



Local meanings of educating all and the process of adopting EFA development goals: Based on the study in Kenya, Tanzania, and Ethiopia

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Background



Disconnection of global and local

- More standardized, streamlined development goals vs. diversity of situation on the ground
- The efforts to “educate all” have longer histories than EFA goals in many countries

Increasing external influences

- Development goals come with funding and different way of doing things

Then, how do the policy-makers of each country think of EFA goals and what is happening in the process of adopting these goals into national policies and practices?



Self-reliance and EFA

- General pattern in the 2000s across sample countries
 - Increasing overall aid dependency
 - Increasing governmental budget for education
 - Increasing primary enrolment
- (1) What about financial sustainability?
- (2) Does every country have same educational needs?
- (3) Can educational system be sustainable without holistic development?

Table 1: Trends in aid dependence

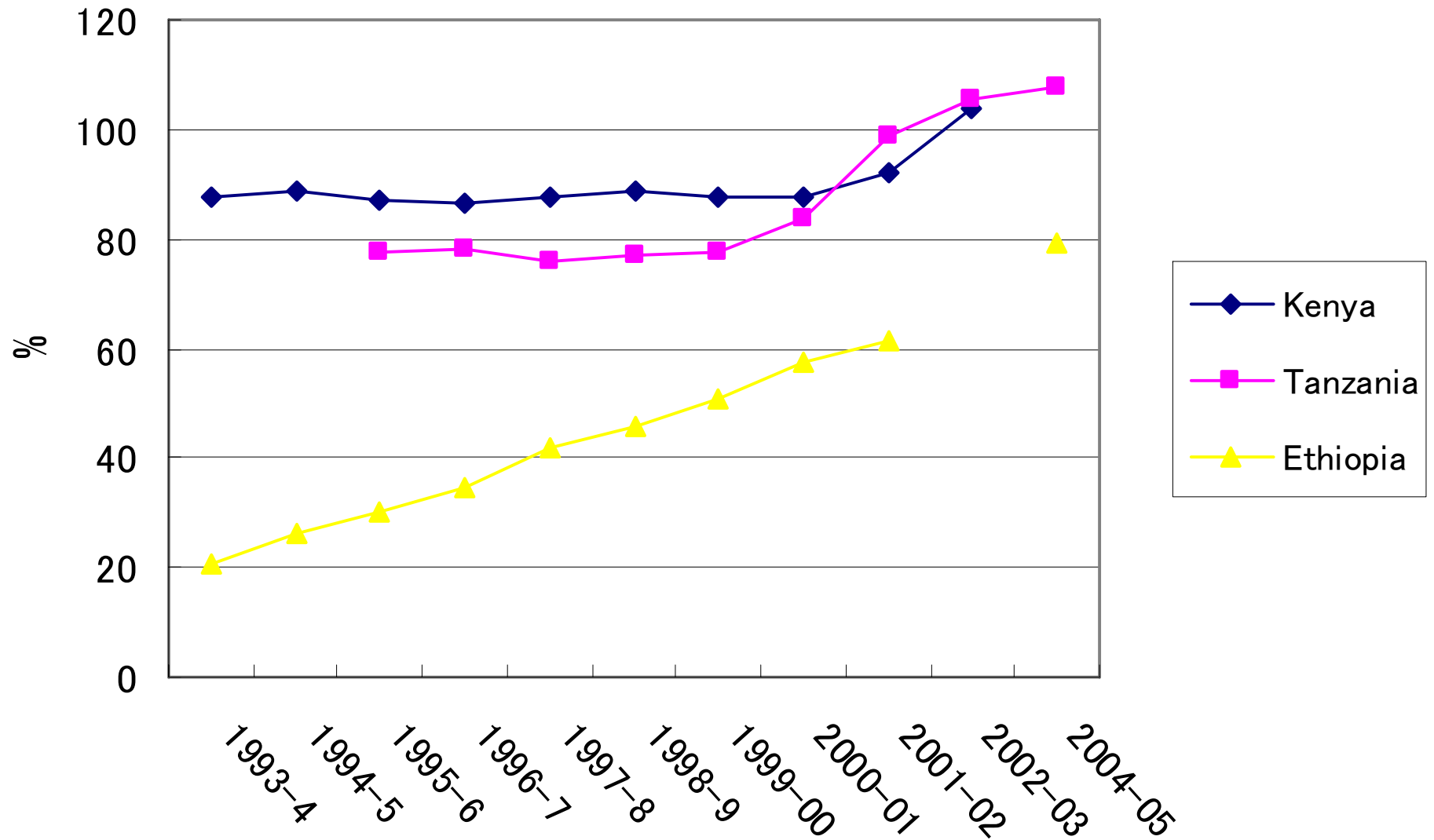
	GNI per capita (US\$)	Aid per capita (\$)				Aid as % of GNI			
		2001	2002	2003	2004	2001	2002	2003	2004
Kenya	480	15	13	15	19	4	3.2	3.4	4
Tanzania	320	36	35	47	46	13.3	13.2	16.3	16.2
Ethiopia	110	16	19	22	26	17.5	21.7	22.8	23

