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BUILDING CAPACITY FOR THE EDUCATION SECTOR IN AFRICA

**Report from the 8th Annual NETF Seminar,
Oslo, October 12th – 14th 2005**

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The seminar was arranged by the Norwegian Ministry of Foreign Affairs, the World Bank and the Norwegian NETF reference group, in cooperation with Norad and [LINS](#), in connection with the annual consultation on the Norwegian Education Trust Fund for Africa in the World Bank (NETF). On behalf of the arrangers, we would like to thank all speakers and participants, who contributed to making the seminar a learning event.

Report prepared for the Norwegian Ministry of Foreign Affairs
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Perspectives on the Seminar

Robert Langley Smith, Main Chair of the seminar and Associate Professor, LINS, Oslo University College

This, the eighth in a series of Trust Fund seminars, chose as its focus the issue of capacity building in African education systems. The program was designed to draw on real experience from a variety of countries and agencies, moving from conceptual analysis, through system management down to the teacher in the classroom. A comprehensive approach ensured that the seminar heard from government Ministers, from teachers' organizations, from international development agencies and from individual researchers.

The seminar's pattern of individual and panel presentations followed by plenary discussions allowed for the transfer of a great deal of information in a relatively short space of time. However, this necessarily limited the time available for interaction in smaller groups, a perennial problem with NETF seminars. The idea of parallel sessions to allow for more group work had been discussed in planning the seminar but had been rejected in favour of allowing all participants equal access to all presentations.

Turning to the program itself the starting point was some conceptual analysis of the term capacity building led by World Bank specialists followed by UNDP and IIEP speakers. The Bank's initial approach was largely technical suggesting that certain instruments and procedures had to be put in place before capacity could develop. This approach necessarily underplays recognition of the deeper consciousness of African societies which determines the way they see the world and consequently how they solve their problems. As one commentator from the floor put it much later in the seminar, 'When are we going to deal with the 'matters of the heart'? The UNDP and IIEP speakers provided a contrast to the Bank's positions and a lively and interesting debate ensued.

The seminar program then moved into case-studies and experiences from the field and a rich variety of materials was shared. Prominent in this part of the program was the contribution of the Minister of Education of Madagascar who demonstrated how his government had taken leadership in completing the EFA plan despite the skepticism of the development partners. A further important step was that donors financed the government's plan rather than funding projects. Critical principles derived from the Minister's presentation were

- Local leadership
- Knowledge of the culture
- Outsourcing of tasks the Ministry could not manage
- Monitoring all aspects of the program

Further important issues came up from Steinar Askvik who noted that we do not really know enough about capacity in its various forms, e.g. policy formulation capacity, implementation capacity and operational capacity. Askvik's conclusions that most good solutions are context specific and that ownership is the critical factor need to be more widely publicized as the capacity building debate continues. More principles came up from a variety of speakers – that capacity must be linked to governance structures and to an effective state and that development partners' support for capacity needs to be appropriate and predictable.

As the seminar progressed it became apparent that a great deal of empirical knowledge had been developed by numerous practitioners, whether they were talking about the indigenous capacity to be found among Ethiopian villagers or the inaccessible capacity of university departments in many African countries. The largely untapped capacity of the teaching profession was also noted as well as the importance of getting political support for reform and change from groups such as parliamentarians.

Reflecting on the overall impact of the seminar it seems that participants were able to move on from viewing capacity building as a purely technical challenge based on training to a more nuanced view of the place of culture and consciousness as indispensable aspects of the modern nation state's struggle to find ways of answering the educational needs of its people. The 'matters of the heart' referred to by Professor Jon Lauglo provided a phrase which captures much of what is important about capacity building. Capacity building is not an end in itself. 'Capacity for what and to what purpose?' remains the critical question at the heart of our discussions. If education is to mean an induction into worthwhile things then the cultural consciousness of the participating societies needs a more prominent place and it is to be hoped that seminars like the October NETF meeting will bring such issues more firmly onto the development agenda.

Presentations and Discussions in the Seminar

(Power point presentations, papers and other information from the seminar are also available on the seminar's web-page at <http://www.lins.no/NETFsem05.php>)

Opening

David Hansen, Advisor to the Norwegian Minister of Development,

Mr. Hansen opened the seminar on behalf of the outgoing Norwegian Minister of Development, Ms. Hilde Frafjord Johnson, underlining the importance the Norwegian government puts development aid to Education for All (EFA) and for the Africa region.

