy as well as income generating skills that impact their quality of life. For girls and women, PROAP has sought to improve the quality of their education and remove obstacles hampering their active participation in education. These efforts have resulted in the publication of two manuals dealing with girls' education, women's empowerment and gender equity. These manuals have been adopted for use in Member States.

As modern technology plays an increasing role in people's lives, it has been necessary for basic education to include scientific and technological literacy. PROAP has collaborated with a number of Member States in promoting scientific and technological literacy based on the recommendations of the World Conference on Education for All, Project 2000+, and the World Conference on Science. To date, exemplary lessons have been prepared for use by teachers. Attempts are being made to improve participation of girls and women in science education.

Another quality of life issue is drug abuse and HIV/AIDS for which a regional strategy has been formulated to promote in-school preventive education. Non-formal preventive education has been implemented to a limited extent.

To promote reading among literate and neo-literates, PROAP has collaborated with Member States and IGOs to develop, publish, and disseminate reading materials with graded difficulty in order to suit the level of readers' competency. Furthermore, PROAP is currently implementing three projects in Bhutan, Lao People's Democratic Republic, and Viet Nam that support the production and dissemination of high quality and relevant reading materials for primary and secondary school-age children. The books, which are being locally produced, in native languages will introduce children to the fundamentals of culture, heritage and conservation of their respective areas. This is an example of an intersectoral approach to EFA where literacy is not an end in itself.

To help solve the problem of a shortage of reading materials, PROAP has actively sought donations of reading materials and has distributed them to education authorities in several countries. The most significant of these contributions was a donation of full sets of Encyclopedia Britannica, which have been distributed to Member States. This donation has contributed greatly to the stock of reference materials available to teachers and administrators.

With respect to educational facilities, PROAP has focused on reaching the unreached and disadvantaged and providing safe learning environments to complement access and to enhance the quality of educational facilities in the region. PROAP has succeeded in helping countries to provide a quality learning

environment to the maximum number of students at the lowest possible cost in the shortest amount of time.

As a follow-up to a paper presented by PROAP to the International Seminar on World Terakoya Movement in Malaysia in 1992, in which suggestions were made about the need for community learning centres, community learning centre prototypes were built in a few South-east Asian countries. These prototypes inspired new school designs, equipped for multi-grade teaching as well as formal and non-formal educational activities that double as institutions for community empowerment.

To honour its commitment to provide safe and clean learning environments, PROAP participated in the production of an illustrated manual on building awareness for safe learning spaces. Written in national languages for disaster prone countries, the manuals targeted a grass-roots audience. Also, to create the first regional database of primary school infrastructure and facilities, PROAP started to develop critical baseline data on primary school infrastructure and facilities from both qualitative and quantitative perspectives with data collected from a few countries in 1988. Furthermore, PROAP's latest modest contribution to pre-school education is its contribution to the design and production of educational toys for pre-school children in Mongolia.

# 7. Problems encountered and lessons learned

The problems facing EFA are lack of adequate infrastructure and uncoordinated efforts of the partners concerned, which result in unnecessary duplication of efforts. Additionally, there is a lack of trained EFA personnel, training facilities for skills development, relevant learning materials especially in remote rural areas and management skills at the grass-roots level, which hampers sustainability of activities and projects.

# 8. Future challenges and follow-up actions

With an intention to accomplish the objectives within the allotted time, appraisal, evaluation and analysis of past and current efforts have been put on the back burner. As the decade ends, PROAP will have to take stock of its experience, go through them with a fine comb to discard the ineffective efforts and enhance the effective programmes as well as multiply the best practices and successes.

PROAP will continue its dialogue and strengthen cooperation and collaboration with all partners to give a further impetus to the global efforts in EFA. PROAP will ensure the greatest benefits and impact on individuals and communities even in the most remote areas. PROAP's resources will be mobilized to make EFA goals a reality by the end of the coming decade, focusing on the areas where it could have real impact.

In light of the experiences gained by Member States in EFA since Jomtien and of the directions of new programme actions proposed by the intergovernmental Regional Committee on Education (EDCOM) as well as the third biennium programme of UNESCO Medium-term Strategy, top priority will continue to be given to helping the countries achieve their objectives and goals in basic education, both formal and non-formal. The disadvantaged and vulnerable groups will remain target beneficiaries of PROAP's programmes and activities. Capacity-building at all possible levels will be a part of the future efforts to achieve sustainability of EFA programmes in the countries. Community participation from planning to implementation and evaluation will serve to promote community ownership of programmes thereby ensuring their sustainability.

At the policy level, PROAP will continue to work with high-level officials and governments to obtain political commitment and their full support to EFA initiatives in their countries. Information and communication technologies will be used to provide data and information to education planners and managers so that they may be able to make informed decisions.

# F. United Nations Children's Fund[3] (UNICEF)

## 1. UNICEF Policy and Strategy

UNICEF Policy during the 1990s reflects the influence of the Convention on the Rights of the Child (CRC, 1989), the World Conference on Education for All (WCEFA, 1990), and the World Summit for Children (WSC, (1990). For UNICEF, experience during the 1980s as part of the global efforts to improve children's survival provided a valuable platform to support international, regional and national commitments to children and families. For much of the decade, UNICEF has focused its efforts on helping countries to achieve the WSC goals.

In basic education, UNICEF has actively promoted 'Education for All' (EFA) as part of the Framework and Plan of Action endorsed by the 155 countries at the World Conference on Education for All (EFA) at Jomtien, Thailand in March 1990.

As a direct outcome of the Jomtien process, Asian governments developed EFA plans, and sought continued support from UNICEF, other UN and bilateral partners to accelerate basic education efforts. Global, regional and national initiatives throughout the 1990s addressing the inter-related six target dimensions of the Jomtien 'Expanded Vision of Basic Education' were reflected in budgetary allocations, long-term loans, and progress during the 1990s, especially in increased primary school enrolments.

### (a) Maintaining the Centrality of the Country Programming Process

Throughout the 1990s, UNICEF has maintained the centrality of the *country programming* process, within a global policy framework approved by the UNICEF Board, and supported at global and regional levels. Considerable flexibility rests with the UNICEF Representative in each country for negotiating with government each five-year plan of cooperation, formalized in a Master Plan of Operations. Several preparatory programming and management documents that evolve through a participatory process are fundamental to budgetary and staffing decisions, and to annual work plans.

### (b) Enhanced Capacity to Support Basic Education

UNICEF has pursued a policy since Jomtien of enhancing its professional and managerial capacities in basic education. The strong headquarters based team (Education Cluster) of seven Senior Advisers and consultants is enhanced by one Regional Education Adviser (REA) in each of the seven Regional Offices. Each REA supports education activities at global, regional and national levels. At the country level, education activities are supported by a team of national and / or international educational professionals.

### (c) Shifting Programmatic Focus from Basic Needs to Rights

Undoubtedly, the most significant policy change within UNICEF affecting basic education was the fundamental shift at the mid-decade from strategies to address *basic needs* to strategies to realize *rights.* Vertical programs such as health, nutrition, water/sanitation and education were expected to shift in programmatic orientation to integrated strategies that combine to realize the survival, growth, development, protection and participation rights of all children. This move from *needs* to *rights* has had significant implications for EFA efforts.

Throughout the early 1990s, UNICEF support to basic education was frequently associated with supplies (roofing sheets, text-books, paper, furniture, vehicles), funding of short-course training programs, and/or working through NGOs to expand access to basic education in both the formal and non-formal sectors for children. The focus was primarily on "access", with less attention to issues related to *quality* and *sustainability.*

Throughout this *access-goals* era up to the mid-1990s, programme managers and systems largely decided what schools and teachers needed, invariably reflected as *top-down, input* investments (e.g. facilities, equipment, infrastructure, systems, curricula, materials). As primary education access expanded, attention increasingly turned to unrealized rights of the millions of Asian children denied

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[3] Prepared by Jim Irvine, UNICEF Regional Education Adviser for East Asia and the Pacific

any form of basic education, due to cultural / familial prejudice, gender bias, full-time work, minority/migrant/refugee/nomadic group status, isolation, emergencies/conflict, disability, or effects of HIV/AIDS.

*Rights programming* within UNICEF at the level of concepts, language, networks of rights activists, and *plans of action* has been evolving since 1996. Translating *rights programming* into activities that are genuinely participatory in design, implementation, monitoring and evaluation is proving very time-consuming and difficult.

Some of the features of rights programming require highest level advocacy (political choices e.g. military versus social sector spending), combined with local level work (empowered communities that ensure the provision of services and the fair allocation of resources).

Conceptually, a *rights approach* to programming offers a new challenge to many of the traditional ways that development goals have been pursued. Some of these differences have been succinctly summarized by Urban Jonsson in a series of 1997 papers.

### Figure 1  *Needs versus Rights (Jonsson, 1997)*

| Basic Needs Approach | Rights Approach |
| --- | --- |
| • Child is a passive recipient | • Child is an active participant |
| • Needs imply goals, including partial goals | • Rights imply goals, always 100 per cent |
| • e.g. *95 per cent girls enrolled in primary school* | • e.g. *Five per cent girls are denied their right to schooling* |
| • Needs can be met without sustainability | • Rights must be met with sustainability |
| • Needs can be ranked in a hierarchy | • Rights can not be hierarchically organized |
| • Needs do not necessarily imply duties | • Rights imply duties |
| • Needs are associated with promises | • Rights are associated with obligations |
| • Needs may vary among cultures | • Rights are universal |
| • Needs can be met through charity | • Charity is not acceptable in a rights approach |
| • Meeting needs may depend on *political will* | • Realizing rights depends on *political choice* |

### (d) More Determined Efforts to Address the Rights of Children Excluded from Education

A *basic needs* approach might claim success when a defined portion of children (e.g. 95 per cent girls) have access to some form of schooling, within a *goals* focus. However, a *rights approach* must address the unrealized right to basic education of the remaining 5 per cent of girls. Who are they? Where are they? Why are they not in school? The goal must be 100 per cent.

Realizing the right of all children to basic education demands much more effort to reach the 'last few per cent' in any population who are more difficult to locate and include. UNICEF support is addressing this challenge, as countries accelerate their efforts on behalf of excluded children: those who have never been in school, and those who have dropped out or have been forced out.

### (e) Shifting the Focus from Access to Access with Quality

Widespread gains in primary enrolments (in terms of both absolute numbers and proportions) throughout Asia and the Pacific encouraged UNICEF to give increased support to strategies addressing impact and quality processes at school and classroom level. Variable quality is reflected in variable participation figures, continuing high rates of cohort-flow inefficiency, continuing repetition and drop-out, especially in the early *survival* grades and in upper primary *examination* grades, and in low levels of learning achievement.

UNICEF country programmes appreciate that investments in *enabling conditions* (inputs) do not necessarily lead to desired *impact* and *longer-term outcomes* without more serious attention to *facilitating conditions* (quality of classroom teaching/learning processes, and the non-school environment). Increased attention to quality processes at the cluster, school and classroom levels reflects this shift in UNICEF policy.

The major thrust from 1990 to 1996, as reflected in UNICEF country support programmes, was on access-related goals: getting children into primary schools and keeping them there. Less attention was made on culturally-consonant, life-relevant teaching/learning approaches, encouraging inclusive education, and children's active participation in the process of learning. Even less attention was apparent to those factors that had ill-prepared so many children for traditional schools. For many school entrants, *school* was a bewildering place using a different language and not very *child friendly*. Children's readiness for schools and the school's readiness for first generation school children remained frequently ignored.

## (f) *Shifting from* Supportive *to* Complementary *Strategies*

As a document reflecting the predominant *goals* thinking of the early 1990s, the 1995 UNICEF Education Strategy described Early Childhood Care and Development (ECCD), adult learning, non-formal education, home schooling, open schooling, interactive radio etc. as *supportive*, rather than *complementary* strategies to primary schooling.

Reflecting the 1995 Strategy, the focus in South Asia for much of the decade was predominantly on primary education (especially the first three *survival* grades), whereas in much of East Asia, governments focused on secondary and technical education, as needed in the *tiger* economies. UNICEF support was mainly in the government sector, combined with special targeting of resources for disparity reduction in access and quality for girls, and for children denied schooling. Additionally, many NGO initiatives in the non-formal sector were supported where the demand for primary schooling outstripped government capacity to provide schools, teaching/learning resources and teachers. Less attention was apparent in most country programmes to education in adolescence and early childhood development.

With the substantial policy shift beyond 1996 towards *rights* as distinct from *needs* as the framework for country programmes, it was apparent in UNICEF that EFA goals were not achievable without comprehensively addressing the inter-relatedness of all six *Jomtien Target Dimensions*: ECCD; primary school; learning achievement; adult literacy, adolescent life skills; and education for better living/ sustainable development.

Reflecting this shift, the 1999 *UNICEF* Board Paper: *Progress, Challenges and Future Strategies in Basic Education* addresses the inter-relatedness of education at all levels: survival, growth and development for 0-2; community-based, inclusive, inter-disciplinary early childhood care programmes preparing children for school and for life; *child-friendly* learning environments; *life-skills* and participation for all adolescents and not just those who remain in formal schools; and life-long education opportunities.

## (g) *An Emerging UNICEF Vision Beyond 2000*

UNICEF is addressing its priorities beyond 2000, in line with assumptions that education is the key to development, and that opportunities to influence the survival, growth and development of children are greatest during pregnancy, infancy and early childhood.

Early Childhood Care for Survival, Growth and Development (ECC-SGD) will be the UNICEF priority focus, followed by focus on strategies to address equity of access and completion of basic education of good quality (usually extending to the minimum age for work); and adolescent participation and life-skills for students in school and those not in school.

Within middle childhood and adolescence, cross-cutting issues are to be addressed in country programmes: girls' education; quality and relevance; planning, financing and managing education; HIV/AIDS prevention, control and care; programming in unstable environments; comprehensive attention to the inter-related components of child-friendly learning environments, and issues related to child protection and exploitation.

## (h) Early Childhood Care for Survival, Growth and Development (ECC-SGD)

Experience in nutrition and health programming has encouraged UNICEF to ensure that health, nutrition, psychosocial and early stimulation components of early childcare become more integrated. Efforts to work sectorally (e.g. through nutrition or through health *projects*) were frequently less effective than intended. A combined and carefully integrated *care* response to children's rights to survive, grow and develop must converge at the family and community levels, even if government ministries responsible for family and children's services remain sectoral and minimally coordinated. This is both an advocacy and programmatic challenge.

Governments in Asia that have been inclined to relegate responsibility for early childhood programmes to the private sector, must appreciate that the children who can most benefit from the socialization and stimulation of community care facilities are least likely to have that experience if their parents have to pay.

Added to a fundamental shift in the underlying assumptions of what constitutes *all-round care*, new computerized techniques and improved technology within disciplines such as paediatrics, nutrition, and developmental neurobiology reinforce the case for national investment in the nine months to three years period, when survival, growth and developmental outcomes are most critical, and neurological development is most malleable.

Verifiable permanent and irreversible consequences of neglect during this vital period before birth and during the first three years of life encouraged UNICEF to choose ECC-SGD as the first among its global priorities beyond 2000. This priority will undoubtedly enhance EFA efforts. It should become increasingly reflected in UNICEF country support programmes through staffing, resource allocations, strategies and activities.

## 2. Resource Allocations and Fund Raising

### (a) Sharing and Using UNICEF Funds

Expenditures as reflected in UNICEF Annual Reports from 1991 to 1998 for the countries of East Asia and the Pacific may or may not be typical of the situation in other Asian regions (South Asia, Central Asia). The present comments are thus limited to the largest and most populous UNICEF Region: East Asia and the Pacific. Furthermore, it is important to note that more than 80 per cent of UNICEF funds are used at the country level, with the remainder covering the cost of Headquarters and the Regional Offices.

For Asia, the Regional Office for South Asia (ROSA) in Kathmandu supports Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka. The Regional Office for East Asia and the Pacific (EAPRO) supports Cambodia, China, Democratic People's Republic of Korea, East Timor, Indonesia, Lao People's Democratic Republic, Malaysia, Mongolia, Myanmar, Pacific Islands, Papua New Guinea, Philippines, Thailand, Viet Nam, and is assisted by a fund-raising office in Singapore. The Regional Office in Geneva supports the former Soviet Countries of Central Asia and Eastern Europe (CEE/CIS).

Since 1991, there have been some interesting trends in UNICEF resource allocations. Support to basic education in East Asia and the Pacific accounted for about 14 per cent of total expenditures in 1991. In a climate of mid-decade general decrease of global resources for UNICEF, that percentage increased to 17 per cent in 1994, declined slightly in 1995 and 1996, and returned to 17 per cent in 1997 and 1998.

While these percentage increases are modest, and averaging masks substantial variability among the country offices in East Asia, there is a clear commitment to education programming. Furthermore, the combined expenditure of UNICEF regionally for basic education represents approximately 17-18 per cent of a combined regional expenditure ranging from $78 million to $100 million during the post-Jomtien period.

Less apparent is the *mix* of expenditures to various components of basic education. From Annual Reports, it is not feasible to analyse whether there has been an increased allocation to activities that promote *quality processes*, classroom based assessment, early childhood development, non-formal education etc. In aggregate, the bulk of spending has been directed to *primary education*, but within that broad category, it is not possible to discern any trend away from *supply* to other strategies that

might mirror shifts in global policy. Other sources indicate that many countries still prefer to use UNICEF's resources to support *supply* items.

### (b) Fund-Raising Activities

An increasing number of UNICEF offices such as Singapore and Thailand, and a large network of UNICEF National Committees in more affluent countries raise funds to support UNICEF activities. All countries actively promote the sale of UNICEF products (e.g. greeting cards, stationery, and gifts) as part of the global efforts to attract additional funding. Related fund-raising activities include donations to UNICEF from *Change for Good* airline partners, and donations from the Sheraton Hotel chain as an option on each patron's accommodation bill.

The EFA 2000 Assessment provides a valuable opportunity to review agency support to EFA efforts since Jomtien, but more importantly, will review what governments have done to further the intentions of Jomtien through initiatives and resource allocations. This will be particularly interesting because of the changes that have taken place in regions such as the former Soviet Republics of Central Asia. Further appraisal of the impact of the Asian economic crisis of 1997 on access, retention, quality and financing of basic education is also part of the EFA 2000 Assessment.

## 3. UNICEF Modalities and Achievements

### (a) Management Reform and Decentralization within UNICEF

Since the mid-decade, as part of a management reform and restructuring programme, UNICEF has further decentralized its operations to regional and country levels. Regional offices now have oversight responsibilities for the various Country Programme documents, for advising on programmatic thrusts, and for some budgetary, purchasing and personnel functions. UNICEF programmes are developed in cooperation with government and other partners at the country level, and with the support and oversight of the respective regional office.

There is a UNICEF office in most countries in the extended Asia-Pacific region. Fiji coordinates for the smaller Pacific Island Countries. In the larger countries such as India, Indonesia, Pakistan and Bangladesh, there are field offices to ensure closer links with provincial or state governments and to more readily implement and monitor programmes.

### (b) Country Programme Focus

Within education, in response to global policy shifts as outlined, there has also been a trend for country programmes to include a range of strategies at national level, in combination with innovative trials of integrated strategies within a specific district or sub-district, so as to monitor processes and impact more closely.

The intention of the latter approach is not to evolve UNICEF into an exclusively field-oriented implementing agency but to encourage larger donors and / or governments to adopt those approaches that are promising but require more substantial funding.

### (c) Towards Child Friendly Learning Environments

Innovative, UNICEF supported activities are ongoing in every country programme, but for purposes of illustration, one large-scale example and its legacies may be of interest.

From a modest start in grade one in parts of Madhya Pradesh in India in 1994, a number of UNICEF supported programmes evolved to encourage teachers to use more activity-based methods for teaching children in the early primary grades. Using a variety of low-cost / no-cost materials / activities (such as cloth pocket-boards, cards, bamboo, slates, blackboards around the walls, songs, dances, plays and local events), teachers were encouraged to have fun, and convey their love of learning and fun to the young children in their classes. The core elements have been incorporated into the strategic approach used in the large World Bank District Primary Education Project (DPEP).

From a different philosophical approach, the *multiple ways of thinking and learning* underpinning the IDEAL Project in Bangladesh also aim to make schooling life-relevant, effective and fun.

In East Asia, there are numerous *child-friendly* strategies currently receiving UNICEF support. These include the child-rights movement in the Philippines; the CHILD project and the child-friendly schools projects in Thailand, the community-based ECC programme in Lao People's Democratic Republic, and bilingual education programmes in several countries with large ethnic minority populations.