Note. From World Development Indicators, 2003-2006, World Bank.

Table 2: Trends of educational expenditure as % of GDP

	Kenya	Tanzania	Ethiopia
1998			3.5
1999	6.2		3.2
2000	5.8		4
2001	6	2.8	5
2002	6.8	3.41	
2003		3.53	
2004		4.25	

Figure 1: Trends of gross enrolment rates in three countries



Research Questions

1. How do the actors involved in policy-making **interpret** the concepts of “Education for All”?
2. What were their **motivations** to adopt EFA goals?
3. What are the **perceived changes** (positive and negative) caused by the introduction of EFA development goals?
4. How are the EFA goals linked to the recent aid **modalities**?
5. To what extent is discourse shaped by **contemporary global forces vs. historical development** of education in each country?

Research Methodology

Constructivist approach of discourse analysis

- In-depth interviews with key government officials, academics, staff of NGOs and donors (20-25/country)
- Documentary analysis
 - To code key concepts, to find the relations between concepts and to map them
- Synthesis of country cases
 - To find commonalities across and specificities within cases



International goals in the field of education

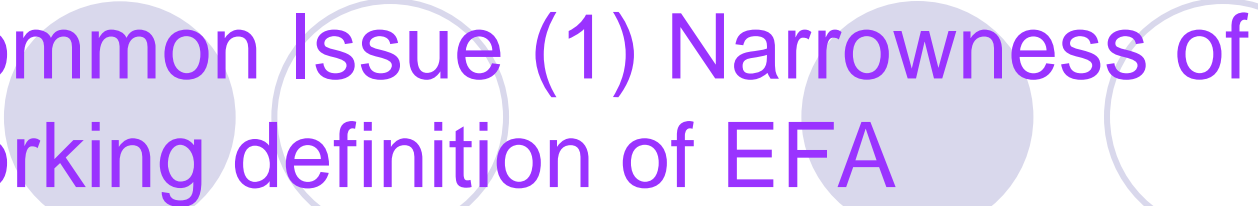
“Education for All”

1. Expansion of Early Childhood Care
2. Universal free compulsory primary education by 2015
3. Expanded access to adult education
4. 50% improvement of adult literacy rate by 2015
5. Eliminating gender disparities by 2005
6. Improvement of quality of education

Millennium Development Goals (MDGs) on education

1. Universal primary education
2. Gender equity

Common Issue (1) Narrowness of working definition of EFA



The concept is not new, but measurement and international comparison of achievement is new

- Inclusiveness vs. primary schooling
 - Prioritization of financial and human resources
- People who are conversant with EFA goals (involved in EFA discourse) are barely outside of basic education divisions.

Common issue (1) Narrowness of the term, continued.

MDGs vs. EFA

- Drag to the interests of stakeholders which have strong influence in policy process
 - Strong financial support to achieve MDGs
 - Utility of MDGs to quantify and standardize national achievements and to impose deadlines
 - EFA lost momentum with less political and financial push (Primary education directors are more powerful than EFA coordinators)

↔ EFA touches upon wider issues – good platform for campaigns to wider interest groups

Common Issue (2) Operationalizing EFA

- Policy should be supported by operational programmes to go beyond a mere lip service
 - EFA goals are all-inclusive, and any governmental policies which touches upon various educational areas can be said to have adopted EFA.
 - SWAps (operational programmes) are often focused on primary education