Presentation of NETF

Yaw Ansu, Sector Director, World Bank

The Norwegian Educational Trust Fund (NETF) is a partnership launched in 1998 between Norway (The Norwegian Ministry of Foreign Affairs, MFA) and the World Bank. Its core objective is to support the preparation of high-quality education sector development programs in Sub-Saharan African countries. NETF has been a success because it has leveraged the WB's institutional infrastructure. Public goods are financed (for example knowledge generation and dissemination and dialogue) to help form program preparation, policy reform and implementation. NETF has built partnerships and empowered national teams and encouraged follow-up through multi-year engagement with countries and partners.

Work at Different Levels

NETF works on three different levels: On national level work is done to expand technical/ analytical capacity in education, on national and regional level it works to foster political consensus and ownership, while on regional level in works to generate knowledge through producing regional studies and strategies. Studies undertaken focus on key constraints on progress toward EFA, and many of the studies are prepared in collaboration with Association for the Development of Education in Africa (ADEA), UNESCO, UNICEF and other partners.

Undertakings Financed

NETF has financed 10 – 12 regional meetings a year on key topics, and financed networking activities by key partner organisations. NETF has also financed analytical work, local workshops and WB teams working with local teams in order to expand technical and analytical capacity in the education sector at the national level. NETF focused initially on low-enrolment countries and financed preparation of education sector programs in 13 of these. In all 13 countries the enrolment and gender parity improved markedly.

Norway's Role as Donor Partner

Norway has behaved exemplary as a donor partner by setting a consistent and unambiguous result agenda and prioritising selected activities to influence policy design and implementation. Because of NETF's success, the EFA-FTI donor partners have used it as a model to create the Education Program Development Fund (EPDF) to support education program preparation in all low-income countries. NETF will now be integrated into EPDF, with co-funders as DFID and SIDA. This integration promotes donor harmonisation, but reduces the direct connection between Norway and the World Bank's Africa Region.

Introduction to the Seminar

Robert L. Smith, Associate Professor, LINS, Oslo University College

This seminar was arranged with a particular challenge in view- the challenge of capacity building for educational change and reform in Africa. Implicit in this choice of topic was the notion that a major barrier to educational change in Africa has been the lack of capacity of systems and of individuals within those systems. Experience with the Norwegian Educational Trust Fund (NETF) has shown that technical competence is often lacking in such areas as the planning of Education for All but of equal concern has been the shortcomings in policy development which many African countries have shown. An important role for the NETF has been addressing these policy concerns with the aim of building capacity, especially among the poorer African countries. As the Annual Reports of the NETF clearly demonstrate, a good deal of success has been achieved, particularly at the regional level where African countries have shared with their neighbours experience in developing strategies to achieve EFA and Millennium Development Goals.

But this seminar is not so much about the success stories, although our range of speakers has been selected to present experience from a variety of venues. We want to start proceedings with an exploration of what is meant by capacity building. Is it merely training, the passing on of technical skills and competences which will enhance planning in Ministries of Education? Or is there a broader and more all-embracing vision of what is necessary for African countries to achieve the goals they have set themselves? Is capacity building by definition based on a deficit model or are there indigenous capacities which we neglect with our modernizing agendas? Do we, the development partners, in fact lack some capacity ourselves, the capacity to seek out and build upon what exists rather than to impose new and perhaps less appropriate models of capacity building?

The speakers who will present to us are drawn from different countries, different agencies and have a variety of experiences to share. The chairperson for each session will be required to select for plenary discussion key issues and questions. If time allows, more general discussion will also follow. Two important principles for the seminar will this be covered. First, the focus on experience and secondly allowing for discussion and debate which will draw out the most important issues for improved practice. Our starting point is the unpacking of the concept of capacity building from which we move on to look at experience with national level reforms and to technical assistance and its influence on capacity building. Without an emphasis on change which affects quality in the classroom our discussions would be incomplete so from Madagascar, Tanzania and Ethiopia we look at more school based concerns. Finally we focus on consensus building as part of capacity building and the role of teachers' organizations and other groups is examined in more detail.

We hope that this seminar triggers deeper interest in a critical issue in educational development – identifying and building upon the capacity to bring about meaningful change in African education systems, going beyond the technical to deeper concerns about how the practice of schooling can be improved such that the individual child in the classroom is helped to achieve his or her true potential.