The ideas underlying these approaches have been widely discussed and publicized within UNICEF. Variations operate throughout Asia. Approaches have been variously described as *teacher empowerment*, *joyful learning*, and *child-friendly*.

The intention of these approaches has been featured as a key component of the UNICEF 1999 Future Strategies and are included among initiatives documented in the 1999 UNICEF publication State of the World's Children (a special issue on education).

### (d) Working with New Regional, National, Sub-National and Community Partners

Consistent with rights-based programming, efforts to ensure that all children have access to basic education of good quality have necessitated learning to work with new partners at community, sub-national, national and regional levels.

Implementing dimensions of the expanded vision has involved new partners to explore new approaches. Consistent with UN global policy, more interaction is apparent in UNICEF supported programmes, and in cooperation at the country level to prepare Common Country Assessments, combine within a UN Development Assistance Framework, and work together on major sectoral and inter-sectoral activities.

Closer UNICEF cooperation is emerging with the regional bodies ASEAN and SAARC. In 1999, the first phase of an ASEAN Early Childhood Project took place in Singapore, with technical and financial support from UNICEF. A large regional gathering on children and youth with disabilities in 1999 will continue to build on an expanded network of partners.

### (e) Cooperation in EFA Activities

Cooperative EFA activities within the EFA Forum have accelerated since 1998, with the establishment of the combined interagency Global Technical Advisory Group (GTAG). The GTAG developed the EFA 2000 Assessment General Guidelines and the EFA 2000 Assessment Technical Guidelines that countries are using for the 2000 EFA Assessment.

This interagency mechanism has been mirrored at the regional and country levels, where UNICEF has played an active role in helping national EFA Teams prepare Country Reports, collate sub-national, disaggregated data for the 18 *Core Indicators*, and in funding various associated studies, workshops and reports.

EFA activities in Asia operate in partnership with the various UN agencies, the World Bank, the Asia Development Bank, the large bilateral donors, and international and national NGOs.

UNICEF has cooperated with UNESCO in a variety of specific activities. One of these, the Monitoring Learning Achievement Project (MLA) has been a cooperative activity since 1993 and has now enhanced national capacity to undertake assessments of children's learning achievement in more than 40 countries globally. Although MLA and the EFA 2000 Assessment have been excellent examples of interagency cooperation, more NGO and bilateral participation should have been encouraged in every aspect of the EFA 2000 Assessment. Agencies and governments have dominated.

### (f) Life-Relevant Education for Adolescents: Education Beyond the Primary Cycle

The benefits of education for adolescent girls are well illustrated in World Education: 1995 (UNESCO, 1995, p. 27). A series of box-plots showing the relationships among 'number of years of education' and: *age of first marriage; number of children*; and *desired family size* convincingly demonstrate the impact of education being most noticeable for girls who have continued beyond the primary cycle. They marry later, and have fewer children.

Asian countries facing population pressures are realizing the value of investing in girls' education. Most have enacted legislation to *shift-the-goalposts* to at least seven or eight years mandatory basic education cycle, so that there is consistency between compulsory schooling and minimum age for employment and marriage. Health and life-style issues and preparation for meaningful employment are also gaining greater attention.

UNICEF advocacy and programmatic efforts aim to convince decision makers that national development is directly linked to a comprehensively educated work force, and that life-relevant and employment-relevant education beyond the primary cycle is a necessary and effective investment of national resources.

## 4. Future Challenges and Follow-Up Actions

### (a) *Early Childhood Care for Development: Getting All Children Ready for School and Ready for Life*

To promote national unity and national solidarity, policies often insist on school instruction in the national language. As a consequence, many children's initial experience of school is one of bewilderment in an environment that is strange, using an instructional language that is not familiar to them. They cannot follow what is going on and do not understand what is expected of them. Furthermore, they may have little exposure at home to books and writing and may not even be in good health. No one may have even checked whether new entrants can see or hear well, whether they are well nourished and what backgrounds they come from. Many drop out and some even repeat. All children coming into a school that uses a different language from their mother-tongue are very likely to be *victims of the system*.

The CRC clearly articulates children's rights relating to language, religion and culture, and there is ample experience to guide schools in using the mother-tongue, especially in the early grades. The EFA 2000 Assessment highlights the continuing high levels of repetition, minimal learning and drop-out of children in the early grades when children have not been adequately prepared for school, and the school has not prepared for the children who enrol. Education in a national language that provides some token access to the mother-tongue is clearly not working as a solution to effectively educating children from ethnic minorities.

Perhaps it is timely to further develop approaches that foster fluency in both mother-tongue and the national language among children during infancy and early childhood - a period when children can readily learn to understand and speak fluently in at least two languages.

Children entering school who are fluent and confident in conversing in both the mother-tongue and the language of instruction are much less likely to be forced to repeat or drop-out from school. With community support, the poems, stories, music, art, crafts, traditions and culture of ethnic minorities can and should be fostered and cherished, without compromising children's education in a national or majority language.

From neurobiological evidence, the 'fluently bilingual toddler' will also be better equipped to learn an international language at school. For Asia, this prospect merits serious attention, as children of the future become increasingly *global citizens* whose work and lives will necessarily involve travel. International travel means interactions that benefit from understanding and using different languages, and understanding and respecting different cultures and traditions.

Modalities and strategies are being developed in a number of Asian countries with the active support of UNICEF. It is essential that these experimental trials are carefully documented and the children traced longitudinally into school and adolescence. Early childhood bilingualism is being promoted by UNICEF East Asia. UNICEF is also actively encouraging family-focused, community-based, inclusive programmes for all children operating in ways that combine the best practices of health, nutrition and early stimulation. Without all components converging at the family and community levels, sectoral programmes remain incomplete.

## (b) Universal Basic Education: Getting All Children Into School and Staying There

Many children remain excluded from schooling in Asia. They all have a right to be in school and to stay there to learn something life-relevant every day. UNICEF is encouraging communities to track and trace all children throughout infancy and early childhood and to ensure that all are known to the authorities (including those with special needs whose local school may need to do some preparatory planning: e.g. for children with a physical or mobility disability), and also ensure that all children enrol at the official entry-age.

As more children complete primary schooling, and more continue until at least the minimum legal age for work, there are special challenges to retain children previously excluded because of disability, work, civil war, inability to provide documentation of identity, isolation, discrimination, family child-care responsibilities, chronic illness, and other circumstances that prevent their attending school. In addition, many children are effectively *pushed out*.

For all children, especially those with any kind of disability, the challenge continues to ensure that a meaningful education is available in the least restrictive environment, with parents as full partners in the plans for education and other social services. This can evolve best when all places of learning adopt a policy of *inclusion*, starting from community care for infants and toddlers, and extending throughout schooling and higher education.

When inclusion is effectively managed in infancy and early childhood care programmes, benefits accrue for children who are not disabled as well as for their non-disabled peers. Labels and *categories* give way to a focus on the competence and uniqueness of individuals, such that inclusive schools become a catalyst for inclusive communities.

The more severe a child's impairment, the earlier this can be detected, and the more critical it becomes to have professional support services to minimize potentially handicapping consequences. This is a special challenge in Asia, where too many children are condemned to compromised lives because of failures to act early and comprehensively.

The escalating toll attributable to the spread of HIV/AIDS is most devastating for children. In Asia, poverty, stereotypic role models, commercial exploitation and lack of awareness combine to perpetuate behavioural practices that foster the spread of HIV.

Not only are there daunting health promotion challenges related to educating adults and children, but there are escalating pressures on families and communities affected by HIV/AIDS to care for *AIDS orphans*. The challenges go beyond prevention to care for those infected and those affected by HIV/AIDS.

The intolerable situation of millions of working children in Asia who are deprived of childhood and schooling rights is under increasing scrutiny. While legislative sanctions against child labour and child marriages exist in Asia, enforcement is variable. Added to this have been ambiguities about the best interests of children who have completed the primary cycle, yet are below the legal age for paid employment or marriage.

In traditional contexts of patriarchy and corruption, exploitation often continues unchallenged. Until legislative and law enforcement anomalies and the underlying causes are comprehensively addressed, child labour, exploitation and child marriages will continue.

## (c) Addressing Quality Issues: Teaching; Environment; Learners; Content

It is of little value to have enrolment drives, community tracking and tracing strategies, school food programmes, secondary scholarship and stipend schemes, and other incentives to encourage children to enroll in school, attend regularly and continue into adolescence, if the quality of the school and instruction are poor. Conversely, there are examples throughout Asia of poorly equipped schools that have inspired teachers and active learning situations.

Attention to quality of learners, quality of content, quality of learning materials, quality of the learning environment and quality of teaching are fundamental to efforts to achieve EFA.

Children learn better when they are well nourished, well rested, free of parasitic or other infections, fully immunized and generally well cared for. Schools must also be healthy places that promote healthy habits in healthy environments. Basics such as water, toilets, lighting, heating and play areas

are conspicuously deficient in too many schools in the region. By encouraging communities and systems to seriously address the components of 'child friendly learning environments', UNICEF hopes to influence each school to plan its own progress towards becoming a place where children love to learn and learn to love.

Conscientious teachers may be alert to signs and symptoms of illness, unhappiness, or any other circumstance that hinders effective participation and active learning but many Asian schools still focus more on content than children. This will change only if those who have responsibility for professional preparation and support of teachers use methods that they want their teachers to emulate.

Many pre-service education instructors are men who have never taught in a primary school. They resort to lecture/examination methods, do not use participatory strategies with their students, and serve as poor models for trainees, who enter their careers knowing only teacher-centred methodologies. Additionally, a satisfactory career structure in primary teaching, and opportunities and incentives for further academic and professional studies have yet to emerge.

Compounding this serious situation are several realities in much of the region. There are very large numbers of untrained teachers in many rural areas. There is an acute shortage of trained women teachers to serve as role models who encourage girls to enrol and continue their schooling beyond the primary cycle. There are industrial and administrative impediments to employing talented, committed, local young people who are excellent when they interact with children but may not have the necessary academic or professional qualifications to be formally accredited as *teachers*.

Since Jomtien, UNICEF has supported many successful NGO programmes with the active endorsement of governments. Well managed NGO programmes have shown that minimally educated people can be trained and supported to become very effective teachers, but they need initial intensive training, regular refresher training and professional interactions, and regular in-classroom support and supervision, within clearly structured guidelines. Within exemplary non-formal and community-managed programmes, class sizes are restricted (e.g. to a maximum of 30 students), and teachers are held accountable for attendance and progress of children. There are important lessons from this rich experience for government training approaches.

There is also a wealth of experience within Asia concerning strategies to encourage teachers to interact professionally on a regular basis, and strategies to provide some form of regular professional support to practising teachers. Examples of cluster schools, multigrade networks, national/regional/school-based in-service workshops have been actively supported by UNICEF in almost every country. The challenge remains to make good practices become the norm rather than the exception.

Children's learning has been traditionally assessed through end-of-year and end-of-cycle examinations, but increasingly through end-of-cycle assessments of functional literacy, numeracy and life skills (e.g. *Assessment of Basic Competencies*: ABC studies; baseline studies of functional literacy/numeracy/ life skills); and continuous assessment.

This dimension of the Jomtien *Expanded Vision* was not addressed in the Amman Meeting in 1996, and has not been reflected in many UNICEF education programmes.

National surveys of learning achievement in South Asia around 1993-1996 demonstrated that many children have mastered very little despite four or more years of sitting in classrooms. Most Asian countries have undertaken *learning achievement* studies in 1998/99 for Year 2000 EFA Reporting (Indicator 15). From these data, it will be important to examine trends over time, variability within countries, and instructional effectiveness.

Identifying which children have not mastered particular competencies needs to be a daily task of all teachers, not one that waits for annual examinations nor end-of-primary-cycle studies. Continuous assessments must point to remedial measures for delayed or absent children, enrichment activities for 'faster' children, and daily adjustments to pacing, teaching strategies and materials. Clearly, strategies to encourage and reinforce regular classroom-level monitoring remain a major challenge and UNICEF is supporting initiatives in this direction.

### (d) Expanding and Equitable Access to Information Technologies

Extensive use of computer-assisted and computer-managed instruction is a feature of most international and selective private elementary and secondary schools. Increasingly, in the *tigers of Asia*, computer-based technologies feature in the best government schools to ensure international competitiveness.

Asia is at the cutting edge of world-leading computer technologies, and governments have developed affirmative policies to encourage the evolution of a strong and highly competitive computer industry.

However, in this region of contrasts, many schools lack buildings, toilets, furniture and functional blackboards. There are parts of the region without electricity. Millions of people struggle to find sufficient daily food, water, heating/cooking fuels. Climatic extremes can ruin sensitive equipment without special protection measures. In the Asian context, information technologies may take some time to appear as a regular part of the teaching/learning facilities in primary schools that cater to poorer children.

For exactly these reasons, UNICEF is supporting experimentation and investment in instructional technologies to reduce rather than widen the gaps in facilities and programmes and development in general for children from poorer communities. There is great, untapped potential in Asia to adapt the way schools function to serve children.

The trend is clear. As computer, radio and TV usage become more widespread, as the hardware and software become cheaper to purchase and easier to operate, and as children become more familiar with mass media and information technologies, Asia must accelerate its attention to visions of the *third channel* that were anticipated at Jomtien, as part of Dimension Six of the Expanded Vision. UNICEF investments in this area are expanding.

## (e) Addressing Quality of Data Issues within the Expanded Vision of EFA

Allied to the shift in UNICEF programmatic focus to identify and educate all children has been increased concern about the poor quality of information available to identify those children whose right to basic education remains unrealized.

A large number of national, regional and global meetings between 1990 and 1996 required countries to report progress towards EFA goals. In hindsight, most countries were not in any position to report collated, comprehensively analysed, annual figures.

In response to frequent reporting pressures, the practice of submitting estimates became so entrenched that no country would feel comfortable to report figures that did not show *progress* since the last reporting obligation. This practice was fostered by the annual reporting expectations of the EFA partners that required only national-level data.

Gender-disaggregated single figures to represent status on derived indicators such as NER, GER and adult literacy, consistent with annual reporting requirements on education statistics to UNESCO, are reported in global documents such as: UNESCO's World Education Report; and UNICEF's Progress of Nations and State of the World's Children.

Taking the example of South Asia, the serious consequences of these reporting practices were highlighted at the Amman meeting (June 1996) and the SAARC Ministerial Meeting (Rawalpindi, August 1996), where inaccurate, inconsistent or inflated figures for primary school enrolments in South Asia (Table 1) underpinned conclusions about the status of children's access to primary schooling.

Table 1 *Net Enrolment Ratio: A Comparison of Some Official Figures for South Asia UNESCO (Amman, June, 1996); SAARC (August, 1996); MICS 1995/96*

| | Amman UNESCO June 1996 | | Rawalpindi SAARC August 1996 | | Multiple Indicator Cluster Surveys 1995 or 1996 | |
|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls |
| Bangladesh | 89 | 78 | 82 | 82 | 82 | 81 |
| Bhutan | 57 | 15 | 58 | 47 | | |
| India | 98 | 76 | 98 | 76 | | |
| Maldives | – | – | 100 | 100 | | |
| Nepal | 80 | 46 | 81 | 62 | 80 | 60 |
| Pakistan | 36 | 25 | 71 | 46 | 71 | 62 |
| Sri Lanka | 100 | 100 | 100 | 100 | – | – |

Most of these estimates are questionable, some are inconsistent, and there is a danger that Year 2000 comparisons may be made with these figures. One clear challenge for the EFA 2000 Assessment and future reporting stems from the limited value of depicting high population states/provinces/regions by a single figure, when variability within each country is known to be much greater than variability between countries. Disparity reduction strategies and efforts to *reach-the-unreached* depend very much on improved information.

In support of the need for better data and improved presentation of sub-national data, UNICEF has a substantial and ongoing investment in *Child Info*, an expanding data-base with in-built mapping and charting tools, that is currently being used extensively in South Asia, East Asia and West and Central Africa.

To encourage sub-national and disaggregated data to be collected, analysed and presented as a basis for decision making and resource allocations, geo-coded district boundary files have been completed for every South Asian country, and for most of East Asia and Central Asia. These boundary files and in-built mapping and charting software are accessible from the *Child Info* database on CD-ROM. *Child Info* is being developed for internet access.

End-of-decade reporting obligations (e.g. SAARC Summit; ASEAN Ministerial Consultation; EFA 2000; Year 2000 Revised Regional Atlas; WSC 2001; Country Situation Analyses) provide fresh opportunities to map the situation of children and women in Asia on key indicators at sub-national levels, preferably down to *District* level.

This is planned for *derived* EFA indicators. EFA 2000 Assessment: Technical Guidelines provide templates for calculation of the *18 core Indicators* and encourage countries to align this work with regular reporting to UNESCO Statistics, based on aggregations of data from sub-national administrative units.

As countries accelerate efforts to improve their data collection, reporting, presentation and use, *Child Info* is a valuable tool to encourage countries to use data for better targeting of programmes and resources.

As an example of the power of sub-national mapping, the following maps prepared from data collated for the EFA 2000 Assessment by Nepal show not only the gender disparity that continues to challenges EFA efforts, but also the substantial within-country disparities that must be more carefully addressed.

Maps 1 and 2 *Primary School Net Enrolment Ratio: Nepal EFA 1999*



# EFA 2000

Primary School Net Enrolment Ratio

## Nepal

**Male**
<60%
60 to 70
71 to 80
>80
No Data

**Female**
<60%
60 to 70
71 to 80
>80
No Data
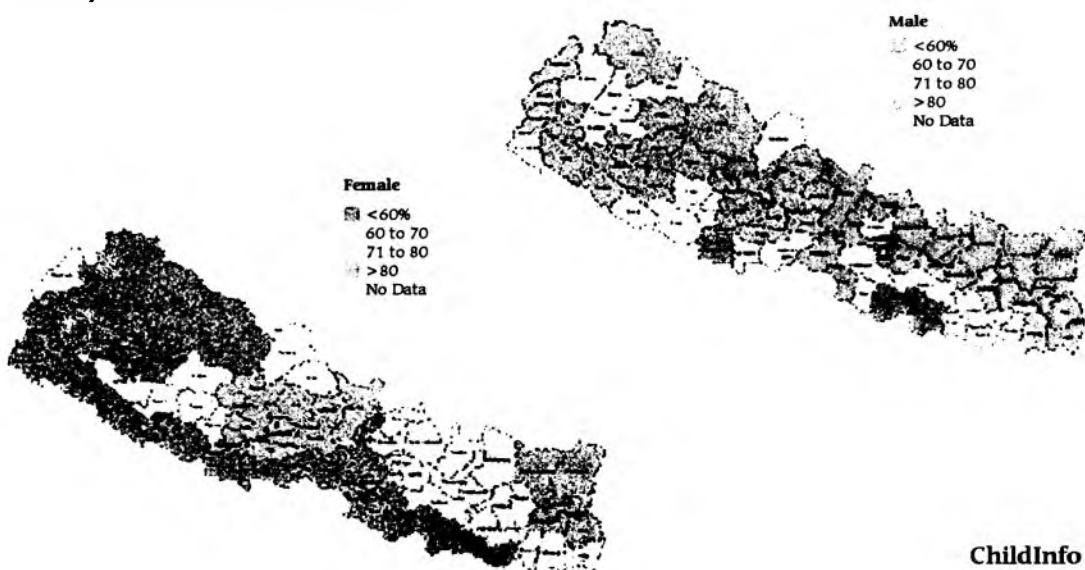
ChildInfo

## (f) Partnerships for Education: Learning from the EFA 2000 Assessment Process

One of the most disappointing features of the EFA 2000 Assessment process has been the exclusion by national EFA mechanisms in many countries of the bilateral, NGO and other sectors, despite their central roles in the EFA work since Jomtien. Although EFA guidelines encourage active participation of the non-government sector, national EFA mechanisms have largely been government people with UN agency representatives.

The agencies, including UNICEF, must accept responsibility for not having insisted at the regional and global levels that the voice of parents, communities and non-government partners in education be always heard. As a direct result of this exclusion in the EFA 2000 Assessment process, many EFA Country Reports contain unchallenged sub-national data and questionable analyses of major influences and remaining challenges. At a time when partnerships are fundamental to UNICEF work at all levels, the EFA process has demonstrated the gap between rhetoric and practice.

Agency/government partnerships alone are unable to address the rights of all children. It is increasingly clear that children's rights are best promoted when civil society has an active role in policy, planning, implementation and evaluation of education. This is a vital lesson that must be addressed in future EFA efforts and in UNICEF supported programmes.

As decentralization trends continue throughout the region, and authority, responsibility and resources become increasingly devolved, there will be further opportunities for UNICEF to build on its experience at the field level and develop new partnerships to ensure the realization of all children's rights to basic education and other services.