Common Issue (2) Operationalizing EFA, continued

- Lack of Governmental capacity

- Rising donors' expectation for the governmental "Ownership" in policy implementation

- Needs for capacity development in various areas of ed. administration at various levels

- Decentralization – lack of capacity at the local level will cause dysfunctions of the whole ed. system

- Low capacity of research and needs identification
→ Abstract and irresponsive nature of national policies

Common Issue (3) “Partnership” with stakeholders

Donors

- Various mechanisms to foster partnership (Ed. Sector coordination committees, task forces)
- Principle of “Ownership” – limit the intervention by donors after the policy framework is agreed

→ More emphasis by donors on negotiation in the policy-making process for their priority to be reflected in the policy

(Leverage, advocacy, technical assistance for research, watchdog, and fund suspension)

→ Aid predictability??

Common Issue (3) Partnership, continued

NGOs

- NGO representatives in sectoral meetings
 - Donors' encouragement to NGOs as a way of partnership and democratization of decision-making
 - Rapid growth of advocacy NGOs and NGO federations
- Increased number of actors
different/conflicting views ↔ stronger drives for control
- Unwillingness of government to accept NGOs' critical opinions

Common issues (4) Conflicting message: Centralization or decentralization?

- EFA/FTI mechanism enhances centralization of decision-making and information (even away from Ministry of Education)
- Capitation grants, School-based management

“We need to see [the EFA] much more as something that comes from the indigenous countries themselves, you know, from the African countries themselves. Usually, these goals are decided by international organizations and foreign governments and then we are called to meetings to discuss them. ... I think we should look at EFA and millennium goals, based on our own resources, based on our own designs. And those designs should be [based on] what is ... possible, given ... the time and resource constraints, and our own unique experiences.”

Country ownership?



Relevant concepts

- Self-reliance
- Sustainability
- Capacity

← Donor-driven initiative which overlook national priority and (financial, human, and physical) resource capacity is not sustainable.

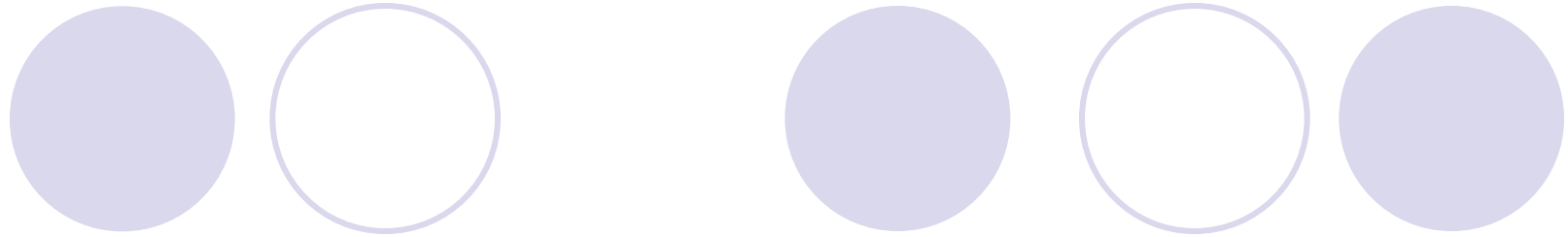
Sustainable development can be achieved only when the country achieves true ownership and develop the holistic national education policy which matches their capacity and needs.

How can we achieve sustainable educational development in the context of FTI?

- **Linking** commitment to basic education with that to other relevant sub-sectors
 - Pace of enrolment increase – expansion of intake for teacher training programs
 - Improvement of primary completion – increased seats at secondary schools - improvement of TVET – better transition from school to work
- **Balanced** resource allocation within the capacity of the national government to meet the above needs (avoidance of aid dependence)

How can we achieve sustainable educational development in the context of FTI (2)?

- **Capacity** development (Not only designing the policy which meets the current governmental capacity, but also encouraging the efforts of capacity improvement)
- Increasing **predictability** of aid flow (avoidance of fund suspension as a tool of negotiation) ← without predictable funds, the government cannot plan and implement in a self-reliant and sustainable way
- Adding to the FTI endorsement process the examination of sustainability and balance among sub-sectors within the policy framework



Thank you very much.

The full report of the research is available at:

<http://www.grips.ac.jp/forum/pdf07/EFA.pdf>