Session 1: The concept of capacity building

Knowledge and Capacity Building in Africa

Dr. Genevesi Ogiogio, Africa Capacity Building Foundation

Good investments were made in the public sector by African governments and their development partners in the first decades after independence. But systematic deterioration in political governance led to destruction of societal values and conflicts. Systematic destruction of capacity of public services resulted together with a massive flight of professionals. Worsened economic conditions led to use of Structural Adjustment Programs in the 1980s that considerably raised poverty levels and neglected capacity issues. Quality fell precipitously in public service delivery. Since the 1990s some of these trends have begun to change. African governments and donors have made efforts to address the continent's capacity constraints. The African Capacity Building Foundation (ACBF) was opened in February 1991 together with a number of other initiatives. Donors' technical assistance and lending programs for capacity building have grown enormously. Unfortunately, aid is poorly coordinated and the way aid is administered creates institutions that undermine sustainable capacity building.

What is Capacity Building?

Capacity building is a process requiring effective planning, implementation and management. A systematic approach is needed for which appropriate methodologies and intervention strategies at best-practice level are applicable. The success of capacity building processes requires national ownership and leadership of the process and an institutional framework for coordination of national capacity building programs. Reforms and incentive must be in place for effective utilization and retention of capacity. Knowledge-based capacity building has three major components, namely institutional (knowledge institutions), sectoral (educational, training, health, public service, etc.) and program-specific (knowledge generation and sharing programs). Educational institutions can be made to apply knowledge management systems to improve performance and quality of service through continuous improvement.

Recommendations for NETF

The application of knowledge-based capacity building in the educational sector within the context of the NETF will entail support for Schoolnet programs, e-learning, teaching and research infrastructure, training of trainers, education planning and management including curricular reform and alignment with development needs, and Research and publications. If NETF is to raise effectiveness of its contribution to the achievement of the MDG in respect of education for all in Africa, it must look beyond providing more teachers and classrooms. A focus on e-learning capacity building will, among others expand access to education by a progressively larger percentage of communities, standardize curricular, teaching and training materials across schools and programs, strengthen institutional collaboration, encourage content development and teaching across institutions and provide fillip for the growth of telecommunications infrastructure and the need for effective regulatory framework.

Capacity Development in Africa:
Perspective From an Evaluation of World Bank Support
Catherine Gwin, Lead Evaluation Officer, Operations Evaluations Department/World Bank

(referring to the study named “Capacity Building in Africa”, electronically available at http://www.worldbank.org/oed/africa_capacity_building/)

African countries need to improve the performance of their public sectors if they are going to achieve their goals of growth, poverty reduction and provision of better services. The latest ten years, the WB provided \$9 billion in lending and close to \$900 million to support public sector capacity building in Africa. The Bank has made its support for capacity building in Africa more relevant by extending its support beyond building organizations and individual skills to strengthening institutions for improved public services, and by shifting to programmatic support. Still, most support for capacity building remains fragmented.

Findings

Changes in approach have made the Bank’s capacity building support more relevant. The Bank has progressively broadened its support to include strengthening of public institutions, with emphasis in Africa on public financial management, decentralization, and governance, and increased its range of lending instruments for delivering capacity building support. The Bank recognizes that capacity building is a long-term process requiring a systemic approach. In the Africa Region, all recent country strategies have identified public sector capacity building as a core objective. They are shifting to sector wide programs and budget support that identify long-term capacity building needs. This may help authorities prioritize capacity building activities for donor support.

However, most capacity support remains fragmented. Many capacity building activities are also founded on inadequate needs assessments and lack appropriate sequencing of measures. The challenges of capacity building vary across sectors as well as across countries. Sectoral challenges reflect variations in such factors as the power of interested groups, labour intensity and decentralization of service provision. The Bank’s traditional tools, technical assistance and training, have often proved ineffective in building sustained public sector capacity.

Recommendations

Capacity building in Africa should be treated as a core objective, ensuring that Bank support is country-owned, results-oriented, and evidence-based. The Bank, at the corporate level, should strengthen its knowledge base and amplify its capacity building framework to help countries a) prioritize capacity building activities and guide donor support; b) link institutional, organizational, and human capacity developments; and c) transform traditional capacity building tools to improve results. Sector and thematic leadership should develop sector-specific guidance on diagnosing public sector capacity needs. It should be ensured that CAS processes are used effectively to help countries identify and strengthen the capacities they need to plan, implement, and measure the results of their poverty reduction strategies.