## (g) Education for Peace, Interdependence and Preservation of Cultural Identity

Ethnic tensions within countries and border disputes within regions have been alarming features of Asia during the decade. Conflicts have received enormous media coverage and the cost to nations and the global community has been shocking. Under the guise of nationalism, atrocities have taken place on a scale that reminds us that literacy alone is not education.

Considering the *four pillars* of the 1996 Delors Report, systems of education have yet to grasp the interrelatedness of *learning to do; learning to know; learning to be; learning to live together;* and what UNICEF adds: *learning to transform oneself and one's society.*

There is probably no greater challenge to the global community than education for peace and sustainable development – aspirations articulated within *Dimension Six* of the Jomtien *Expanded Vision.* Yet, within Asia, there is still much attention needed for issues related to the rights of cultural and ethnic minorities.

This area is of particular interest to UNICEF in its efforts to ensure the realization of all children to life-relevant, culturally consonant education, while preparing all children through formal education to be able to interact as interdependent citizens of a global community.

# G. United Nations Population Fund (UNFPA)

## 1. Introduction

When the Education for All (EFA) was launched in Jomtien, Thailand, in March 1990, UNFPA had already been supporting education in Asia and the Pacific for more than two decades. Since the late 1960s when it was first introduced in some countries in Asia, such as China, India, Sri Lanka, Malaysia, the Philippines, and Thailand, population education was a major area in UNFPA's programme of assistance for many countries. The number of countries that implemented population education with UNFPA support had grown from 8 in 1981 to 21 countries during the first half of 1995. The number of projects had also multiplied significantly from 8 in 1981 to 25 projects during the first half of 1995.

For two decades, population education was introduced mainly in the formal school system. Although population education for out-of-school youth was mentioned in educational plans and programmes,

there were few projects in Asia that were supported. The major concern, in the early years, was to focus on *captive audiences* such as in-school youths, particularly girls, before they dropped out of school due to poverty or for other reasons. This did not mean that out-of-school youths did not matter.

In the primary school, population education was introduced in subjects such as social studies, science, civics, history, geography and environment. In the secondary school, it was integrated in subjects such as mathematics, history, civics, geography, social studies, language and science. In the university and teacher training colleges, population education was taught as a separate course. In some instances, it was also introduced in kindergarten through health activities, games and songs. In Viet Nam in the early 1990s, it was introduced in kindergarten through a project on parent education.

Interestingly, the messages of population education evolved in clusters, addressing the concerns of each decade. In the 1970s, for example, population education focused on messages such as population growth, demography, historical and socio-cultural aspects of population, values and traditions, and quality of life. In the 1980s, the focus of messages shifted to family size, family welfare, family life education, delayed marriage, responsible parenthood, and population and development. And, in the 1990s, particularly after September 1994, the messages of population education addressed the concerns of EFA and the International Conference on Population and Development (1992) (ICPD), such as girl-child education, reproductive health, gender equity, women empowerment, adolescent health, human sexuality, and population and development.

However, from 1995 onward, the number of population education projects understood in the traditional way (in the 1970s, 1980s and early part of the 1990s) has declined sharply to five in East and South-east Asia. During this period, only Cambodia, China, Lao People's Democratic Republic, the Philippines and Viet Nam implemented population education. The reason was partly due to a shift of priority and focus of donors and their availability of resources. Furthermore, it was perceived that there is qualified impact of the educational programme on the sexual behaviour of adolescents and young adults. This development led to a rethinking of population education and the search for new mechanisms to address education and youth concerns, particularly in the years immediately following ICPD.

## 2. Projects and Activities to Support EFA

The importance of population education continues to be recognized. But while there is agreement that population education is still needed, population education in schools needed to be re-oriented to address reproductive health, including sexual health, and socio-psychological issues. On the other hand, it is also recognized that using the school system to channel messages to adolescents on very sensitive, sexual topics might pose difficulties. To solve this problem, alternative ways of conveying the information to adolescents through education are being sought. Notable among these was inviting NGOs to provide reproductive health (RH) education, counseling and services outside of the school system. (CST Report, October 1998)

Population education for out-of-school youths (which has not received adequate attention in the past) also needed to be accorded greater emphasis, particularly for the vulnerable groups whose reproductive lifestyles have been affected due to significant socio-economic change, media exposure, globalization and cross-country migrations. Modalities for doing this included education and the provision of vocational training and opportunities for income-generation activities.

During the second half of the 1990s, population education started taking different forms and orientation inspired mainly by the concerns articulated in the ICPD Programme of Action (ICPD-POA). Instead of focusing on the traditional target groups such as in-school youths, pilot projects were developed and implemented for out-of-school youths focusing on the promotion of responsible and healthy reproductive and sexual behaviour, and on the provision of appropriate services and counseling specifically suitable for that age group. The aim was to substantially reduce adolescent pregnancies.

Even in countries that still have population education in schools in 1999, such as Lao People's Democratic Republic and Viet Nam, their ongoing population education projects have been re-conceptualized and re-oriented along ICPD-POA lines.

Instead of using the traditional formal educational system as the channel for interventions, the focus has gradually shifted to the use of informal means of education and of mechanisms of implementation, such as through NGOs. NGOs are perceived as being more flexible and innovative in their approaches

in reaching the youth with messages on reproductive health education. A key consideration in this new approach is the concern over the effectiveness issue of information dissemination alone, on the one hand, versus the linkage between the provision of information/education and provision of RH services appropriate to the youth, on the other.

Most projects, developed and approved after September 1994, support education along the concerns of ICPD-POA that, in turn, reflected the goals of EFA (See Box).

## Excerpts (paragraph 8) from the Jomtien Framework of Action to Meet Basic Learning Needs

1. Universal access to and completion of primary education (or whatever higher level of education is considered as *basic*) by the year 2000.

2. Expansion of provision of basic education and training in other essential skills required by youth and adults, with programme effectiveness assessed in terms of behavioural changes and impact on health, employment and productivity.

3. Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development made available through all education channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioural change.

These projects involve the promotion of girl-child education, reduction in teenage pregnancy, STDs and HIV/AIDS prevention education, promotion of gender equity and male involvement in RH, violence-against-women prevention education, and reproductive rights education. They target adolescents and young adults, women, and men, particularly those living under vulnerable circumstances. Some of these projects have components that addressed the upgrading of knowledge and skills, income generation and productivity, especially for youth and women. These projects can be grouped under three headings:

## (a) Youth projects

- Cambodia – 7 projects[4] under the EC/UNFPA RH Initiative for ARH;

- China – CPR/98/P01 Pilot project on Sexual and RH information and Services for Youth;

- Philippines – 16 regional projects and 3 NGO projects[5] under the Commission on Population's PHI/95/P09 – *Strengthening the Policy Planning, Co-ordination and Monitoring of the Adolescent*

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[4] The projects are executed by the following international NGOs with local NGOs as counterparts: Health Unlimited RAS/98/P10 – *Media Education to Improve Adolescent Sexual & RH in Cambodia*); CARE Deutschland (RAS/98/P11 – *Promoting RH Practices among Working Adolescents & Young Adults in Cambodia*); IPPF (RAS/98/P12 – *Adolescent RH in Cambodia*); SCF-UK (RAS/98/P13 – *RH for Marginalized Youth in Phnom Penh and Kratie Province*); PSF (RAS/98/P14 – *RH for Vulnerable Children and Youth in Cambodia*); International HIV/AIDS Alliance (RAS/98/P15 – *Reducing the Vulnerability of Young Cambodians to HIV/STDs through Local NGO Sector Mobilization and Strengthening*); SCF-UK (RAS/98/P16 – *Umbrella Project*); and Memisa Medicus Mundi (RAS/98/P18 – *Promotion of RH in Kampot Province for Youth, 12-25 Years Old*). The major focus of interventions is on RH education and STD and HIV/AIDS education and prevention.

[5] The 19 projects on youth are 1) Strengthening & Mobilizing the Youth Using Development Theatre & Fold Media; 2) Mobilizing Adolescents for Health & Development through Creative Media in Zamboanaga; 3) Centre for Youth Development; 4) XYZ for the young Pinoy Woman: A Media Campaign for the Protection & Empowerment of YoungWomen; 5) Occidental Mindoro Youth Development project; 6) Masbate Youth Development for a Clean and Healthy Environment; 7) AGENTS as Implementer of AHYDP; 8) Mobilizing Youth for Population and Sustainable Development Objectives; 9) Capacity-building for Mothers and Youth Organization; 10) Integrated Youth Development & Enhancement Programme; 11) Capacity-building of Colleges & Universities in Metro Manila on Adolescent Health, Sexuality and Development; 12) An Urban-based Male Involvement in RH; a Pilot Project; 13) Mobilizing Youth Leaders in Adolescent Health and Youth Development Programme; 14) Towards the Strengthening of the Adolescent Health and Youth Development Programme at the LGU Level: A Pilot Project; 15) Counseling-on-Air Radio Programme; 16) Youth Network for the Delivery of ARH Programme & Services; 17) Project FAMILY A; 18) Development and Family Life Education for the Youth; 19) Unlad Kabataan Programme

*Health and Youth Development Programme,* OutReach's Public Service Media Campaign on Reproductive Health; the Foundation for Adolescent Development's PHI/95/P09 – *Capability building of College and Universities in Metro Manila on Adolescent Health, Sexuality and Development* and PHI/98/P07;

*The Teens Healthquarters Model for ARH;* PHI/96/P12 – *Strengthening and Revitalizing the Population Education Programme;* and PHI/96/P22-01 – *Adolescent RH Programme of Nueva Vizcaya – A Component of the FP/PH Programme of the Province;*

- Indonesia - Indonesia Planned parenthood Association's INS/99/P03 – *ARH Education-Counseling and Services for High School & University Students;*

- LAO People's Democratic Republic – Ministry of Education's LAO/95/P01 – *Integration of Population Education in Formal and Non-Formal Education* and LAO/97/P04 – *Promoting RH and Sexual Health Education through Formal and Non-Formal System;* 6 ARH projects under the EC/ UNFPA RH Initiatives;

- Malaysia – Federation of FP Associations of Malaysia's *Promoting ARH and Healthy Living;* and

- Viet Nam – Youth Union's *Support to the Improvement of ARH;* Ministry of Education and Training's VIE/97/P13 – *Support to National Education and Training Programme on RH and Population/ Development;* 9 ARH projects under the EC/UNFPA RH Initiatives.

## (b) Women empowerment projects

- China – CPR/98/P02 – *Women Empowerment through Improved RH and Development of Micro-Enterprises;*

- Lao People's Democratic Republic – LAO/97/P02 – *Promoting RH through the Lao Women Network;* and

- Philippines – PHI/94/P04 – *Creating Gender, Population and Women's RH Awareness through Media;* PHI/95/P11 – *Women-centred and Participatory Research and Development for Women's Health: A Women's Consortium Project;* PHI/96/P06 – *Legislative Advocacy Strategy Towards Mobilizing Support for the Women's Health;* and PHI/96/P13 – *Policy Development and Advocacy for Women's Health, Population and Development.*

## (c) Advocacy projects on girl education and male participation in RH

- China – CPR/98/P03 – *RH Advocacy in support of RH Services, Promotion of the Value of the Girl Child and Women, and Male Involvement in All aspects of RH;*

- The Philippines - Population Services Pilipinas Inc's PHI/98/P07 – *Male Call – Towards a Working Model on Involving Men in Sexual Health and RH Concerns* and PHI/94/P05-P07 – *A Demonstration Project on Men's RH in a Peri-urban Setting;*

- Indonesia – BKKBN's *Male Friendly FP/RH Services* package integrated into the INS/97/P01 – *Quality of Care;* and

- Lao People's Democratic Republic – State Planning Committee of the Department of Planning's LAO/97/P05 – *Promotion of Girl's Education.*

## 3. Lessons Learned

(a) *Since human development is a slow process, continued and consistent support for at least two programme cycles will ensure measurable impact on EFA. Investment in basic education will have an impact on a long-term basis.*

It is too early to assess UNFPA's support to the Education for All in Asia. It will take decades to achieve the goals of EFA as investment in basic education only has an impact on a long-term

basis. The effect of the shift in orientation after ICPD on the EFA goals will take more years to realize. Five years will only give partial indications of success. There is also a need to develop indicators to measure the impact objectively.

(b) A unifying theme that guides the development and implementation of projects could have improved support to and impact on EFA.

During the first four years of the 1990s, support to the EFA in Asia was not clearly evident, even though there were 25 projects in population education in 21 countries in Asia and the Pacific. However, within the five years since ICPD, there were varying levels of response from each of the countries in East and South-East Asia. Some of these responses were ad hoc mainly due to the fact that the new shift in orientation brought about by the ICPD occurred in the middle of several Country Programmes' implementation. Others were coincidental. There was no unifying theme that guided the development and implementation of projects in support of EFA.

(c) Countries in East and South-East Asia could have benefited from a focused strategic plan of action and technical guidance on the implementation of a package of interventions in support of EFA.

The absence of clear and coherent guidelines on how to support EFA at country level somehow generally constrained the provision of a more focused and systematic support, including adequate allocation of funds and mobilization of resources. As can be seen from the projects in the different countries in East and South-East Asia, there was no overall strategic plan for a comprehensive support to EFA in Asia. Given scarce resources in the last five years, the countries in East and South-East Asia could have benefited from a focused strategic plan of action and technical guidance on the implementation of a package of interventions in support of EFA.

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## H. United Nations High Commissioner for Refugees (UNHCR)

## 1. Background information

Refugees in Thailand do not automatically benefit from any economic, social and cultural rights since they have no formal status in the country. This results from the fact that Thailand is not a signatory to any of the refugee instruments such as the 1951 Convention relating to the Status of Refugees and there is no established national legislation concerning the treatment of refugees in the country. Refugees wishing to study are, as a result, hampered by the fact that legal status in Thailand is a pre-requisite for admission to a study programme in any educational facilities. Although Thailand is a party to the Convention on the Rights of the Child, it made some reservations in regard to Articles 7 and 22, which deal with birth registration, nationality of children and special protection to be granted to refugee children and asylum seekers.

These legal constraints are the main obstacles to the development of any educational programmes benefiting all the refugees residing in Thailand. However, some practical arrangements have been made in the past and the Ministry of Interior condones primary education for the refugee camps located in Thailand. In Bangkok, a very modest educational programme is implemented.

## 2. Type and scope of assistance

For the past ten years, UNHCR has supported primary education in the camps for the Indo-Chinese refugees. Schools were established for school-age children to attend classes. In Cambodian refugee camps, for example, UNHCR liaised with UNICEF to obtain textbooks used in Cambodia in order for the children to follow the standard courses implemented in Cambodia and not to lose school years while in exile. It was also intended to facilitate their reintegration when the time came for them to be able to return to their home country.

Along the Thai-Myanmar border, primary education (from kindergarten to Level 9) is provided at schools run by refugees themselves, with minimal support from international NGOs. Given the fact that UNHCR became involved in this border only in June 1998 at the request of the Royal Thai Government (RTG) and that its role is mainly protection-oriented, UNHCR does not directly support the education programmes that have been implemented by international NGOs for more than ten years. Its main role is to monitor and ensure that all refugee children have equal access to schools and that no disparities occur between the different ethnic groups residing in the same camp.

In Bangkok, the refugees registered with UNHCR benefit from a limited educational programme run by refugees themselves. These educational programmes are financially supported by UNHCR. An agreement with two academic institutions allows refugees to follow vocational training courses including business administration, mechanics, hairdressing, dressmaking and secretarial skills.

## 3. Modality, partners and sustainability

In Thailand, refugees are provided temporary asylum until UNHCR finds durable solutions (either to return to their home country or to be resettled in a third country) The education programmes established in camps by refugees are supported either by UNHCR or by international NGOs. Given that the resettlement opportunity has become increasingly limited, the purpose of such programmes is to enable these children to continue their education during the period of exile and to ease reintegration in the curriculum upon return to their home countries.

## 4. Major achievements, problems encountered and lessons learned

As stated before, the fact that refugees/asylum seekers have no formal legal status in Thailand impacts on the treatment of these persons, in particular, access to education. Educational programmes therefore have to be developed in refugee camps with the self-help of the refugees. The main problems encountered in the refugee schools include the shortage of textbooks; classes mixed with different age groups of children, high drop-out rates especially at the middle and high school level, insufficient training of the teachers and absenteeism. Moreover, the multiplicity of languages spoken in the refugee community has placed a heavy burden on the children in the lowest grades (they have to learn the mother tongue, the language of the country of origin and of asylum, English and sometimes other languages such as Arabic).

The major achievement is that the children are able to continue their education and do not lose school years due to the events that led to their exile. Refugees are often highly motivated to organize the schools themselves and place a very high value on education, making major sacrifices in order that their children can attend schools. Along the Thai-Myanmar border the rate of enrolment is estimated at 40 per cent, which is reported to be higher than that in Myanmar. Children in refugee camps often have the opportunity to attend schools, an opportunity that might not exist if they had stayed in Myanmar.

## 5. Future challenges and follow-up actions

The main challenge for UNHCR has been and continues to be the advocacy for improved treatment of refugee children in Thailand. In this regard, it should be noted that the National Youth Bureau recently organized in close cooperation with UNICEF and UNHCR, a National Consultation on the displaced children in Thailand. This forum provided an opportunity to discuss, among others, the pertinent issues surrounding refugee children in Thailand, including their lack of access to education. The

meeting acknowledged the importance of actual implementation of the provision of *non-discrimination* stipulated in the Convention on the Rights of the Child. Such discussion forums should continue to be organized with a view to (a) sensitizing all the actors involved on the importance of *equal treatment*, including refugee children on Thai soil; (b) acknowledging the difficulties and obstacles to implement the provisions of the Convention on the Rights of the Child; (c) soliciting concrete recommendations on how to overcome such obstacles; and (d) ensuring that all the actors concerned (governments, NGOs, local communities and the refugees themselves) are aware of their own role in the process to achieve objectives set out as a result of such consultations.

# I. **World Health Organization (WHO)**

## 1. **Introduction**

WHO's constitution (1946) sets the attainment of the highest possible level of health by all peoples as the ultimate objective of the organization and its member countries and states. The enjoyment of the highest standard of health is one of the fundamental rights of every human being. In the World Health Assembly in 1977, member countries of WHO expressed the commitment to attain the global goal Health For All by the year 2000, a level of health that would permit people to lead socially and economically productive lives (WHA30.43). Based on the principle of social justice and equity, self-reliance and community development, the International Conference on Primary Health Care (1978) in Alma-Ata identified primary health care as the way to achieve the goal of health for all. In 1981, the Global Strategy for Health for All by the year 2000, was adopted by the Health Assembly, providing the policy direction for the worldwide health action and framework for WHO's programme. The Global Strategy included a short list of indicators for global monitoring and evaluation.

Since 1990, two general programmes of work have been developed and implemented the Eighth General Programme of Work (1990-1995) which stressed action at country level, and the Ninth General Programme of Work (1996-2001) that focuses on health improvements and greater equity in health (1996-2001). The 10 goals of the Ninth General Programme of Work had 25 targets in total, to be achieved by the end of the period. The tenth goal reflects a broad spectrum of activity related to education, i.e. *To enable all people to adopt and maintain healthy lifestyles and healthy behaviour.* The target states that all people will have access to information and opportunities to promote health-enhancing lifestyles and decrease health-damaging behaviour.

## 2. **Health Promotion and Education**

In the execution of the WHO's work, the third of the four policy orientations deals with the education, promotion and protection of health. Health promotion and protection efforts have been emphasized by WHO to address social, economic and environmental factors that influence health and create a supportive environment, which will enable individuals, families and communities to take control and choose healthy lifestyles. Health promotion and protection therefore cuts across all sectors of healthy human development, including education.

In the WHO – South-East Asia Region Office (SEARO), the mission of the health promotion and education programme is to improve the health and psycho-social wellbeing of the people of the South-East Asia Region through the promotion of the development and dissemination of health promotion and education policies, strategies, technologies and infrastructures. These should have a positive impact behavioural and socio-cultural factors taking into consideration the demographic and epidemiological patterns and trends within the region and their consequent health implications.

For the past decade WHO has supported member countries to adopt sustainable health promotion and educational policies, strategies and technologies as well as build broad-based infrastructures towards increasing social responsibility for health and improving lifestyles. Emphasis has been placed on healthy lifestyles particularly among specific at risk sub-population groups and on the promotion of healthy settings, such as cities, municipalities, schools, hospitals, workplaces and communities. Health related educational materials have been developed by WHO for distribution and adoption by Member

Countries for various targeted population groups. Video film on school AIDS Education entitled *AIDS: The Right to Know* and an advocacy package on AIDS education in schools and curricular materials have been developed and distributed widely in the Region.

## 3. Health Promoting School

The most obvious WHO efforts relevant to Education for All (EFA) is the development of Health Promoting Schools, schools that constantly strengthen their capacity as healthy settings for living, learning and working. Health promoting schools use their full organizational and educational potential to promote healthy development of students, school staff, families and community members.

The Ottawa Charter on Health Promotion in 1986 and the Expert Committee's Recommendations provided the foundation for WHO's Global School Health Initiative. In 1991, at a WHO - UNESCO - UNICEF global consultation held in Geneva, a comprehensive approach to school health education and promotion was strongly supported. Guidelines on strategies to implement comprehensive school health education/promotion programmes were then developed.

These guidelines were adapted by the South-East Asia Region through a Regional Consultation in 1992, with participation by education and health representatives from the member countries. The school health education programme views health holistically, addressing the inter-relatedness of health problems and the factors that influence health. It utilizes all educational opportunities, both formal and informal, within and outside of the school to empower children and youth, as well as their families, to act for healthy living and promote conditions supportive to health.

## 4. Development and Sustainability of Health Promoting School

Schools have the potential to reach a billion children worldwide. Therefore, development of international and national policy and action plans that provides high priority to comprehensive school health education can have a powerful and lasting impact to develop a healthy lifestyle. WHO - SEARO, in collaboration with other UN agencies especially UNESCO and UNICEF has advocated health promoting schools in all member countries.

Advocacy for health promoting schools has taken place at the highest level possible. WHO has provided technical support for member countries to advance national goals and action plans for health promoting schools. In 1998, the 16th Health Ministers Meeting discussed the subject of school health and adopted far-reaching recommendations to strengthen school health programmes. Situation analysis has been supported in four countries.

WHO supports the training of teachers and health staff on the management of health promoting school programme. Further, WHO is supporting a model, which is being tried out in some countries to sustain the programme. In the process the national team will identify existing concerns and potential at all levels as a basis for the planning process of health promoting schools as well as monitoring and evaluation. It is also expected that the programme will be extended at the local and national levels and will develop networking mechanisms accordingly.

An essential element in the process of developing and strengthening health promoting schools is the creation of a coordinating mechanism. At all levels, coordinating mechanisms have been established to transform policy into action. Members usually consist of officials from related sectors such as education, health, religion, local government, agriculture, Teachers Associations, Medical or Nurse Associations, NGOs, donors, etc. Political leaders who are interested in education or health are also members of this coordinating mechanism.

Health Promoting Schools also develop programmes to reach the children and youth out of school. Students will develop school health projects in which actions addressing out of school children are developed, such as exhibitions and health promotion in the community or target the street children or relevant peer groups.

# 5. Major Achievements

All member countries of the region have developed comprehensive school health education within their respective limitations and constraints. In general, health has been a part of school curriculum at all levels. In most countries, health education has been integrated into various subject areas, such as physical education/sports, science, environmental studies and languages. Most countries have provided school health services such as first aid at school, immunization and free heath services at health facilities for students. Most countries have also provided latrines and safe water facilities at school. Several countries have even developed students for student programmes and school-community linked programmes.

In Bangladesh, a pilot school health project was initiated in 1996, based on a master plan developed jointly by the Ministry of Health and Education, using WHO-World Bank fund. The project prepared students to care for other children and provide health education to families, communities and peers. Two medical officers and other supporting staff were placed in 23-school health clinics in the country. Boy scouts and girl scouts were also involved in various health campaigns including a special leprosy elimination campaign.

In Bhutan, with the support of WHO, a school health programme came into place in 1980. Health and physical education was taught as a separate subject. Some teachers trained as school health coordinators, planned and managed the school health promotional activities. This has had a positive impact on the development of parents and community health.

In India, the school health programme has been part of National Policy on Education since 1986. Health and Physical Education were part of the core curriculum from class one to ten since 1988. Consequently, health education was incorporated in teacher education as well. WHO also supported a study on Transaction of Health Education in Schools in 1992. Revision on school health education was periodically conducted jointly by the Ministry of Education and the Bureau of Health Education. A pilot project on adolescent has been initiated in 75 schools, especially in addressing the recent rise of alcohol-consumption, illicit drug use, tobacco use and HIV/AIDS among youth age in India.

In Indonesia, an Inter-sectoral Coordinating Committee was set up to promote school health programme in the country. The same committees were set up at provincial and district levels comprising officials from the Ministries of Education, Health, Religion and Home Affairs. The school curriculum of primary and secondary schools was reviewed and revised to include the integration of health in different subject areas. The *Little Doctors Programme* was introduced back in the early eighties. The programme promoted the role of students as little doctors to provide the first aid and basic care for other students at school. At a later stage, a Red Cross Volunteers scheme was introduced as part of Red Cross activities in schools. A deworming programme has also been introduced, especially at schools located in urban slum areas in big cities.

In the Maldives, the Ministry of Education took initiatives to implement school health in close collaboration with the Ministry of Health and Family Welfare. A Technical Committee has produced an integrated health curriculum in various subject areas including environment and physical education/sports. Various types of support have been provided by different UN Agencies. WHO provided technical support especially for the training of teachers and health assistants. An intensive health education for high school students has been carried out on thalassaemia, a prevalent disease in the Maldives. Involvement of children has been generated through peer education and health clubs.

In Myanmar, the school health programme provides seven functions: school health education, school sanitation, prevention and control of communicable diseases, promotion of nutritional status, medical examination, early treatment of defects, referral to health institutions and also training and research.

Yearly competitions for model schools are held from lower hierarchic levels to upper levels: from township to State/Divisional levels and National level. A criteria for selection of the model schools was laid down. In 1998, WHO provided Short Term Consultants to conduct a National School Health Workshop attended by officials from the Ministry of Health, Education and other related sectors to revise school curriculum to accommodate STD/HIV/AIDS content areas.

In Nepal, the school health programme was initiated back in 1962-1963. The components of school health programme are included in the curriculum of technical courses of schools and universities. Counselling and life-skills training have been conducted for teachers, including environmental issues. Deworming and nutritional supplementation has also been instituted in several schools. In iodine-

problem areas, iodine supplementation has also been provided for students. In 1998, WHO provided Short Term Consultant to conduct a National School Health Workshop, on advocacy meeting, attended by high-level officials from the Ministry of Health, Education curriculum planners and other related sectors to revise school curriculum to accommodate STD/HIV/AIDS content areas.

In Sri Lanka, the responsibilities of school health programmes are shared by both Ministries of Health and Education. Technical support is provided by the Bureau of Health Education (BHE), Ministry of Health. School children undergo routine medical check-up in years four and seven, by the medical officers of health and their staff. Health is included in the school curricula under the leadership of the National Institute of Education of the Ministry of Education with support from the BHE. Health is taught as a separate subject only in years six to eight. It is integrated in the environmental science syllabus in the primary years and in the science syllabus in the senior secondary schools. School Health Clubs, Child to Child programme and other health projects are implemented to facilitate learning among school children.

An innovative approach in promoting the health of school children was initiated in 1997 in Thailand as part of a research project conducted in collaboration between the Ministries of Health and Education, Mahidol University and the Thai Institute for Health Promotion of the National Health Promotion Foundation.

# 6. Constraints

The significant constraints found at the country level that need to be addressed in the future are:

(a) Inadequate understanding of the new vision of health promoting schools and thus limited strategic planning at the national, district and local levels;

(b) Inadequate collaboration and coordination among persons involved in the programme development;

(c) Lack of programme infrastructure, including financial, human and material resources.

# 7. Lessons Learned

(a) Advocacy for potential commitment is crucial at the initiation of a new programme to ensure support in terms of finance, human and material resources.

(b) Training of trainers at national level is critical at the initial stage. Continuous training for teachers and health workers at various levels should be conducted and followed-up through close monitoring and evaluation.

(c) School staff, teachers and students must be valued. Reward system should be developed as part of the programme development system.

(d) Community and parents' support should be generated not only as part of resource mobilization but as part of the educational component of the health promoting school.

(e) School management needs clear guidelines to allow them to start the programme even before the training for their teachers.

(f) International agency collaboration at the country level is a prerequisite in the development of school health programmes at the country level. Consequently, networking at the regional level can be established.

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Three

# Profiles of Multilateral Banks

*(listed in alphabetical order)*

## A. Asian Development Bank (ADB)

## 1. Introduction

Education for All (EFA) refers to the global effort to achieve universal quality basic education. The Asian Development Bank (the Bank) has played a major role in promoting EFA in the region by (i) funding regional preparation for a World Conference on Education for All (WCEFA) held in Thailand in 1990[6], (ii) developing national EFA plans of action in selected developing member countries (DMCs)[7], and (iii) supporting the country, subregional, regional, and global process of EFA 2000 Assessment[8]. The Bank has supported EFA through the Bank's loan and technical assistance (TA) projects that focus on achieving quality basic education. This paper outlines the Bank's new policy and strategies on EFA in the context of poverty reduction, discusses major achievements in support of EFA, and highlights future challenges to achieve *Quality Education for All* by 2010.

## 2. Policy and Strategies in the Context of Poverty Reduction

Reduction of poverty is the Bank's overarching goal. Given the importance of basic education in any strategy for poverty reduction, it is imperative the Bank ensures that subsequent investment in education maximizes the impact on the poor in the context of overall country strategies for poverty reduction. The Bank has invested approximately $3.5 billion in education since 1990, comprising around 6.5 per cent of annual lending. Most of this investment, however, has targeted the formal school: building new schools, providing equipment and textbooks and training teachers. Such inputs are important to improve the access to and quality of schooling. However, children of the poor are often unable to attend or complete school even when it is available because the family cannot afford the indirect and opportunity costs of school. Even though tuition may be free, there are still expenses for uniforms, supplies, transportation, and food to be met. The value of the child's labor at home or in paid employment may be greater than the perceived value of schooling. The poor child who was malnourished as an infant may have diminished learning ability. Also, the poor child who attends school may suffer from chronic disease and may therefore be unable to benefit fully from studying. Furthermore, a child from a poor family is less likely to receive appropriate stimulation and encouragement at home and may find the transition from home to school more difficult.

Investing in schools does not necessarily bring education to the children of the poor; hence, does not necessarily contribute to achieving EFA goals. The Bank experience shows that getting poor children into school, keeping them in school until they complete basic education, and ensuring they are able to learn effectively requires much more than simply providing inputs to the school. Education for poor children must be linked to provision of adequate nutrition, especially in infancy. The health of the child must be improved. The poor family must be assisted through some form of financial incentive to keep the child in school. The school itself must be provided with the resources essential to making education attractive and effective. The school must be aided in catering to the special needs of poor children and giving incentives to encourage children to remain in school. School schedules need to be

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[6]  TA REG 5345: *Regional Preparatory Workshops for the World Conference on Education for All*, for $250,000, approved on 11 July 1989.

[7]  TA REG 5446: *Development of National Plans for Education for All in the Asian and Pacific Region*, for $580,000, approved on 24 May 1991.

[8]  TA REG 5841: *Support for Education for All 2000 Assessment*, for $550,000, approved on 27 April 1999.

made more flexible to accommodate community requirements. Poor children also need to receive early childhood development (ECD) programmes to help compensate for their disadvantaged home environments and to lay the foundation for better performance at school.

## 3. Major Achievements in Support of EFA

From 1990 to the end of 1999 (as of November 1999), the Bank funded 71 education projects totaling approximately $3.67 billion, constituting about 5 per cent of total Bank lending. In addition, the Bank has given education TA grants for project preparation, sector studies, capacity-building, and regional activities such as conferences, totaling $85.3 million. The amount of lending for education has increased substantially in recent years. More than 64 per cent of education sector lending has taken place since 1990 although lending for education began in 1970. The amount of TA for education since 1990 is more than three times the amount for the preceding 20 years.

Under the Bank's overarching goal of poverty reduction, the Bank seeks to assist its DMCs in the formulation of appropriate education policies and in the provision of financial assistance for specific interventions consistent with the overall policy framework. The Bank's education sector strategy emphasizes (i) improvement of the quality and relevance of education, (ii) equity in access to education of high quality, especially for women, and (iii) a significant role for the private sector. Bank-assisted projects such as Lao People's Democratic Republic's Basic Education (Girls) and Indonesia's Junior Secondary Education exemplify the Bank's education sector policy (see Appendix 2).

The pattern of Bank assistance in the education sector has shown a significant change during the last two half-decades as shown in Figures 1 and 2 for TA projects and Figures 3 and 4 for loan projects, compared with the pattern of the 1970s and 1980s. During 1975-1989, 40 per cent of the Bank's TA in the education sector was allocated to technical and vocational education and 15 per cent to higher education, while only 13 per cent was allocated to basic education. In terms of loan projects, 52 per cent of Bank loans to the education sector was allocated to technical and vocational education and 25 per cent to higher education, while only 8 per cent was allocated to basic education. In contrast, 60 per cent of the Bank's TA to the education sector during 1990-1994 goes to basic education (42 per cent) and secondary education (18 per cent), while the shares of technical and vocational education and higher education reduced to 11 per cent and 9 per cent, respectively. It should also be noted that during 1995-1999, 46 per cent of the Bank's TA was allocated to basic education (40 per cent) and secondary education (6 per cent) while others reached 39 per cent due to the increasing education sector work and capacity-building activities. The allocation in the loan projects shows a similar pattern. The share of basic education remained 40 per cent during 1990-1994 and 1995-1999 and the share of others increased from 3 per cent during 1990-1994 to 26 per cent during 1995-1999, while the combined share of technical and vocational education and higher education has decreased from 48 per cent during 1990-1994 to 22 per cent during 1995-1999.

The education sector portfolio has evolved in response to the Bank's broader concept and thematic priority of human development. The focus of Bank funding for education has shifted from the narrow provision of skilled persons for the labor market to broader human development with greater concentration on basic education (primary, lower secondary, and non-formal education). The Bank is also beginning to become involved in early childhood development (Appendix 2). Furthermore, there has been a shift in the pattern of technical assistance that funds sector studies and capacity-building. A landmark in this changing approach was highlighted in a review of the education sector, and the Bank's role, carried out in 1987-1988. This resulted in the adoption of sector policies based on a broader view of education's role in development and a more diversified role for the Bank, with an emphasis on basic education. The shift toward basic education reflects the Bank's realization that access to quality basic education provides the foundation for both human and economic development. However, the Bank continues to support vocational, technical, and higher education. The particular blend of support between basic education and higher or technical education must be analysed and determined according to each country's situation. However, in general terms the Bank's education portfolio is increasingly emphasizing support for basic education in the context of broader human development and poverty reduction.

Similar to the change in pattern for Bank support in various education subsectors, the allocation of funds within projects has also evolved. Consistent with the Bank's general policy of improving the quality and efficiency of education, there is greater emphasis on software such as strengthening

sector management capacity, teacher training and curriculum development and less on the provision of traditional hardware of facilities and equipment. Bank-assisted education projects are increasingly process-oriented (i.e., concerned with capacity-building, skills development, and establishing effective management rather than with physical outcomes) and are increasingly based on participatory development (consultation with and involvement of intended beneficiaries in the project cycle). The Bank is also seeking to collaborate closely with non-governmental organizations (NGOs) in the design and delivery of education projects, especially in basic and non-formal education, since NGOs often have essential knowledge of the local situation and well-established relations with local communities. Recent Bank-assisted projects to support non-formal education in Bangladesh and the Philippines exemplify this approach (Appendix 2).

## 4. Future Challenges: Quality Basic Education for All by 2010

Over the last two decades, the Asia and Pacific region has been relatively successful in achieving EFA objectives. For instance, enrolment of primary school children has outpaced that of other regions of the world. The number of primary school children in the Asian and Pacific region reached about 370 million in 1995, a 23 per cent increase from approximately 300 million in 1980, while the overall number of primary school children in the world was 650 million in 1995, an increase of about 20 per cent from 540 million in 1980. However, there is still a substantial number of children in the region who lack access to school or who drop out before completing school. These children tend to be in remote rural areas or come from poor urban families. Many belong to ethnic minority groups and the majority of them are girls and women. In 1995, approximately 37 million children were still not participating in formal basic education in the region, and of 885 million illiterate people worldwide, 625 million of them were in the region. In addition, more than 21 million children who will reach the age of 15 by 2005 will most likely drop out before grade 5. Millions of children who have completed the basic education cycle have not acquired essential knowledge and skills because of the poor quality of education.

Non-formal adult education programmes concentrating on literacy and livelihood skills can help improve lives. The use of new technologies, including distance education, can expand access to education. The prosperity of the region cannot be ensured until all of the people obtain at least a basic education. The Bank must use its resources, both financial and technical, to help its DMCs provide quality basic education for all, and it must encourage the application of modern and efficient technologies for delivering basic education.

The Bank should also continue to support the improvement of the quality of learning. The purpose of education is to enable people to improve the quality of their lives, and this will not happen if the education they receive is inadequate. Increasingly, the trend in the region is likely to emphasize on quality as more children are enrolled in school. It is equally important, however, to ensure that education provides practical knowledge and skills. This entails the need to have a curriculum that evolves to reflect the types of knowledge and skills required in a rapidly changing social and economic environment.

There is also the question of who pays. The Bank can provide assistance, but ultimately the countries in the region must finance the type of education required for sustainable development. The efficiency and management of education systems must be improved so that costs are reduced. The burden of providing education must be shared by those persons who can afford to pay, especially at the higher education level. There must be investment in education as a prerequisite for social and economic development, but the investment must be cost-effective. The Bank must strengthen its role as a provider of sound advice and guidance on the development of more efficient and cost-effective education systems.

The challenge for the next decade is achieving quality basic education for all by 2010, by reaching out to marginalized groups such as the poor, women and girls, and ethnic minorities. Poverty appears to be the major reason for not enrolling and progressing beyond the basic education cycle with large disparities in access to basic education and literacy by different income groups becoming more apparent. Despite substantial efforts during the last decade, the literacy rate of women is still significantly lower than that of men. In the region, the gender gap in adult literacy rate was approximately 14 per cent in 1995, only slightly better than the 17 per cent in 1985. In most DMCs in South Asia, adult literacy rates are still below 50 per cent and the gender gap is much wider than the regional average. Tremendous disparities can be found between urban, affluent areas and rural, remote provinces and districts with ethnic minority groups. The Bank recognizes that expanding access to quality basic education by

marginalized groups is critical for reducing poverty, improving the status of women, enhancing awareness of the environment, and promoting human development, and should therefore be a priority for Bank support in DMCs where EFA has not yet been fully achieved. Supporting quality basic education for all is a logical continuation of the Bank's historical concern, manifestation of institutional commitment to achieve EFA objectives and collaboration with other international agencies in assisting quality basic education for all.