Capacity Building and the Millennium Development Goals: The role of UNDP **Ndey Ndjie, UNDP**

Ms. Ndey Njie presented a UNDP-made package of services for the Africa Region for supporting countries in preparing Millennium Development Goals (MDG) based poverty reduction strategies. This offers a set of approaches that can be used by countries in their various settings in collaboration with UN agencies, funds and programmes.

MDG-Based Poverty Reduction Policy Packages

The objective of the package is to assist countries in the preparation of MDG-based Poverty Reduction Strategy Papers (PRSPs), through integrating the diagnostic and advisory work into the core work of the UN country teams, and to mainstream capacity development knowledge and strategies into national development plans and implementation. An emphasis is put on MDG based investments and policy planning, widening of policy options and choices and building of capacity through investing in national ownership and implementation.

Capacity 2015 Global Programme

The global programme named *Capacity 2015* was presented. In Africa the focus is on local level capacity level development for local economic development, local governance and administration and service delivery. The Capacity 2015 in Africa is meant to be inclusive and knowledge based, developing capacity in participatory and integrated approaches. Information networks and learning partnerships will be used, as well as community action plans as partnerships for action for individual MDGs.

Learning Networks

An example is the learning partnership with Sustainability, Education and the Management of Change in the Tropics (SEMCIT), which includes a tertiary agricultural education reform with a focus in MDG 1. Pilot programs are introduced for transforming existing universities to a learning network that is part of the Capacity 2015 information and learning network. This will link the pilot universities to local communities, where they can work together monitoring MDG progress through local level information systems. Further, these connections will link to policy processes at the national and regional levels. Implementation of programmes can through these networks be managed in partnerships with regional and international organisations.

Capacity Building as Decision Support

Gudmund Hernes, Director, International Institute for Educational Planning (IIEP), UNESCO, Paris

Capacity building is a key task of the International Institute for Educational Planning (IIEP) an organisation under UNESCO. There is a large difference between countries in the development of talents of their people. Capacity must be built because the main problem in development is the implementation phase. This means that managing resources is as important as mobilising them. To build capacity is to train planners and managers in their skills to analyse, communicate, implement and evaluate. It means to make institutions work by administrative routines, organisational culture and leadership. It also means to help mould an enabling environment, so that the skills of managers and planners are fully utilised and results are improved.

Capacity in Individuals, Organisations and Tools

Capacity is built on the individual level by changing persons. However, such individual skills are lost if the persons move. Building capacity at institutional level means to change organisations, by producing social capital that resides in networks. But institutional capacity might be weakened and destroyed by for example nepotism and corruption. Complementary factors in capacity building are skills and tools, involving decision makers and decision support instruments.

Decision Support Tools

Decision supporters are tools that enhance the performance and effectiveness of decision makers with a given level of skills. Decision support does not make the decision but provides a compact and comprehensive framework which facilitates decisions. Examples are metro maps and patient diagnostic for doctors. As briefs, decision supporters can be short reports presenting condensation of new knowledge from research, to be applied in new and similar settings. Templates for action, such as road maps or instruction manuals are decision supporters as they can serve as basis or standard for later applications. Example from IIEP are the SAMDEM sample design manager, projection models for impact on HIV/AIDS, budget frameworks, legal frameworks, the Guidebook for Education in Emergencies, Public Expenditure Tracking Systems and other IIEP simulation models. (Mr. Hernes showed a range of pictures of the relevant decision support tools). Information about best practices is decision support.

Discussion

To Mr. Ogiogios presentation, it was asked how national ownership can be secured in capacity building measures, and what real partnership entails. It was also asked what quality capacity building means, and what the role of people in institutions is. Ogiogio answered that quality in capacity building is difficult to measure, but that benchmarking is a possible way. One should review plans for finding ways to improve them. True partnership depends on level of funding, assessment, evaluation of outcomes. Central Ministries do not lack most capacity. Technical assistance for indigenous knowledge is less focused. Tanzania has the most effective human resource training, but lack performance management system. Best practice is not systematic, and leadership training not utilised. It was further mentioned that the concept of capacity building sounds like something is created that doesn't exist. One should look at

the environment for capacity building in society. For technical assistance, big investments are not functional. Policy design is more important.