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## List of Tables

## List of Figures

## List of Appendices

**Table 1** *List of Education Technical Assistance Projects by Year of Approval and Subsector, 1990-1999 (as of November 1999)*

| Year Approved | TA No. | Country | TA | Project | Amount | Basic | Secondary | TVE | Higher | Other |
|---|---|---|---|---|---|---|---|---|---|---|
| 1990 | 1285 | THA | AO | Govt Manpower Planning & Information System II | 600.000 | | | | | 600.000 |
| | 1289 | LAO | PP | Education | 300.000 | 300.000 | | | | |
| | 1294 | BAN | PP | Higher Secondary Education | 100.000 | | 100.000 | | | |
| | 1297 | PAK | AO | Master Plan for Development of School Education | 100.000 | 100.000 | | | | |
| | 1300 | MAL | PP | TVED and Industrial Training Study | 468.000 | | | 468.000 | | |
| | 1316 | SRI | PP | Education Development | 302.000 | 302.000 | | | | |
| | 1359 | BAN | AO | Instl.Bldg of Directorate of Primary Education | 400.000 | 400.000 | | | | |
| | 1376 | NEP | PP | Secondary Education | 300.000 | | 300.000 | | | |
| | 1381 | BHU | AO | Institutional Improvements in TVET | 750.000 | | | 750.000 | | |
| | 1385 | PHI | AO | Environmental Education | 417.500 | 417.500 | | | | |
| | 1386 | PAK | PP | Teacher Training | 260.000 | 260.000 | | | | |
| | 1439 | BAN | AO | Staff Development and Training Materials | 776.000 | 776.000 | | | | |
| | 1440 | BAN | AO | Research and Development | 879.000 | | | | | 879.000 |
| | 1458 | INO | PP | Improving O & M for Primary & Secondary Education | 350.000 | 175.000 | 175.000 | | | |
| | 1460 | PAK | AO | Education Program on TVET | 160.000 | | | 160.000 | | |
| | 5386 | REG | RE | ASOSAI Audit Training Program | 446.000 | | | | | 446.000 |
| | 5397 | REG | RE | Assistance to Smaller DMC's for Short-Term Training II | 600.000 | | | | | 600.000 |
| 1991 | 1489 | BAN | AO | Survey of Higher Secondary Institutions | 210.000 | | 210.000 | | | |
| | 1501 | MAR | AO | Human Resources Development | 326.000 | 326.000 | | | | |
| | 1527 | INO | PP | Lower Secondary Education | 571.000 | 571.000 | | | | |
| | 1530 | INO | PP | HRD in Export Trade Promotion | 440.000 | | | | | 440.000 |
| | 1534 | COO | AO | Education & Training Sector Study | 292.000 | 292.000 | | | | |
| | 1562 | BAN | PP | Secondary Education Sector | 297.000 | 297.000 | | | | |
| | 1567 | INO | AO | Private Secondary Educ Study | 450.000 | 450.000 | | | | |
| | 1569 | LAO | AO | Institutional Building of MOES | 500.000 | 250.000 | 250.000 | | | |
| | 1570 | LAO | AO | Cur. Devt. For Teacher Education | 2,000.000 | 1,000.000 | 1,000.000 | | | |
| | 1608 | BAN | AO | Higher Secondary Education | 2,850.000 | | 2,850.000 | | | |
| | 1611 | SRI | PP | Accounts, Auditing and Financial Management | 99.000 | | | | | 99.000 |
| | 1623 | NEP | AO | Institutional Strengthening of MOEC | 400.000 | 200.000 | 200.000 | | | |
| | 5446 | REG | RE | Development Natural Plans for Education for All in the Asia & Pacific Region | 580.000 | 580.000 | | | | |
| 1992 | 1667 | LAO | AO | Human Resource Planning | 185.000 | | | | | 185.000 |
| | 1672 | SRI | AO | Second Technical Education | 670.000 | | | 670.000 | | |
| | 1687 | PAK | PP | Lower Secondary Education | 300.000 | | 300.000 | | | |
| | 1702 | INO | PP | Outer Islands Universities | 465.000 | | | | 465.000 | |
| | 1752 | INO | PP | Third Vocational Education | 450.000 | | | 450.000 | | |
| | 1761 | INO | PP | Second Inst. OF Technology-Surabaya | 78.000 | | | | 78.000 | |
| | 1776 | LAO | AO | Encouraging Private Sector Education | 74.000 | 37.000 | 37.000 | | | |
| | 1824 | INO | AO | Private Post Secondary Education | 425.000 | | | | 425.000 | |
| | 1801 | MON | AO | Human Resources Development/Education Reform | 535.000 | 133.750 | 133.750 | 133.750 | 133.750 | |
| | 5486 | REG | RE | Educational Research Support Program | 250.000 | | | | | 250.000 |
| | 5513 | REG | RE | Education of Women in Asia | 500.000 | 500.000 | | | | |
| 1993 | 1864 | PNG | AO | Institutionalizing Social Impact Analysis in Higher Education | 450.000 | | | | 450.000 | |
| | 1878 | CAM | AO | Project Implementation in the Education Sector | 900.000 | 225.000 | 225.000 | 225.000 | 225.000 | |
| | 1889 | CAM | AO | Emergency Training of Teachers | 1,300.000 | 1,300.000 | | | | |
| | 1893 | PRC | AO | Policy and Planning Support for EFA in Hebel Province | 600.000 | 600.000 | | | | |
| | 1902 | INO | PP | Private Secondary Education | 520.000 | 520.000 | | | | |
| | 1937 | SRI | AO | Organizational Development and Inst Building | 400.000 | 200.000 | 200.000 | | | |
| | 1954 | LAO | AO | Strengthening Labor Market Monitoring & Analysis | 400.000 | | | | | 400.000 |
| | 1957 | LAO | PP | Postsecondary Education Rationalization | 250.000 | | | | 250.000 | |
| | 1991 | BAN | AO | Instl.Strength of Dir. Of Secondary Higher Education | 490.000 | | 490.000 | | | |
| | 2013 | BAN | PP | Nonformal Education | 250.000 | 250.000 | | | | |
| | 2027 | FSM | AO | Human Resource Development Study | 595.000 | 595.000 | | | | |
| | 2032 | VIE | AO | Secondary Education Development | 550.000 | 550.000 | | | | |
| | 2036 | PHI | AO | Nonformal Delivery System | 1,600.000 | 1,600.000 | | | | |
| | 5537 | REG | RE | Conference: Asian Association of Open Universities | 75.000 | | | | 75.000 | |
| | 5546 | REG | RE | Regional Study of Secondary Education | 355.000 | 355.000 | | | | |
| | 5560 | REG | RE | Dropout of Primary Students in South Asia | 500.000 | 500.000 | | | | |

| Year Approved | TA No. | Country | TA | Project | Amount | Basic | Secondary | TVE | Higher | Other | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1996 | 2659 | MON | AO | Restructuring and Staff Rationalization | 70.000 | | | | | 70.000 | 70.000 |
| | 2667 | INO | PP | Rationalizing & Strength In-Service Teacher Training | 538.000 | 538.000 | | | | | 538.000 |
| | 2671 | VIE | PP | Technical Education | 800.000 | | | 800.000 | | | 800.000 |
| | 2683 | MON | AO | Strengthening the National Poverty Alleviation | 422.000 | | | | | 422.000 | 422.000 |
| | 2688 | KGZ | PP | Social Services Delivery and Finance | 1,100.000 | | | | | 600.000 | 1,100.000 |
| | 2690 | VIE | AO | Lower Secondary Curriculum & T/T System Devt | 1,000.000 | 1,000.000 | | | | | 1,000.000 |
| | 2692 | UZB | PP | Basic Educn Rehab and Management Improvement | 100.000 | 100.000 | | | | | 100.000 |
| | 2718 | VIE | AO | Training of Government Officials | 600.000 | | | | | 600.000 | 600.000 |
| | 2719 | MON | AO | Strengthg the Inst'l Capacity in the Education sector | 950.000 | | | | | 950.000 | 950.000 |
| | 5681 | REG | RE | Coop. In Employment & Trng in Greater Mekong | 600.000 | | | | | 600.000 | 600.000 |
| 1997 | | | | | | | | | | | 0.000 |
| | 2761 | MAL | PP | Technical Education | 100.000 | | | 100.000 | | | 100.000 |
| | 2794 | PHI | PP | Mindanao Basic Education Development | 670.000 | 670.000 | | | | | 670.000 |
| | 2628 | INO | PP | Polytectnics Development | 600.000 | | | 600.000 | | | 600.000 |
| | 2840 | PAK | AO | MSU Support For SAPP II Implementation | 600.000 | 600.000 | | | | | 600.000 |
| | 2872 | KAZ | AO | Strength Educn Adm & Mgmt at Central and Local | 600.000 | 600.000 | | | | | 600.000 |
| | 2879 | KGZ | AO | Streng of Education Planning and Administration | 930.000 | | | | | 930.000 | 930.000 |
| | 2882 | BAN | AO | Public Administration Training | 400.000 | | | | | 400.000 | 400.000 |
| | 2894 | MLD | PP | Postsecondary Rationalization Devt | 150.000 | | | | | 150.000 | 150.000 |
| | 2899 | INO | PP | Higher Education Sector | 800.000 | | | | 800.000 | | 800.000 |
| | 2908 | BAN | PP | Secondary Education Sector | 740.000 | | 740.000 | | | | 740.000 |
| | 2920 | THA | AO | Social Impact Analysis of the Economic Crisis | 50.000 | | | | | 50.000 | 50.000 |
| | 2921 | BAN | AO | Primary School Performance Monitoring | 1,500.000 | 1,500.000 | | | | | 1,500.000 |
| | 2925 | LAO | AO | Capacity Building in Job Training | 600.000 | | | | | 600.000 | 600.000 |
| | 2941 | INO | AO | In-service Teacher Tmg Stretegy & Devt Study | 150.000 | 150.000 | | | | | 150.000 |
| | 2947 | UZB | AO | Monitoring the Implementation of Education Reform | 900.000 | 900.000 | | | | | 900.000 |
| | 2948 | UZB | AO | Capacity Building in Education Finance | 500.000 | | | | | 500.000 | 500.000 |
| | 2949 | MAL | AO | Strategic Review of Tech Educn & Skill Training | 500.000 | | | 500.000 | | | 500.000 |
| | 2966 | INO | AO | Support for Labor Force Skills Devt Plnng in Repelita | 150.000 | | | 150.000 | | | 150.000 |
| | 2970 | VIE | PP | Teacher Training | 600.000 | 600.000 | | | | | 600.000 |
| | 2973 | PHI | AO | Cap Assessment of Provl Education & Local Govt | 150.000 | | | | | 150.000 | 150.000 |
| | 2977 | KAZ | PP | Social Services Delivery and Finance | 770.000 | | | | | 770.000 | 770.000 |
| | 5722 | REG | RE | Reg Study of Trends, Issues & Policies in Educn | 580.000 | | | | | 580.000 | 580.000 |
| | 5739 | REG | RE | Media for the Disadvantaged | 500.000 | | | | | 500.000 | 500.000 |
| 1998 | | | | | | | | | | | |
| | 2995 | THA | AO | Cap Bldg for Social Sector Reform | 700.000 | | | | | 700.000 | 700.000 |
| | 2996 | THA | AO | Education Management and Financing Study | 700.000 | | | | | 700.000 | 700.000 |
| | 3005 | INO | AO | Social Protection Sector Development | 150.000 | 150.000 | | | | | 150.000 |
| | 3007 | INO | AO | Basic Educn Project in Bali and Nusa Tenggara Barat | 150.000 | 150.000 | | | | | 150.000 |
| | 3014 | LAO | AO | Education Sector Development Plan | 530.000 | | | | | 530.000 | 530.000 |
| | 3041 | INO | AO | Monitoring and Evaluation of the SPSDP | 1,500.000 | 1,500.000 | | | | | 1,500.000 |
| | 3042 | INO | AO | Cap Bldg for Decentralized Social Services Delivery | 900.000 | | | | | 900.000 | 900.000 |
| | 3043 | INO | AO | Cap Bldg for Plnng & Evalg Programs for Street | 500.000 | 500.000 | | | | | 500.000 |
| | 6051 | SRI | PP | Skills Development | 600.000 | | | 600.000 | | | 600.000 |
| | 3057 | MLD | AO | Postsecondary Education Management Development | 150.000 | | | | | 150.000 | 150.000 |
| | 3063 | VIE | AO | Capacity Bldg in Vocational and Technical Educn | 600.000 | | | 600.000 | | | 600.000 |
| | 3072 | PHI | SS | Education Sector Study | 150.000 | | | | | 150.000 | 150.000 |
| | 3073 | SRI | AO | Improving Educn Planning | 800.000 | | | | | 800.000 | 800.000 |
| | 3084 | KGZ | PP | Skills and Entrepreneurship Development | 600.000 | | | | | 600.000 | 600.000 |
| | 5794 | REG | RE | Needs of Ethnic Minorities in GMS | 800.000 | 400.000 | | | | 400.000 | 800.000 |
| 1999 | | | | | | | | | | | |
| | 5841 | REG | RE | Support for Education for All 2000 | 550.000 | 550.00 | | | | | 550.00 |
| | 3187 | UZB | PP | Basic Education Staff Development (Teacher Educ. | 350.000 | 350.00 | | | | | 350.00 |
| | 3188 | UZB | PP | Secondary Specialized and Professional Education | 150.000 | | 150.00 | | | | 150.00 |
| | 3041 | INO | AO | Supplementary TA: Monitoring and Evalution the | 150.000 | | 150.00 | | | | 150.00 |
| | 3174 | MON | AO | Education Sector Strategy Study 2000-05 | 150.000 | | | | | 150.00 | 150.00 |
| | | UZB | AO | Capacity Building for Senior Secondary Education Management and Monitoring | 150.000 | | 150.00 | | | | 150.00 |
| | 3217 | NEP | PP | Basic Education | 600.000 | 600.00 | | | | | 600.00 |
| | 3241 | SRI | PP | Secondary Education Modernization | 250.000 | | 250.00 | | | | 250.00 |
| | 3169 | CAM | AO | Secondary Education Investment Plan | 650.000 | | 650.00 | | | | 650.00 |
| | 3219 | SRI | AO | Capacity Building of the Ministry of Vocational | 150.000 | | | 150.00 | | | 150.00 |
| | | | | **Total** | 86,336.500 | 35,425.25 | 9,900.75 | 8,977.75 | 5,896.75 | 26,136.00 | 86,336.50 |
| | | | | Percentage | | 41 | 11 | 10 | 7 | 30 | 100 |

Table 1  *List of Education Technical Assistance Projects by Year of Approval and Subsector,*
*1990-1999 (as of November 1999)  (continued)*

| Year Approved | TA No. | Country | TA | Project | Amount | Basic | Secondary | TVE | Higher |
|---|---|---|---|---|---|---|---|---|---|
| 1994 | 2065 | RMI | AO | Nonformal Environmental Education | 300.000 | | | | |
| | 2067 | CAM | PP | Skills Development | 100.000 | | | 100.000 | |
| | 2082 | THA | PP | Skills Development | 484.000 | | | 484.000 | |
| | 2096 | INO | PP | Engineering Education | 800.000 | | | | 800.000 |
| | 2097 | LAO | AO | Private Sector Education Development | 400.000 | 200.000 | 200.000 | | |
| | 2099 | PRC | AO | Inst'l.Strengthening of the State Education Commission | 400.000 | | | | |
| | 2104 | THA | PP | Higher Education | 400.000 | | | | 400.000 |
| | 2289 | PAK | AO | Inst'l.Strengthening and Impact Assessment | 600.000 | 80.000 | | | |
| | 2107 | PAK | AO | Assistance To Multi-Donor Support Unit | 500.000 | | | | |
| | 2121 | CAM | PP | Basic Education | 100.000 | 100.000 | | | |
| | 2123 | INO | PP | Basic Education (MORA) | 600.000 | 600.000 | | | |
| | 2130 | BAN | PP | Vocational Training | 400.000 | | | 400.000 | |
| | 2131 | BAN | AO | Social Sector Strategy Study | 100.000 | | | | |
| | 2135 | VIE | AO | Financing of Social Services | 575.000 | | | | |
| | 2142 | PAK | PP | Primary Education (Girls) II | 250.000 | 250.000 | | | |
| | 2143 | PHI | PP | Second Secondary Education | 400.000 | 400.000 | | | |
| | 2149 | PAK | PP | Technical Education | 100.000 | | | 100.000 | |
| | 2157 | CAM | AO | Women in Development | 546.000 | | | | |
| | 2158 | ONG | AO | Education Resources Study | 340.000 | | | | |
| | 2165 | COO | AO | Inst'l strengthening of the Minstry of Education | 355.000 | 355.000 | | | |
| | 2215 | KAZ | PP | Educ. Rehabilitation and Mangement Improvement | 100.000 | 20.000 | 40.000 | 40.000 | |
| | 2228 | MON | PP | Education Development | 400.000 | 100.000 | 100.000 | 100.000 | 100.000 |
| | 2269 | PRC | AO | Middle School Teacher Training in Qinghai Province | 500.000 | 500.000 | | | |
| | 5589 | REG | RE | Audit Training Program in the South Pacific | 140.000 | | | | |
| | 5596 | REG | RE | ADB-UNESCO Regional Workshop on Education Indicators in Asia and Pacific | 90.000 | | | | |
| 1995 | 2278 | SRI | PP | Scientific and Technical Personnel Development | 400.000 | | | | |
| | 2282 | PRC | AO | Inst'l. Strength of National Academy of Educn Adm. | 500.000 | | | | 500.000 |
| | 2290 | KGZ | AO | Education and Training Master Plan | 900.000 | 225.000 | 225.000 | 225.000 | 225.000 |
| | 2308 | KAZ | AO | Education and Training Sector Studty | 895.000 | 225.000 | 225.000 | 225.000 | 220.000 |
| | 2324 | MLD | AO | Education Sector Masterplan | 300.000 | | | | |
| | 2326 | LAO | PP | Employment Promotion and Training | 469.000 | | | | |
| | 2331 | CAM | AO | Basic Educ.Mgmt.& Cooridination in the Educ Sector | 500.000 | 500.000 | | | |
| | 2347 | PHI | AO | Inst'l Strengthening of the Commision on Higher | 400.000 | | | | 400.000 |
| | 2358 | PAK | PP | Secondary Scoemce Education | 450.000 | | 450.000 | | |
| | 2361 | LAO | AO | Postsecondary Education Mgmt Development | 250.000 | | | | 250.000 |
| | 2421 | NEP | AO | Educn & Health Sectors Asst. Strat Study | 175.000 | | | | |
| | 2441 | NEP | AO | Financing of Social Services | 350.000 | | | | |
| | 2469 | BAN | PP | Primary Education II | 170.000 | 170.000 | | | |
| | 2475 | PAK | PP | Second Social Action Program | 100.000 | 100.000 | | | |
| | 2495 | IND | AO | Human Development Sector Study | 400.000 | | | | |
| | 2503 | CAM | PP | Employment Pormotion for Women | 600.000 | | | | |
| | 2513 | NEP | PP | Employment Promotion and Training | 550.000 | | | | |
| | 2516 | CAM | AO | Capacity Bldg for TVET | 980.000 | | | | |
| | 5666 | REG | RE | Capacity Bldg for Teacher Training through Distance Education | 500.000 | 500.000 | | | |
| 1996 | 2523 | THA | AO | Coordn & Private Sector Participation in Skills Devt | 467.000 | | | 467.000 | |
| | 2534 | BAN | AO | Inst'l Devt of the Directorate of Nonformal Educn | 3,800.000 | 3,800.000 | | | |
| | 2537 | THA | PP | Nonformal Secondary Education | 400.000 | 400.000 | | | |
| | 2547 | PAK | PP | Nonformal Educaiton for Rural Women | 600.000 | 600.000 | | | |
| | 2548 | INO | AO | Education Finance Study | 500.000 | 500.000 | | | |
| | 2553 | KAZ | AO | Streghtening Social Services Delivery and Finance | 600.000 | | | | |
| | 2555 | CAM | AO | Textbook Publishing Planning and Mgmt | 600.000 | | | | |
| | 2557 | LAO | PP | Women's Education | 380.000 | 380.000 | | | |
| | 2612 | SRI | AO | Resource Rationalization Action Plan | 100.000 | | | | |
| | 2625 | THA | AO | Stregthg of Evaluation Cap in Post-Graduate Educn | 100.000 | | | | 100.000 |
| | 2627 | PHI | PP | Second Tech. And Voc. Education | 480.000 | | | 480.000 | |
| | 2638 | INO | PP | Second Junior Secondary Education | 100.000 | | 100.000 | | |
| | 2640 | LAO | PP | Financial Management Training | 250.000 | | | | |

## Table 2 List of Education Loan Projects by Year of Approval and Subsector, 1990-1999 (as of November 1999)

| Appvl Year | Loan No. | Country | Fund | Project | Amount | Basic | Secondary | TVE | Higher | Other | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1990 | 1013 | INO | OCR | Six Universities Development and Rehabilitation | 114.000 | | | | 114.000 | | 114.000 |
| 1990 | 1026 | BAN | SF | Primary Education Sector | 68.300 | 68.300 | | | | | 68.300 |
| 1990 | 1035 | BHU | SF | Technical Education and Vocational Training | 7.130 | | | 7.130 | | | 7.130 |
| 1990 | 1050 | INO | OCR | Agricultural Technology Schools | 85.000 | | | 85.000 | | | 85.000 |
| 1990 | 1066 | BAN | SF | Rural Training | 16.250 | | | | | 16.250 | 16.250 |
| 1991 | 1100 | INO | OCR | Technical Education Project | 100.000 | | | 100.000 | | | 100.000 |
| 1991 | 1103 | LAO | SF | Education Quality Improvement | 13.300 | 13.300 | | | | | 13.300 |
| 1991 | 1123 | BAN | SF | Higher Secondary Education | 49.200 | | 49.200 | | | | 49.200 |
| 1991 | 1141 | NEP | SF | Primary Education Development | 19.500 | 19.500 | | | | | 19.500 |
| 1992 | 1173 | BAN | SF | Open University | 34.300 | | | | 34.300 | | 34.300 |
| 1992 | 1182 | BAN | SF | Rehabilitation of Damaged School Facilities | 15.000 | 7.500 | 7.500 | | | | 15.000 |
| 1992 | 1194 | INO | OCR | Junior Secondary Education | 105.000 | 105.000 | | | | | 105.000 |
| 1992 | 1196 | NEP | SF | Secondary Education Development | 12.600 | | 12.600 | | | | 12.600 |
| 1992 | 1199 | CAM | SF | Special Rehabilitation Assistance | 7.200 | | | | | 7.200 | 7.200 |
| 1992 | 1209 | PAK | SF | Flood Damaged (Sector) Restoration | 10.000 | 5.000 | 5.000 | | | | 10.000 |
| 1992 | 1210 | PAK | SF | Teacher Training | 52.100 | 52.100 | | | | | 52.100 |
| 1993 | 1224 | PNG | SF | Higher Education | 19.900 | | | | 19.900 | | 19.900 |
| 1993 | 1247 | SRI | SF | Secondary Education Development | 31.000 | | 31.000 | | | | 31.000 |
| 1993 | 1249 | MAR | SF | Basic Education Development | 8.000 | 8.000 | | | | | 8.000 |
| 1993 | 1253 | INO | OCR | Higher Education | 140.000 | | | | 140.000 | | 140.000 |
| 1993 | 1254 | PHI | SF | Nonformal Education | 25.200 | 25.200 | | | | | 25.200 |
| 1993 | 1268 | BAN | SF | Secondary Education Development | 72.000 | 72.000 | | | | | 72.000 |
| 1993 | 1275 | SRI | SF | Financial Management Training | 13.000 | | | | | 13.000 | 13.000 |
| 1993 | 1278 | PAK | SF | Middle Schools | 78.000 | 78.000 | | | | | 78.000 |
| 1994 | 1301 | PAK | SF | Social Action Program | 44.500 | 44.500 | | | | | 44.500 |
| 1994 | 1317 | COO | SF | Education and Development | 2.700 | 2.700 | | | | | 2.700 |
| 1994 | 1319 | INO | OCR | Vocational and Technical Education | 85.000 | | | 85.000 | | | 85.000 |
| 1995 | 1355 | MAL | OCR | Technical and Vocational Education | 72.000 | | | 72.000 | | | 72.000 |
| 1995 | 1399 | INO | OCR | Private Jr. Secondary Education | 49.000 | 49.000 | | | | | 49.000 |
| 1995 | 1360 | INO | OCR | Senior Secondary Education | 110.000 | | 110.000 | | | | 110.000 |
| 1995 | 1368 | CAM | SF | Basic Skills | 20.000 | 20.000 | | | | | 20.000 |
| 1995 | 1374 | LAO | SF | Postsecondary Education Rationalization | 20.000 | | | | 20.000 | | 20.000 |
| 1995 | 1373 | PAK | OCR | Technical Education | 60.000 | | | 60.000 | | | 60.000 |
| 1995 | 1390 | BAN | SF | Nonformal Education | 26.700 | 26.700 | | | | | 26.700 |

**Figure 1** *Cumulative Bank Technical Assistance to the Education Sector 1990-1994*

Higher 9%
TVE 11%
Other 20%
Secondary 18%
Basic 42%
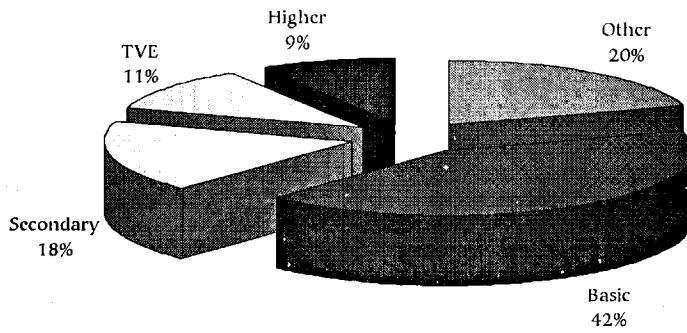
**Figure 2** *Cumulative Bank Technical Assistance to the Education Sector 1995-1999*

Other 39%
Basic 40%
Higher 5%
TVE 10%
Secondary 6%
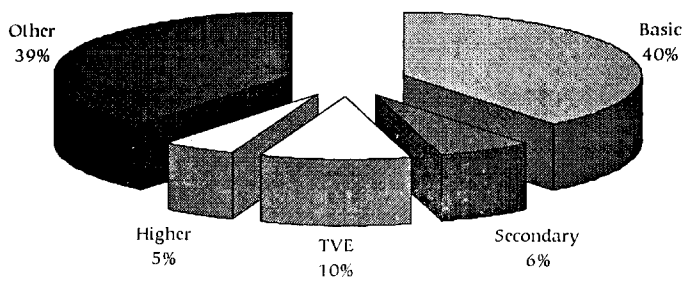
**Figure 3** *Cumulative Bank Loans to the Education Sector 1990-1994*

Other 3%
Higher 25%
Basic 40%
TVE 23%
Secondary 9%
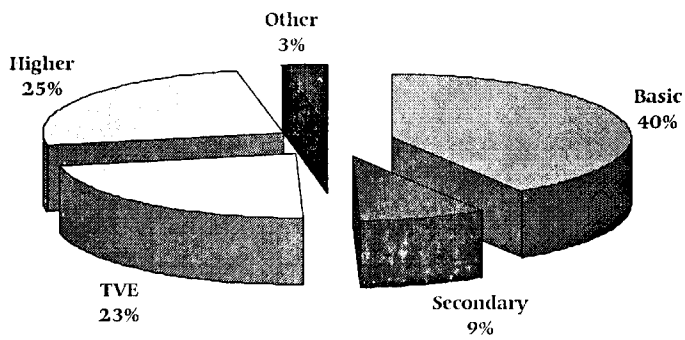
**Figure 4** *Cumulative Bank Loans to the Education Sector, 1995-1999*

Other 26%
Basic 40%
Higher 8%
TVE 14%
Secondary 12%
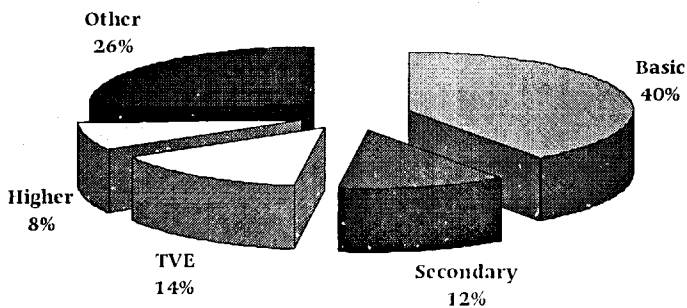
# Appendix I: Profiles of Technical Assistance Projects

## (a) *Regional Preparatory Workshops for World Conference on Education for All*[9]

In Thailand 1990 UNDP, UNESCO, UNICEF and the World Bank formed an Interagency Commission for the World Conference on Education for All (WCEFA). The Commission was established to organize a Conference on Education for All (EFA) with the general aim of forging a global commitment to providing EFA: good quality primary schooling for all children in the world, and essential knowledge and skills for adults to cope with the demands of the modern world.

The objectives of the proposed conference were: (i) to spread a new awareness of the urgency of achieving EFA, (ii) to achieve a consensus on a feasible concept of EFA as the basis for national plans, (iii) to create a commitment among countries to focus on EFA, (iv) to define a framework for an international plan of action to achieve EFA, and (v) to begin mobilizing worldwide support and resources for EFA. The Commission was planning a series of activities leading to the production of three basic documents which would be considered at the EFA Conference: (i) a World Charter for EFA, (ii) a World Plan of Action to achieve specified targets in basic education and adult literacy, and (iii) a working paper of case studies and basic research information.

Since the Bank's role in education has been broadened to address issues at the primary and secondary levels of schooling, the Bank's participation in TA enabled the Bank to (i) assume the role of official co-sponsor, (ii) broaden its involvement in regional development of education consistent with the recommendations of the Sector Paper and the Panel Report, (iii) strengthen working links with other regional and international agencies in education, and (iv) contribute substantially to the preparation of documents which would articulate the world education agenda for the 1990s. This TA specifically provided (i) regional preparatory workshops, (ii) case studies, (iii) National EFA Action Plans, (iv) Subregional Overviews of Basic Education, and (v) a contribution to the WCEFA.

## (b) *Development of National Plans for Education for All in the Asian and Pacific Region*[10]

During the years 1987-1988 the Bank commissioned an external panel to conduct a study of the role of the Bank in the 1990s. At the same time the Bank conducted a review of its roll in assisting educational development in the Asian and Pacific region. The report of the external panel concluded that *investment in social infrastructure, in particular public health and education, needs to be expanded.* Accordingly, the Bank has begun to broaden its role in educational development. It has approved its first three loans to primary and non-formal education. As another indication of its expanding role, the Bank supported the World Conference on Education for All (WCEFA) which was jointly sponsored by UNESCO, UNICEF and the World Bank. The Bank, as the leading regional institution that funds education, planned to play a continuing role in the technical assistance to help implementation of certain recommendations adopted by WCEFA.

The objective of the technical assistance is to help implement the World Declaration on Education for All, specifically through the preparation of national plans of action which are to be used to determine domestic resource allocation and external funding requirements. The TA covers the six countries accounted for most of the estimated 659 million persons in the region who are illiterate and who do not have access to basic education: Bangladesh, India, Nepal, Pakistan, Papua New Guinea, People's Republic of China. The TA supported the following area of activities: (i) country-level planning activities, (ii) technical support for national EFA task force activities, (iii) common workshops, and (iv) preparation, printing and distribution of plans and reports.

The TA was implemented by UNESCO's Principal Office for Asia and the Pacific (PROAP) because UNESCO is the lead agency for global EFA follow-up.

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[9]  TA REG 5345

[10]  TA REG 5446

### (c) People's Republic of China (PRC): Policy and Planning Support for Education for All in Hebei Province[11]

In 1991 the Bank approved a Regional Technical Assistance (TA) Project[12] to assist six member countries in the preparation of Education for All (EFA) National Action Plans. Following the First Regional Workshop on EFA planning, the Government of the People's Republic of China (the Government) convened a country-level workshop in April 1992 to prepare the first draft of an EFA Action Plan for Hebei Province and subsequently requested Bank assistance to strengthen and implement the Action Plan.

The objective of the TA was to enhance the planning, management and evaluative capacity of Hebei Education Commission (HEC) in effectively implementing the EFA Action Plan, the primary objectives of which covered were to (i) raise efficiency in primary schools in rural, remote areas registering high repetition and drop-out rates by addressing the causes of low participation and high drop-out rates, with particular attention to gender disparities; (ii) reduce adult illiteracy rates (with special attention to women in rural and minority communities) by introducing more community-responsive literacy and post-literacy training programmes and materials; (iii) enhance the relevance and impact of community-based continuing education programmes for adults through basic training in livelihood skills and relevant social and community development activities; and (iv) improve the quality, efficiency and cost-effectiveness of early childhood development programmes in poor rural communities.

While strengthening the overall education management and planning capability on a province-wide basis, the TA had also targeted six of Hebei's poorest countries for intensive support through the implementation of pilot programmes in problem analysis, training and development of prototype materials for early childhood development, education of girls and innovative continuing education.

### (d) Support for Education for All 2000 Assessment[13]

The Framework for Action to Meet Basic Learning Needs adopted by the World Conference on Education for All (WCEFA) in Jomtien, Thailand, in March 1990, foresaw the need for an end-of-decade review of progress made concerning basic education for all (EFA). All countries participating in the EFA assessment will (i) construct a comprehensive picture of their progress toward their own EFA goals since the WCEFA in 1990, (ii) identify remaining priorities and strategies for overcoming obstacles and accelerating progress, and (iii) revise their national EFA action plans for the next decade. The EFA 2000 Assessment will give particular attention to important changes since 1990 and any continuing disparities in the provision of basic education.

A challenge is to reach out to marginalized groups such as the poor, women and girls, and ethnic minorities. Poverty is clearly the major reason for not enrolling and progressing beyond the basic education cycle and large disparities in access to basic education and literacy by different income groups are apparent. Despite substantial efforts during the last decade, the literacy rate of women is still significantly lower than that of men. In the region, the gender gap in adult literacy rate was about 14 per cent in 1995, only slightly better than the 17 per cent in 1985. In most DMCs in South Asia, adult literacy rates are still below 50 per cent and the gender gap is much wider than the regional average. Tremendous disparities can be found between urban, affluent areas and rural, remote provinces and districts with ethnic minority groups. The Bank recognizes that expanding access to quality basic education by marginalized groups is critical for reducing poverty, improving the status of women, enhancing awareness of the environment, and promoting human development, and should be a priority for Bank support in DMCs where EFA has not yet been fully achieved.

The long-term objective of the TA is to support the region's efforts to achieve EFA goals over the next decade. The short-term objectives are to (i) assess the status of EFA in the region; (ii) identify issues and strategies to guide support for achieving quality EFA, especially targeting the poor, women and girls, and ethnic minorities; (iii) help determine EFA investment priorities at the national level; (iv) develop capacity in EFA-related education statistics and analysis in seven DMCs (Bangladesh, Cambodia, Lao People's Democratic Republic, Nepal, Pakistan, Solomon Islands and Viet Nam); and (v) prepare

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[11]  TA PRC 1893: *Policy and Planning Support for Education for All in Hebei Province*, for $600,000, approved on 25 May 1993.

[12]  TA REG 5446

[13]  TA REG 5841

comprehensive subregional and regional synthesis reports on the status and future challenges of basic education. Supporting EFA 2000 Assessment is a logical continuation of the Bank's historical concern, manifestation of institutional commitment to achieve EFA objectives and collaboration with other international agencies in assisting quality basic education.

In accordance with the global assessment process set forth by the EFA Forum, the scope of the TA will include (i) assessment of EFA progress and capacity-building in seven DMCs through holding national training workshops and preparing country EFA assessment reports, (ii) supporting subregional workshops, (iii) preparing case studies, (iv) supporting subregional and regional EFA meetings and preparing subregional and regional synthesis reports, and (v) supporting attendance at the global meeting in 2000.

UNESCO has been directly selected as the Consultant to undertake the services as UNESCO is already the lead agency for the global EFA 2000 Assessment. The Bank will advise and assist UNESCO in implementing the TA.

# Appendix II: Profiles of Loan Projects

## (a) Bangladesh: Non-formal Education (NFE)Project[14]

Despite the Government's policy towards eradication of illiteracy, a large number of children, adolescents, and adults remain uneducated in Bangladesh. Without specific actions to provide increased opportunities for *second chance* education in Bangladesh, illiterates aged 15-24 are estimated to number about 20 million by the year 2000. Lack of literacy and life skills are major contributing factors to the perpetuation of poverty. The goal of the project will assist in supporting the government's objective of EFA by the year 2000, and the Bank's strategic objectives of poverty reduction and improvements of the status of women.

This project will support the development of a permanent NFE organization which will enable the Government to expand and improve NFE programmes in the medium and long term as well as ensure sustainability of NFE activities. Considerable capacity and experience on NFE exist within NGOs, as NGOs have been the main implementers of NFE under the project. The target groups for NFE delivery has been young adults, particularly females, the segment of the illiterate population which is presently the most undeserved, in districts with low literacy rates.

The objective of the Project is to achieve EFA by improving and expanding NFE to reach illiterate young adults (15-24 years), particularly females. The project will strengthen NFE by (i) institutionalizing INFEP into DNFE staffed by qualified personnel able to function in related tasks such as planning, training, monitoring, and evaluation; and (ii) expanding and improving NGE programmes to reach through NGOs and through the local district administration an estimated 2.5 million adult learners of which at least 1.3 million are expected to be women.

## (b) Lao People's Democratic Republic: Basic Education (Girls) Project[15]

The Lao People's Democratic Republic is a small landlock country of about 4.7 million people comprising some 47 distinct ethnocultural and linguistic groups. According to the 1995 census, 52.5 per cent of the population belong to the ethnic group Lao; the rest constitute different ethnic minority groups. The nation's population density is one of the lowest in Asia, with 19.3 people per square kilometer. Most villages have no access to major roads, and about 40 per cent of the road network is impassable during the rainy season. The population is mostly concentrated in the lowlands, and is widely scattered in highland and mountain areas. The country remains rural, with 86 per cent of the population engaged in subsistence agriculture and fishing.

With an estimated 1997 per capita income of $360, the Lao People's Democratic Republic ranks among the least developed countries in the world. Some of its social sector indicators are among the poorest in the region. The Government is firmly committed to strengthening the educational system;

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[14] Loan BAN 1390: *Nonformal Education Project*, for $26.7 million, approved on 29 September 1995.

[15] Loan LAO 1621: *Basic Education Girls Project*, for $20.0 million approved on 25 June 1995.

particularly basic education and the education of women, as the cornerstone of the human resource development strategy focused on poverty reduction and increased labor productivity.

The Basic Education (Girls) Project, for which the Band has provided a loan of $33 million, will help strengthen the basic education and education for women. The objective of the Project is to bring more women into the mainstream of socioeconomic development by progressively improving their education level. The overall project objective is to expand access to improved primary education for girls in ethnic minority areas. Boys will also benefit, but the target population has been focused on educational gain for girls. The project assists to expand access and improve retention by (?) providing educational facilities in primary education in 50 districts, and strengthening capacities at the central and provincial levels to plan, manage, and implement school construction and school development programmes; and (ii) promoting community participation in school management to increase the enrolment and retention of children, particularly girls, in primary schools.

To improve the relevance, quality and efficiency of the primary education, the Project will provide (?) supplementary materials and adapted curricula, (ii) in-service support for teachers and school principals in multigrade schools and schools in ethnic minority areas, (iii) professional supervision for teachers, and (iv) support for the recruitment and training of ethnic minority teachers. Other activity areas in this project targets to strengthen the management system and capacity which includes (?) management support systems at the Ministry of Education (MOE); and (ii) educational management capacities of MOE, provincial education services, and district education bureaus.

### (c) Indonesia: Private Junior Secondary Education Project[16]

Although Indonesia formally recognizes private education as an integral part of the national education system, the private sector has been little understood and relatively neglected. Although the private education sector was known to be large, accounting for 40 per cent and 60 per cent of enrolment at the junior secondary and senior secondary levels, respectively, it was poorly understood by government regulators. On the basis of earlier sector work, the Bank was asked to assist the Government with an advisory technical assistance grant for a Private Post-Secondary Education Study, completed in October 1992.

Prior to the study, little information was available to enable the Government to formulate appropriate policies and strategies to effectively support or encourage private education. No coherent policy framework existed. The study revealed that the Ministry of Education and Culture had limited capacity for data analysis, policy advice or programme development and that its activities in support of private schools lacked an overall coordinating policy framework. The study also confirmed that private schools often tended to serve a market distinctly different from public schools. Isolated, rural, and economically depressed areas of the country are frequently underserved by the public school system. Furthermore, private schools often have a greater proportion of girls than in public schools. Many private schools had been developed to provide opportunities for further education for those unable to gain admission to, or living in areas not served by, public schools. Therefore, private junior secondary schools are often the only means to provide access to junior secondary education to the poorer communities. As a result of policy dialogue based on the Bank-financed studies, the Government recognized the magnitude of private sector involvement in secondary education and the importance of its contribution to the achievement of universal basic education (Grades 1 to 9).

The Government subsequently requested the Bank to assist in the formulation of a project supporting private secondary education. In response, the Bank approved project preparatory technical assistance to assist the Government to (i) formulate a transparent policy framework for rational development of private secondary education, and (ii) recommend specific interventions in the form of pilot projects to help improve the quality and relevance of private schools and enhance their internal and external efficiency. In view of the greater urgency attached to addressing issues associated with government policy to expand basic education up to Grade 9, it was agreed that priority would be given to private junior secondary schools.

As a result, the Bank approved in 1995 a $49 million loan for a Private Junior Secondary Education Project. The Project aims to (i) improve the quality of private junior secondary education, (ii) promote

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16 Loan INO 1359: *Private Junior Secondary Education Project*, for $49 million, approved on 18 July 1995.

greater participation of poor students, especially girls, in junior secondary education, and (iii) strengthen the management and coordination of private junior secondary education. The Project (i) provides training for private junior secondary school teachers and principals, (ii) prints textbooks and other learning materials, and (iii) upgrades libraries and laboratories. It also expands financial assistance schemes to support disadvantaged children in remote rural areas and low-income urban centers. The Project reflects the Bank's concern for improving the quality of education. It is also an example of the Bank's overall policy of encouraging greater private sector participation in the provision of education.