To Ms. Ndey Njie, it was asked how the regional process is moving on. Njie answered that for the process to move, willing universities and willing Ministries must link up. It was also asked what real partnership is under the UNDP initiative. There are limitations in the planning process of the new agricultural curriculum. A change should be made to have it more in cooperation with communities.

To Catherine Gwin, it was asked whether one can talk about best sequencing in capacity building in Africa. Someone wondered whether there is anything such as coherent sequencing. One should try out what is workable and what is not in different settings. Some capacity building effort is better than nothing. Capacity building efforts should build on what you have. Gwin answered that sequencing doesn't mean perfection. Capacity builders should be conscious about how they train – by focusing on effectiveness, understanding connections and understanding entry points and relationships. Further, she said that sequencing means to remain consistent and to use existing capacity to optimal level. A conducive environment needs to be in place where politicians are willing to invest and use capacity. Leadership – training should be “peer to peer”, involving interactions, networking, research and training. It was mentioned that capacity and development differ between areas in the world. Skill and competence transfer from North to South rests on a bureaucratic model. In the South a more holistic approach based on existing knowledge has to be used.

Session 2: Capacity Development and National Level Reforms

Development Assistance Based Upon Rigorous National Programs: FTI as a Catalyst for Reform. Madagascar's Experience

Dr. Hajanirina Razafinjatovo, Minister of Education, Madagascar

In 2003, Madagascar applied for support for their first Education for All plan from the Fast Track Initiative (FTI) funding mechanism of the World Bank, helped and encouraged by donors. It had met the requirements of having completed a PRSP, produced a sectoral program, committed sufficient national resources and consulted with all national stakeholders in the formulation of the reform strategy.

Initiation Process

Through 2004 – 2005 Madagascar was found eligible for FTI funding by the World Bank, and the Ministry of Education arranged joint appraisal of the plan with local donors and hosted a workshop to develop an EFA implementation plan. 24 donors committed to increase their local support to the EFA plan in addition to the FTI support. The possibility of increased donor support encouraged the government of Madagascar to embark on bold reforms, and the FTI planning process put the Ministry of Education in a leadership role. The FTI mechanism requires donor coordination on the ground, and FTI itself provides flexible funding. In 2003 the school fees were cancelled, 1 million additional children were enrolled, and the government provided school kits to all primary school children. 7600 new local level teachers were recruited.

Implications of the FTI-Support

The programming meant a shift from donor-driven projects to support for a national EFA plan, where a participative process was required. This led to a focus on capacity building at the Ministerial level. The process required local donor commitment coordinated by UNICEF and the World Bank, and established a permanent system for consultation in EFA plan implementation and review. Shift to budget support made building of new classrooms and paying teacher salaries possible. Donor financing of the EFA plan instead of donor projects made the Ministry of Education responsible for the use of funds. The FTI planning process worked as a catalyst for reform, and the EFA implementation is a catalyst for further reform.

Nation Building and Capacity Development

Steinar Askvik, Associate Professor, University of Bergen

The recent Paris Declaration on Aid Effectiveness emphasised that capacity development is an important challenge to international development aid. The problem of capacity in development means limited absorptive capacity in countries receiving development aid, but also limited knowledge of how to develop capacity and design effective institutions.

Major Forms of Capacity

State capacity is the state's ability to "write the rules of the game" that governs social action. Policy capacity denotes the capability of politicians and public officials to design policies, involving their diagnostic skills for analysing the current situation and adapt it to established procedures. Implementation capacity is the knowledge and skills required to carry out plans and put into force regulations adopted by national political authorities. Such processes may unfold in ways and directions that deviate from the original policy formulations. Actors at different levels will control how resources are allocated at the local level. Operational capacity is the knowledge and skills required to operate the system in regular daily activities of organisations, and knowledge of how to organise and manage the systems.

The Importance of National Contexts

Francis Fukuyama claims that there are no globally valid rules for organizational design. Variations in national values and norms significantly impact on what stand out as optimal organisational forms. Local knowledge is a precondition for creating optimal local solutions. Cultural factors, as degree of individualism, influence how members of organisations relate to each other. Also, local power structures significantly impact what are possible organisational solutions. Institutional change is inherently a political process that creates winners and losers and challenges vested interests. However, lessons on organisational matters can be learnt from other contexts. Policy makers are continuously engaged in learning from other countries. Successful lesson-drawing is about identifying a domestic policy problem, searching for relevant solutions in other countries, and constructing a lesson that is likely to work in the domestic context. Creating a lesson may take different forms: copying, adaptation, making a hybrid, inspiration. The policy formulators acquire ownership over the policies thus created.