## (d) Indonesia: Social Protection Sector Development Programme (SPSDP)[17]

Indonesia has made substantial social and economic progress in the last two decades. The incidence of poverty declined between 1973 and 1996 from 40 per cent to 11 per cent, and the gross domestic product grew at an annual rate of nearly seven per cent during the same period. The financial crisis, compounded by the El Nino-induced drought, threatened further achievements. The depreciation of the rupiah, the high rate of inflation, the doubling of the unemployment rate, and anticipated negative economic growth rate in 1998 resulted in a significant increase in the number of persons living below the poverty line. The Government budget was severely constrained with prices for essential supplies as medicines and instructional materials rising. As a result, the Government was forced to reduce its support of basic social services, and many people were unable to afford those that were available.

The objective of the SPSDP is to mitigate the effects of the economic crisis on the poor. The specific objectives are to (i) protect access by vulnerable groups to essential social services, especially education and health; (ii) maintain the quality of social services provided to the poor; and (iii) initiate sustainable policy reforms related to the provision of key social services. The SPSDP has two main components: a policy reform programme and an investment project complemented by TA. The Programme will support nationwide policy reforms designed to maintain access of the poor to basic social services and strengthen decentralized management of social services delivery. The Project will provide funds for maintaining access and quality of social services for the poor in selected provinces, primarily in eastern Indonesia, where the poverty index is high.

By ensuring provision of basic health services to large numbers of persons to whom such services would not be available or who could not afford such services, the Project will directly contribute to maintaining the health and well-being of vulnerable groups.

## (e) Philippines: Early Childhood Development Project[18]

Progress in child development in the Philippines is considerably less than expected, given the country's per capita income, and has lagged behind that of its neighbors. Among Southeast Asian countries, the Philippines registered the smallest improvement in infant (under one year) mortality from 1960 to 1990.

Malnutrition, in itself a significant contributing factor to infant and child mortality, remains a serious problem. About 50 per cent of infants and about 26 per cent of children from one to six years of age are affected by iron-deficiency anemia, the most common form of malnutrition. Poor health and malnutrition are themselves important causes of inadequate psychosocial development by inhibiting the development of intelligence and of neurological and psychomotor systems and they make children less responsive to intellectual stimulation.

The overall aim of the Government's national early childhood development (ECD) Programme is to contribute to the attainment of human development goals by enhancing the quality and coverage of essential health, nutrition, psychosocial development, and early education services; and supporting subprojects that ensure survival and promote the development of Filipino children under the age of six, particularly those who are most vulnerable and disadvantaged.

The Project will be the main instrument for the Government to meet its commitment to young children and improve their prospects of surviving and developing into successful students, workers, and citizens. The objective of the project has been to reduce child mortality, malnutrition, and primary school drop-out rates, and improve the health, welfare, and cognitive development of the current generation of preschoolers.

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[17] Loan INO 1623: *Social Protection Sector Development-Project Loan*, for $200 million, approved on 9 July 1998.

[18] Loan PHI 1606: *Early Childhood Development*, for $15.7 million, approved on 27 January 1998.

## (f) Philippines: Non-formal Education Project[19]

Despite a high literacy rate and nearly universal access to primary education, a recent survey indicated that nearly a quarter of the population over the age of 10 years in the Philippines is functionally illiterate, i.e., unable to read or write for daily purposes. Both basic and functional illiteracy are concentrated among rural women in disadvantaged regions of the country where the drop-out rate from primary school also tends to be particularly high. It is estimated that there are nearly three million out-of-school youth who have left school with such poorly developed literacy skills that they revert to illiteracy often for reasons related to poverty. Traditional literacy courses were often conducted in formal school venues and taught by primary school teachers with no experience or training on the special learning needs to adults and out-of-school youths. As a result, courses have been frequently unresponsive to the needs of the learners, and attrition has been high.

The Non-formal Education Project, supported by a Bank loan of $ 25.2 million, aims to improve the availability, quality, and relevance of alternative non-formal education, particularly basic and functional literacy, for adults and out-of-school youth. It will reduce the incidence of basic and functional illiteracy in the poorest barangays (villages) of 24 target provinces selected on the basis of low literacy and primary education enrolment rates. It will also strengthen the system of equivalency testing and alternative learning systems to enable out-of-school youth to complete their schooling through non-formal education. The central strategy of the project is to shift the responsibility for the provision of non-formal education courses from the central government to local agencies including non-governmental organizations (NGOs), universities, and local government units (LGUs). The objective is to make non-formal education more relevant and responsive to its local beneficiaries.

The Project's three main components focus on functional education and literacy, alternative learning systems, and capacity-building in non-formal education. The first of these is the $8 million Learning Fund that provides funds for literacy programmes planned and implemented by local agencies (including NGOs, LGUs, and others). The second concentrates on the development of learning modules, which can be used by out-of-school youth in their own time to enable them to complete the equivalent of primary and secondary education. The third provides training in such key skills as policy development, management, monitoring, and evaluation for non-formal education staff at national, regional, and provincial levels to enable them to provide better technical support for locally implemented non-formal education programmes.

The primary beneficiaries of the project are illiterate rural women, a reflection of the Bank's overall focus on gender equity. Illiteracy is often high among indigenous peoples in remote areas of the Philippines, and the project gives special attention to identifying and assisting local agencies that can plan and implement literacy programmes for indigenous peoples. The project also supports special primary teacher training programmes for members of the ethnic minority groups.

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[19] Loan PHI 1254: *Nonformal Education Project*, for $25 million, approved on 30 September 1993.

# B. World Bank (WB)

## 1. Background: Education for All in the East Asia and the Pacific

At the Jomtien World Conference on Education in 1990, the World Declaration on Education for All (EFA) and the Framework for Action to Meet Basic Learning Needs was adopted. 155 governments pledged to take the necessary steps to universalize primary education and massively reduce illiteracy before the end of the decade. Even though it is understood that the main responsibility for EFA resides with the participating countries, the World Bank has been playing an active and critical role in supporting the implementation of EFA both through reprioritizing its regular work programmes and through special EFA initiatives.
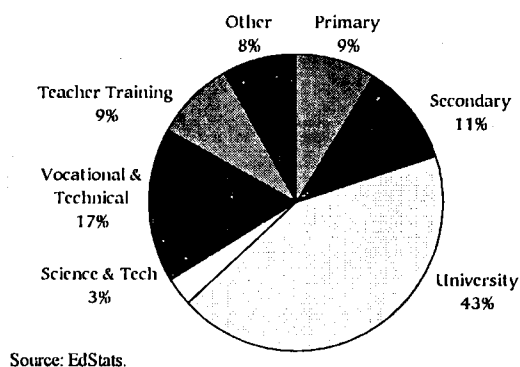
In the East Asia and Pacific Region (EAP) of the World Bank, support to EFA is first reflected in our regional strategy on education, which declared education as "the heart of development" and has called for quality and relevance, and participation and equity as basic ingredients for all lending and non-lending programmes in education. More importantly, support to EFA is also reflected in the volume and composition of education lending and non-lending programmes in the 1990s. Below, a brief summary is provided on the education programmes in EAP and on outcomes since the adoption of the EFA in 1990.
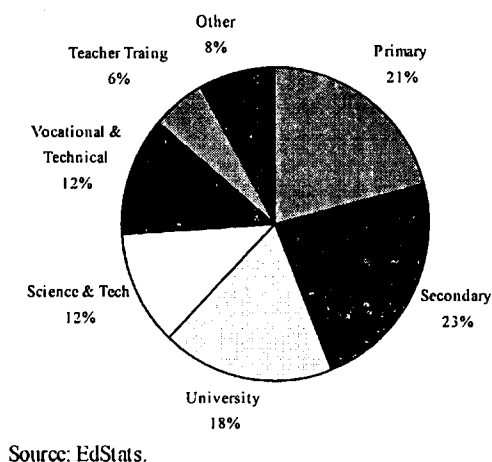
## 2. Education Lending in EAP

(a) Total lending in education has increased from US$2758 million in the 1980s to US$4520 million in the 1990s.

(b) Share of lending in basic education including primary and secondary increased from only 20 per cent in the 1980s to almost half (44 per cent) in the 1990s.

(c) Investment in preprimary education was initiated: share of lending in preprimary education increased from 0 in the 1980s to 0.5 per cent (US$21.5million) in the 1990s.

(d) Share of education lending for direct quality improvements has increased. For example, textbooks and other educational materials increased from 3 per cent (US$72 million) in the 1980s to 8 per cent (US$344 million) in the 1990s.

Figure 1 *Distribution of Education Lending, 1980-89 and 1990-99*



Distribution of Education Lending, 1980-89 (Total=US$2758 million)

Other 8%
Primary 9%
Teacher Training 9%
Secondary 11%
Vocational & Technical 17%
Science & Tech 3%
University 43%

Source: EdStats.



Distribution of Education Lending, 1990-99 (Total=US$4520 million)

Other 8%
Teacher Traing 6%
Primary 21%
Vocational & Technical 12%
Science & Tech 12%
Secondary 23%
University 18%

Source: EdStats.

*(e) EAP has supported basic education for the following countries in the 1990s*

| | | | |
|---|---|---|---|
| (i) | China | (vi) | Papua New Guinea |
| (ii) | Indonesia | (vii) | Solomon Islands |
| (iii) | Philippines | (viii) | Thailand |
| (iv) | LAO People's Democratic Republic | (ix) | Vanuatu |
| (v) | Malaysia | (x) | Viet Nam |

## 3. Non-Lending Services

Recent sector work on education has focused on issues of educational quality, access and equity (Viet Nam, Thailand and Indonesia), education financing (Viet Nam), higher education reform (China), management and financing (Lao People's Democratic Republic). Regional studies on secondary education and teacher training are currently underway. The region has also produced a series of short, *quick response* analyses of the effects of the financial crisis on education in client countries.

## 4. Outcome

(a) In 1995, adult literacy rate has reached more than 80 per cent, except for Cambodia, Lao, and some Pacific Island countries such as Papua New Guinea, Solomon Islands and Vanuatu (from *Education Indicators for East Asia and Pacific*).

(b) From 1985 to 1995, Human Development Index has improved especially for low income countries such as Viet Nam, Solomon Islands, Vanuatu, Papua New Guinea, Myanmar, Lao People's Democratic Republic, and Cambodia (Figure 2).

(c) Net primary enrolment ratio has reached more than 90 per cent on average, except for Cambodia, Lao, and Mongolia and a few Pacific Island countries (from *Education Indicators for East Asia and Pacific*).

(d) The progression of students through the education system improves, with an increased percentage of the cohort reaching grade four (at least 80 per cent), fewer repeaters, and an increased rate of passage from primary to secondary school (from *Education Indicators for East Asia and Pacific*).

(e) Access to education improves, particularly at the secondary level (Figure 3).

(f) Access to preprimary level of education has also increased except for Cambodia and Mongolia (Figure 4).

**Figure 2** *Human Development Index EAP Countries (1985-95)*
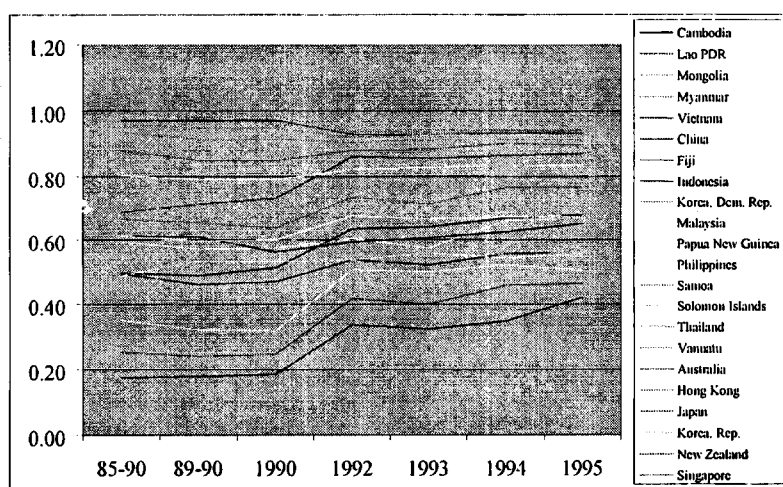


Note: From Human Development Reports, 1990-1998. UNDP
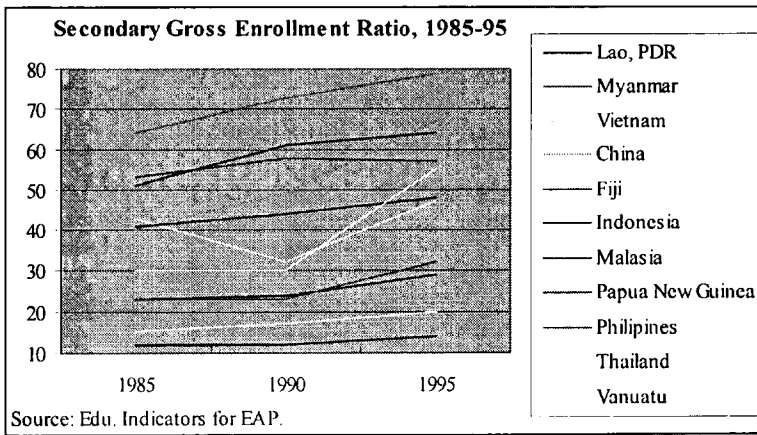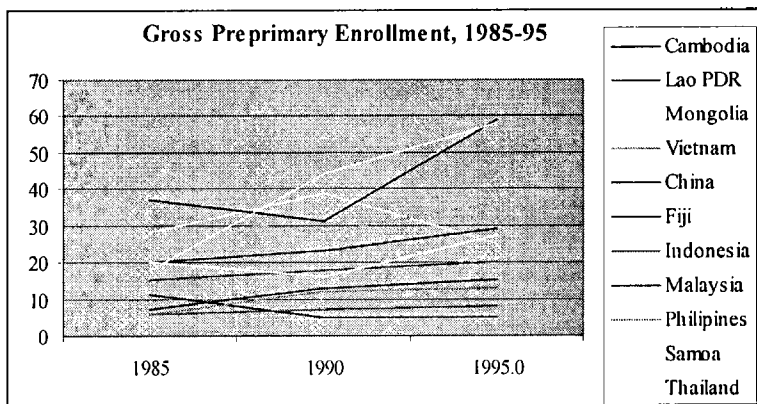
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**Figure 3** *Secondary Gross Enrolment Ratio 1985-95*



Secondary Gross Enrollment Ratio, 1985-95

Legend: Lao, PDR; Myanmar; Vietnam; China; Fiji; Indonesia; Malasia; Papua New Guinea; Philipines; Thailand; Vanuatu

Source: Edu. Indicators for EAP.

**Figure 4** *Gross Preprimary Enrolment, 1985-95*



Gross Preprimary Enrollment, 1985-95

Legend: Cambodia; Lao PDR; Mongolia; Vietnam; China; Fiji; Indonesia; Malaysia; Philipines; Samoa; Thailand

Source: Education Indicators for East Asia and Pacific

# Contributions of Bilateral Agencies Toward Achieving EFA Goals in the Asia-Pacific Region

# List of Abbreviations

| | |
|---|---|
| DAC | Development Assistance Committee |
| DANIDA | Danish International Development Agency |
| EFA | Education for All |
| EU | European Union |
| GAD | Gender and Development |
| NGO | Non-governmental Organization |
| NORAD | Norwegian Agency for International Development |
| NZODA | New Zealand Official Development Assistance |
| ODA | Official Development Assistance |
| ODI | Overseas Development Institute |
| OECD | Organization for Economic Co-operation and Development |
| SIDA | Swedish International Development Agency |
| SWAps | Sector-wide Approaches |
| UK | United Kingdom |
| UNESCO PROAP | United Nations Economic, Scientific and Cultural Organization Principal Regional Office for Asia and the Pacific |
| USA | United States of America |
| WID | Women in Development |

# Summary

Transforming the goals of Jomtien into reality began with donor agencies integrating EFA priority into their legislative and policy frameworks. Although not all observed shifts towards education can be attributed directly to the Conference, it is obvious that the momentum for change created by Jomtien has significantly influenced the perspectives and strategies of policy makers.

Response in terms of resources committed displayed a lag, as policy shift was rather slow in coming as measured by the slow rate of increases in the proportion allocated to basic education during the first half of the 1990s. However, the volume of commitments was substantial especially for *Australia, Canada, France, Germany, Japan, Netherlands*, and *Switzerland*.

A survey conducted by the Overseas Development Institute (ODI) shows that within the education sector, commitments to basic education increased substantially from 1 per cent in 1990 to 14 per cent in 1993, nearly 30 per cent in 1999, and peaking at 43 per cent in 1996. It must still be noted that for some agencies, it remains less than 0.5 per cent of their whole aid budget.

Limited information is available on interventions in adult education but it seems to that they have diminished in importance. Training has also largely been ignored as a factor in individual and country economic productivity.

Bilateral agencies have expressed their concern over the inequitable access to education for women and girls. They have highlighted the issues of gender relations either in overall policy and/or specifically for basic education. A small number of agencies actually mention gender mainstreaming as their strategy while others refer to integrating gender throughout policy and practice or making it a cross-cutting issue.

Two guiding objectives most often mentioned by donor agencies are poverty alleviation and the promotion of human rights. These objectives influence the selection of partner countries and the sectors of focus. Donor agencies may find their objectives hampered by certain obstacles in the partner countries, especially the lack of government support for basic education. They also need to work increasingly within the framework of development plans, which mean that the countries' own needs and priorities can pose a constraint. In addition, some countries may have governments that resist putting basic education as a priority in their national development plans or make conscious decisions to allocate resources for other purposes.

Another constraining factor to donors' funding efforts to basic education is the country's own absorptive capacity. Low level of human capacity development, under-investment in people, inefficiency in the use of resource to support educational change, reform and adjustment all play a role in donor agencies' decision whether to continue their cooperation.

Political support at the highest level remains crucial to the future of development assistance from bilateral agencies to basic education. At the country level, the frameworks need to be translated into well-designed and executed projects and programmes. Continuing dialogue between donors and partner countries is essential if resources of donor agencies are to be used efficiently and objectives of both partners to be fully attained.

Bilateral agencies recognize that their support will be better facilitated, if basic education is considered within a systematic approach. Competing priorities for limited resources have made channeling support to basic education more complex. It therefore makes sense to see basic education as a cross-sectoral theme, which can be targeted as a component of other sectors, or as one of the themes in the framework of integrated policy objectives.

To bring about the advantages of sector-wide approaches, key challenges need to be overcome. These include actively seeking the participation of the private sector, NGOs and community actors in the process of design and implementation, in order to ensure that solutions correspond with needs and to avoid the danger of excessive centralization.

As sector-wide approaches imply an emphasis on the education sector as a whole, basic education as one part risks being downgraded. Several agencies have considered re-introducing tertiary education as a part of the package of support to basic education. Capturing the new opportunity requires improving the policy and institutional environment of the whole education sector, while emphasizing the importance of allocating significant resources to basic education.

# Contribution of Bilateral Agencies Towards Achieving EFA Goals in the Asia-Pacific Region

## Background

As part of a comprehensive review of the progress and lessons learned in the ten years following the Jomtien World Conference on Education for All (EFA), bilateral organizations have a responsibility to report on their experiences with and contributions to the EFA's effort.

UNESCO Principal Regional Office for Asia and the Pacific (UNESCO-PROAP) sent out letters of request to 16 bilateral donor countries[20] to collect information - quantitative and qualitative - on their EFA-related activities. They were asked to provide a short report on projects and activities, financed by their governments to promote EFA in the Asia-Pacific region and the analytical insights gained from their experiences. (See Part Two, Appendix 1)

This report gives a summary of bilateral agencies' contributions towards achieving the goals of Education for All in a Asia-Pacific region. It is partly based on information provided by bilateral donors in response to written request from UNESCO PROAP. Of the 16 donor countries contacted via their embassies in Bangkok, only two countries responded before the deadline of November 15, 1999. A total of five countries responded in late November and December, and where possible, information submitted after the deadline was incorporated into the Report. However, the deadline for the completion of the UNDP Bilateral Report was December 20, 1999, and any donor submissions received after this date could not be incorporated into the Report. In addition to the problem of insufficient information, responses varied greatly in content. Some countries submitted a one-page summary of their activities, whereas other countries provided comprehensive accounts of their projects and experiences in the region.

Consequently, this report has had to rely heavily on secondary information, especially two reports; *EFA Mid-Decade Review: Performance of Bilateral and Multilateral Agencies in Basic Education* and the Overseas Development Institute's study on *Funding Agency Contributions to Education for All*. Specific analysis on Asia and the Pacific region and meaningful comparison between donors on their EFA efforts were also constrained by the lack of data broken down by regions or countries receiving the assistance. It is hoped that the report may be read in conjunction with similar documents from other regions as well as the various country reports.

The report consists of the following sections:

* Policy shifts towards EFA
* Resource allocation
* Type and scope of assistance
* Partners and modalities
* Future challenges

## I  Policy Shifts towards Education for All

> *"Every person—child, youth and adult—shall be able to benefit from educational opportunity to meet their basic learning needs"*
>
> Jomtien Declaration: 3

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20  Australia, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, The Netherlands, New Zealand, Norway, Republic of Korea, Sweden, United States and United Kingdom

There is encouraging evidence of the transformation of Jomtien's commitment into practical reality. Since 1990, a shift towards basic education has indeed been observed in many bilateral agencies. It would be, however, inaccurate to attribute all shifts towards basic education since 1990 directly to the Jomtien Conference, since basic education was already established as a priority of many agencies well before Jomtien. *Swedish International Development Assistance (SIDA)*, for example, is characterized by a strong emphasis on support to basic education, which reflects the strategy undertaken by *SIDA* for more than three decades.

The indirect impact of Jomtien, however, is significant and has been responsible for a number of agencies making the turnaround in the 1990s. Through the creation of momentum for change, the Jomtien has influenced the perspectives and subsequently the strategies of policy makers towards basic education.

The Member States of the *European Union* have collectively stated their support for the prioritization of basic education, with the most dramatic change exhibited by *Germany* and the *Netherlands*, which formally undertook comprehensive reviews of their education aid programmes soon after Jomtien. A policy paper that was prepared specifically for the German legislature led to a re-articulation of policy, followed by a remarkable increase in support to primary education. Total aid from *Germany* to education directed to primary education rose from 3 per cent in 1990 to 24 per cent for Basic education in 1993. The parliament of the *Netherlands* legislated for a change in external assistance policy to give Education for All the highest priority.

An important and positive shift has also taken place for many other agencies, such as *Australia, New Zealand, Canada, France, Japan* and *Norway*, although longer time has elapsed between Jomtien and the completion of their policy reviews.

The *Australian* government recognized that access to education is a fundamental human right. It announced in the 1995/96 that greater attention be paid to basic education needs as well as support for technical, vocational training and distance education. For the Asia-Pacific region, this change in emphasis have benefited programmes in *Bangladesh, Mongolia, the Philippines, the South Pacific and Papua New Guinea.*

*Japan* created new Funds-in-Trust in 1991 to promote literacy education, aiming to provide assistance to the implementation of activities related to promotion of literacy mainly in Asia and the Pacific region.

*New Zealand's* education policy statement was written following a comprehensive review of the management and relevance of its tertiary schemes (1992-93). The focus in the policy statement clearly reflects the results of the review. The need to address basic education has also been recognized and is factored into all discussions with partner countries on donor programmes.

The focus of *Norwegian Agency for International Development (NORAD)* shifted after Jomtien from higher education and vocational training to basic education. This priority was clearly spelt out in a 1994 policy paper adopted by *NORAD's* Board of Directors and also in the emphasis placed on basic education, especially for girls, by the Ministry for Development Cooperation.

## II. Resources allocated

A complete and accurate account of resources allocated by donor agencies to basic education is very difficult in the lack of comprehensive data on basic education commitments or disbursements. The study team at ODI has admirably attempted to compile data from various sources, the main ones being those reported by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and primary survey data collected directly from funding agencies.

### *Total aid commitments:*

The overall volume of bilateral aid commitments declined from $41.5 billion in 1990 to $31.1 billion in 1997. This was, however, due to the uneven nature of aid, particularly a huge, one-off boost in 1990 to *USA's* commitment to $19.4 billion. The 1991 amount of $11 billion thus represented a very significant drop. Total volume of aid from *Canada, Finland, Italy and Sweden* also registered a decline while *UK* aid levels remained more or less constant over the decade. Aid from *Austria* and *Netherlands* first increased from 1990 to 1994, then fell back and the 1997 levels were approximately the same as in the beginning of the decade.

In current values, aid levels for these countries remained largely constant, but after inflation is accounted for, the commitment declined in real terms.

### *Aid to education sector and to basic education:*

Resources allocated to the education sector throughout 1990s are in line with the policy shifts. Before Jomtien, education assistance from most bilateral agencies as a percentage of total commitments had fallen or stagnated, being around 10 per cent of the total Official Development Assistance (ODA). Only about 5 per cent of education assistance was devoted to basic education.

As policy shift was rather slow in coming, it was not surprising that response in terms of resources committed also displayed a lag, as measured by the slow rate of increases in the proportion allocated to basic education during the first half of the 1990s. However, in terms of volume, the commitments were substantial especially for *Australia, Canada, France, Germany, Japan, Netherlands*, and *Switzerland.*

Support to education sector showed a positive, though fluctuating trend. Data of the Development Assistance Committee (DAC) indicates a rise in bilateral agencies' aid to education from 14 per cent of total aid budget to 16 per cent between 1990-1997. ODI survey shows an even more positive result, a rise from 16 to 31 per cent between 1990 and 1999.

Large variations are noted among bilateral agencies, DAC data showed only *Luxembourg* consistently increased the share of aid to education sector, while this share decreased *for Austria, Japan, Netherlands, Spain* and *UK*. For the UK, ODI survey data shows that its education aid rose to 20 per cent in 1996. A consistently higher percentage of support for education was found in the case of *Canada*, but the opposite was true for *Belgium.*

For all bilateral agencies, the ODI survey shows that within the education sector, commitments to basic education increased substantially from 1 per cent in 1990 to 14 per cent in 1993, 43 per cent in 1996, then declined for 1997 and 1998 but in 1999 went up again to nearly 30 per cent.

While the proportion of their support to basic education seems to fall in line with policy statements of donor agencies, it must be noted that in many cases, this was a statistical result of starting from a very low base (less than 0.5 per cent of their whole aid budget). Furthermore, in some cases, it still remains less than 0.5 per cent one decade later.

At the time of Jomtien, the following bilateral agencies committed and/or disbursed more than 25 per cent of their education sector activities to basic education: *Denmark, Norway, Sweden, the United States, Germany* and *the Netherlands.*

The pattern among bilateral agencies has been rather consistent over the decade with the proportion of education aid going to basic education clearly rising, especially for *Australia, Austria, Belgium, Denmark, New Zealand, the Netherlands, Norway, Germany*, and *UK*.

## III. Types and scope of assistance

Having committed themselves to the goals of EFA, donor agencies have developed various forms of interventions to address general and specific concerns in basic learning needs.

*Japan's* Funds-in-Trust for the Promotion of Literacy has given special attention to those programmes and activities which provide illustrative models and experience, having a catalytic role for the countries in the Asia-Pacific region. The Funds supported literacy activities in the field of personnel training, pilot projects, literacy materials and resource materials development. The coverage of recent projects have been broadened into activities relating to eradication of illiteracy, universalization of primary education and promotion of continuing education.

*Finland* has just recently started EFA cooperation in the *Asia-Pacific* region. Since October 1999, it has participated in the funding of the basic and primary education programme in Nepal, with the first phase of the cooperation lasting four years. Eighty per cent of the US$ 5 million funding is direct programme support, and the rest goes to expert support focusing on the development of an assessment system.

*Norway's* assistance to basic education is concentrated in the areas of textbook support, teacher's training, special education and school meals. Countries in *Asia-Pacific* receiving basic education assistance

from *Norway* include *Bangladesh, Pakistan* and *Sri Lanka*. The Norwegian Funds-in-Trust for the Promotion of Literacy and Continuing Education in Asia and the Pacific Project aims to develop training materials for literacy and continuing education in the region, and to train literacy and continuing education personnel. Total amount provided between 1989-1996 was about US$ 3 million.

Education assistance from *Sweden* include schoolbook support in *Bangladesh*, distance education methods in Sri Lanka and support for disadvantaged schools and areas in *India*. Priority has been given to education of women and girls. Higher priority has also been given to the content and quality of education at the classroom level and subsequent learning outcomes. Work on curriculum development is perceived as an important means of intervening to improve quality.

*New Zealand's* development assistance to education programmes has been influenced by several factors. One of them is identified needs of partner countries, in response to which programmes are negotiated. A major need that has been identified is access to tertiary education, which is seen to be contributing to the economic development and growth in partner countries.

The overall focus of education programmes within New Zealand Official Development Assistance (NZODA) is shaped by negotiations with partner countries. The programmes reflect the areas of expertise that *New Zealand* has to offer. It has been recognized that human development is where the greatest and most lasting impact can be gained from NZODA support for developing countries. Education and training, therefore, form a significant part of the programmes. Currently direct support for the education sector within the bilateral programmes is 33 per cent of expenditure within these programmes. The majority of funding for education is for the tertiary sector through scholarship programmes for study in-country.

Programme negotiations also have to take into account the size and focus of *New Zealand's* contribution compared to that of other donors. In a country where *New Zealand* is a relatively small donor, the programme has focused on support for development and production of reading materials to support acquisition of literacy skills. In another country where *New Zealand* is a major donor, a comprehensive programme was developed in each of the sectors - early childhood education, primary, and secondary education.

*France* currently does not have any projects concerning the promotion of EFA in the Asia and the Pacific. Budgetary consideration has restricted its recent bilateral cooperation in the area of education to higher education and university research.

In *UK*, there has been an effort to change the trend of ODA spending in education and training which has been heavily biased towards secondary, technical and higher education at the expense of primary and literacy/non-formal education. However, the apparent bias is reduced by the fact that the reported figures for higher education include training for primary and secondary school teachers.

For *Australia's* development assistance, the goals of access and equity seem to be rather central in specific countries. For example, access is a priority in *Papua New Guinea, Vanuatu, Solomon Islands*, and *Kiribati*, where the primary project focus is on expanding access. Strategies include building classrooms, book supply and equipment and pre-service teacher training. Equity and quality issues are also addressed in their projects by focusing on the needs of vulnerable groups, for example, working or street children.

### Adult education

The Jomtien Conference expressed concern about the state and role of education both for children and adults, but at the Amman mid-decade meeting shortfalls in the coverage of adult education have been identified. The meeting recommended more attention to non-formal education and literacy for youth and adults. There is, however, limited information on whether provision for adult education has expanded in line with its inclusion in basic education. Data from agencies cannot give a comprehensive picture of interventions in this field, but it seems to have diminished in importance. Training has also largely been ignored as a factor in individual and country economic productivity.

Over the decade *Sweden's* support to adult education has accounted for 0.1 per cent of their total basic education disbursements. Very few of the agencies have any specific policies on adult education and there are different emphases among the agencies. Workforce and vocational skills are the focus of *Australia, Germany* and *Sweden*; citizenship and civic education are the focus of *Germany, Ireland*, and *Sweden*; literacy and numeracy are the focus of *Denmark, EU, Germany, Ireland, Japan, Luxembourg, Norway, Sweden, Switzerland*, and *US*.

## Gender issues

In Jomtien's declaration, *the most urgent priority is to ensure access, and improve the quality of, education for girls and women, and to remove every obstacle that hampers their active participation*. This was, however, one of the areas with the least progress in the mid-decade assessment. Bilateral agencies highlight the importance of gender relations either in overall policy and/or specifically in basic education. This translates mainly as a concern of inequitable access to quality education for women and girls.

A small number of agencies actually mentioned *mainstreaming* of gender issues as their strategy (Austria, Netherlands and Sweden), while others refer to integrating gender throughout policy and practice (e.g. Canada, Germany), or making it a cross cutting issue (Denmark). *Women in Development* (WID) is included in guidelines for monitoring development co-operation by some agencies (Austria, Japan, Netherlands, Norway and EU). New Zealand refers to *Gender and Development* (GAD), while others (e.g. Sweden) emphasize the need to look at both men and women. EU mentions gender as an issue of conditionality.

## IV. Partners and modalities

The Jomtien declaration calls for international co-operation to *give priority to the countries least able to meet the basic learning needs of their populations*. Many factors influence the selection of which countries are actually targeted. Donor agencies are guided by their development objectives that reflect their national concerns and their view of the world. Two objectives most often mentioned are poverty alleviation and the promotion of human rights. These objectives influence the selection of partner countries and the sectors of focus. Agencies whose main concern is poverty may therefore choose to target Basic education, which is largely perceived as contributing to poverty reduction.

Policy documents of donor agencies received by ODI indicate that they recognize basic education as addressing structural causes of poverty (*Austria*), see it as offering opportunities to the poor (*Canada*), consider it as either key or as part of a range of issues for combating poverty (*Netherlands, Finland, New Zealand*). Agencies often target the poorest countries and then concentrate on addressing basic education or basic human needs. Examples include *Canada, Ireland, Japan, Norway, Sweden*, and *Switzerland*. *Sweden* has a *two-pronged* approach with an explicit focus both on the poorest countries and also on poor regions within countries. They also target countries on the basis of their ability to implement anti-poverty policies.

Agencies that mention the promotion of human rights and democracy as a key objective include *Finland, Japan, Norway, Portugal, Switzerland* and *US*. For some agencies education is seen both as a human right in itself and as contributing to human rights and democracy. Human rights can be given priority in poverty alleviation and become an important condition for aid. *Norway*, for example, even alludes to a willingness to break off development co-operation if partner countries fail to meet its requirements regarding respects for human rights and international agreements.

As partner countries are selected initially on the basis of poverty criteria and then address the issue of basic education, *Africa* turns out to be a region of particular interest for many donors. *Sweden*, for example, consistently allocates more funding for basic to *Africa* than to either *Asia* or *Latin America and the Caribbean*. However, throughout the decade, the volume of disbursements to *Africa* fell faster than that to *Asia*.

*South Asia* is considered by some aid analysts as being an area for particular focus on basic education. *UK* seems to be one of the donors with current commitments to basic education (primary) being highest for *India* and with three South Asian countries among the top six commitments in this area. *The Netherlands* had much higher contributions in basic education to *Asia* than *Africa* until 1997, when the trend reversed.

A number of agencies, including Danish International Development Agency (*DANIDA*) and Norwegian Agency for International Development (*NORAD*), operate on a clear country-focus approach. Resources are allocated in line with priorities and development of partner countries, rather than to sectors and sub-sectors, such as basic education. Commitments to basic education depend on requests for support by the recipient country.

*SIDA* considers national education policies as essential and where none exist, has pledged to support the development of these policies, rather than individual projects.

Only a few bilateral agencies now provide funds for substantial numbers of scholarships. For example,

*New Zealand's* ODA (which is nearly all in the Pacific Region or in Southeast Asia) concentrates on education and training awards for in-country activities.

The principal mechanisms used to deliver support to basic education include:

- Financing and implementation of discrete projects
- Support to area-wide programmes
- Technical cooperation within ministries/local government level
- Support for sector budget finance.

Since 1960s the dominant mode of channeling support to all sectors, including education, has been project financing and remains so today. However, a growing recognition of the limitations of the traditional project mode of delivery has led some donors to seek other methods for aid delivery, in particular, on methods designed to increase local ownership and achieve a greater integration of donor and government efforts. Central to this has been the growing emphasis (in the late 1980s and 1990s) on sectoral *packages* approaches.

These approaches reflect an increased recognition of the importance of ownership by country partners and offer potentially significant opportunities to deliver support to education that is institutionally and financially more sustainable.

## V. Future challenges

Increasingly, donor agencies need to work within established development plan, which means that the countries' own needs and priorities can pose another constraint.

Donor agencies may find their objectives constrained or hampered by certain obstacles in the partner countries, especially the lack of government's support for basic education. If the difficulties become worse at the implementation stage, donors may be tempted to by-pass governments and work directly at the grass-roots level. Such decision may have helped speed up projects in the short run, but long run goals will be better served by trying to settle the differences and create mutual understanding.

Some countries may have governments that resist putting basic education as a priority in their national development plans or make conscious decisions to allocate resources for other purposes. Possible reasons include:

- Governments see basic education as fundamental to national identity and exposure to external influence should be kept to minimum.

- Higher education and the continuing production of professional and scientific expertise are considered to be imperative for economic development needs

- Basic education projects tend to spread over wide geographical and administrative areas, making them more difficult to be monitored and controlled

Another factor that may stand as a constraint to donors' efforts in providing basic education is the country's own absorptive capacity. This refers to various issues from low level of human capacity development, under-investment in people, and inefficiency in the use of resources to support educational change, reform and adjustment.

Economic mismanagement, lack of accountability and undemocratic systems also impacts the viability of investment on basic education. Poor performance of educational system - such as large numbers of untrained teachers - high drop-out and repetition rates have discouraged many donor agencies from investing further in partner countries.

After several achievements that have been made in the past decade, the remaining challenges is still how to translate the new policy guidelines and approaches into reality. Political support at the highest level is crucial and will determine the future of development assistance from bilateral agencies to basic education.

At the country level, what remains to be done is translating the frameworks into well- designed and executed projects and programmes. Priorities do change, as do policy makers. Advocacy activities must therefore be continued to sustain EFA priority focus. Continuing dialogue between donors and

partner countries is essential if resources of donor agencies are to be used efficiently and objectives of both partners are to be fully attained.

In the future, resources for development aid may either decline or be divided among an increasing number of competing agendas. World conferences held during the 1990s have brought issues such as environment, population, poverty and women to the forefront along with calls for urgent actions. Furthermore, natural and political catastrophic events in several countries have placed humanitarian assistance, peacemaking and aid for refugees high on the agenda.

Given the increased resource constraints and competing priorities, basic education should be targeted as one of the themes in the framework of the integrated policy objectives. Donors have recognized that their support will be better facilitated if basic education is considered within a systematic approach. The UK, for example, sees Basic education - and education in general - as related to its broad objectives of human resources development, environment, the status of women, orientation towards market and productive capacity.

Realizing the advantage of this approach requires actively seeking the participation of the private sector, NGOs and community actors in the process of design and implementation, in order to ensure that solutions correspond with needs, and to avoid the danger of excessive centralization.

As sector-wide approaches imply, an emphasis on the education sector as a whole, basic education risks being downgraded. Tertiary education has been mentioned by several agencies to be re-introduced as part of the package of support to basic education. An effective approach might involve improving the policy and institutional environment of the whole education sector, while emphasizing the importance of allocating significant resources to basic education.

# Letter to Embassies

Excellency,

     Subject:  EFA 2000 Assessment Regional Conference (Working Document)

     As you may be aware, the international Forum on Education for All (EFA) has decided, on the occasion of the tenth anniversary of the Jomtien World Conference on EFA, to undertake a comprehensive review of progress and lessons learned in the past ten years. Instead of concentrating exclusively on another global conference, the Forum decided to put emphasis this time on regional conferences, to be convened by the principal sponsors of the Jomtien Conference: UNESCO, UNICEF, UNDP, and the World Bank, and in Asia, ADB, ESCAP and UNFPA.

     In preparation for this Regional Conference, scheduled to be held in Bangkok from 17 to 20 January 2000, the Forum, through inter-agency Regional Technical Advisory Groups (RTAGs), have been working over the past year to assist countries put together a comprehensive report and analysis of EFA progress. In fairness to these countries, bi-lateral and multilateral organizations have a parallel responsibility to report to them on their own experiences with and contributions to the EFA effort. This will be in the form of a working document for the Regional Conference.

     For this reason, may we request your kind cooperation in providing us an overview of the bi-lateral projects, activities and experiences to promote Education for All in the Asia-Pacific region, financed by your Government, and the analytical insights learned from these. As some donor governments are more active than the others in this area, we anticipate that the reports will vary in length. However, each report should be as concise as possible, preferably not more than 10 pages in length, without sacrificing clarity and quality. Since your report will be incorporated with the inputs from other agencies concerned in a section on multilateral and bilateral contributions to EFA in the Asia-Pacific region, for the sake of congruence it should include, but not confined by, the following topics:

I.      Statement of agency policy and shifts, if any, towards EFA over the past ten years

II.     Resource allocation, type and scope of assistance, and shifts, if any, in favour of EFA in the past ten years

III.    Modality, partners, and sustainability

IV.    Major achievement (qualitative and quantitative), problems encountered, and lessons learned

V.     Future challenges and follow-up actions

We would be most appreciative if the requested report could please be sent to us by 15 November 1999. UNESCO PROAP will collaborate with ESCAP and UNDP in integrating all reports received into a comprehensive presentation. For further information please contact the Director's Office at telephone number 391-0577 extension 322 or 323.

Thank you, Excellency, in advance for your valuable cooperation and contribution to this global endeavour.

Please accept, Excellency, the assurances of my highest consideration.

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Victor Ordonez
Director PROAP and RTAG Coordinator
On behalf of the RTAGs

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cc:     The Executive Secretary, ESCAP

       The Resident Representative, UNDP

       The Chief, Social Development Division, ESCAP