Thick Democracy for Creating Local Ownership

Broad ownership may be created in developing countries by establishing institutions that increase democracy and deliberation. These provide arenas for popular participation at different levels. Deliberative institutions will, according to Amratya Sen, guarantee against "institutional monocropping". Participatory political institutions may stand out as meta-institutions that can be used to improve the quality of other institutions, for instance by involving those who are affected in designing and controlling systems for public service delivery. Thus "thick democracy" will provide a guarantee that institutions are adapted to the local context, because local knowledge is better exploited under conditions of participation.

Governance and capacity building: Perspectives from the World Bank Task Force on Capacity Development in Africa

Poul Engberg-Pedersen, Senior Public Sector Specialist, World Bank,
(incoming Director General NORAD)

Capacity is a missing link in Africa. From the 1980s macroeconomic and social policies have been improved. From the 1990s good governance and democratisation have been better founded, and sector programs and poverty strategies have improved aid practice. In the mid-1990s a PACT for capacity was launched and implemented tentatively. In the present decade, there is tougher demand on Africans and partners to change development practice.

Governance Matters for Capacity Development

Governance matters for capacity development, as capacity development leads to an effective state and engaged civil society. Capacity development must be a core of country strategies, and Africans themselves must take lead in assuring that capacity is developed from aid programs. Existing capacity in Africa must be unleashed, nurtured and retained. Capacity support must be adequate and predictable, and needs to be adapted to diverse country contexts.

In short, capacity and governance are about an effective state and an engaged society. An effective state delivers public goods and services to the population, provides an enabling environment for growth and private sector development, and ensures peace and security. An engaged society participates in public decision making, contributes to the provision of public goods and services, and holds authorities accountable for the means and results of public action. Societal engagement is thus both an end and a means to capacity development in the society as a whole.

Governance Capacity and the Government – Society Nexus

African countries have gone through waves of capacity development and decline. The central governance question for Africa therefore concerns how to build effective states and engaged societies. A demand pressure for accountability can be made by building the capacity of non – state actors. The aid business could help by reducing capacity destruction and over-burdening, and adapt strategies to existing capacity, political and administrative leadership and societal engagement. Capacity gaps can be addressed as governance challenges such as rule making, prioritisation, management, public services, regulation and accountability. Opportunities should be seized from more open politics.

Case study of Capacity Building Programs in Mozambique

Arne Disch, Senior partner, Scanteam/ Operations Evaluations Department, World Bank

Mr. Arne Disch reported from a case study done for the Operations Evaluations Department of the World Bank about capacity building- implications of aid to Mozambique.

Best Practice: Road Sector

Aid to the road sector is a best practice example. Here aid followed a comprehensive sector approach, improving both infrastructure and capacity in the national delivery system. Skills have been developed by new recruits being sent to University with fellowships, all new staff has good career opportunities, and housing etc. have been used to make employees stay. Technical assistance staff was recruited to clear job descriptions, as filling the role of a mentor and providing on-the-job training. They also had clear performance criteria and exit strategy. Contracts were owned by the government and all administration was kept inside the Roads Department. Donors were not allowed to act outside the program.

Education Sector

In five education programs investigated, programming began with stand-alone but comprehensive projects, such as the sector program ESSP. Initially the program had poor performance, but later it became better integrated and accepted. The diagnosis and design of the program were evaluated as very good. Management of the capacity building were increasingly moved to the Ministry of Education. One example of good practice is the capacity building study undertaken in 1991-92. This lasted for six months, including 40 locals, ensuring a comprehensive perspective. The study produced long-term proposals for the whole education sector.

Capacity development took place at different levels. At the institutional level, “rules of the game” were developed, leading to strengthened accountability. The role of lower level administration was spelled out, and the scene was opened for private non-public providers f. ex. to get the state out of school book production. Changes made were largely uncontroversial, building on “lessons learnt” internationally. At the organisational level, capacity was developed focusing on “actors in the game”. It took time for the ministry of Education to “internalise” project management, as sector/ Ministry changes were depending on larger framework issues as staff incentives. Organisational development is a slow-moving, non-transparent process. There are few external stakeholders with clout and information, while internal stakeholders are strong and have particularistic agendas. For human resources development, large resources were put into training and technical assistance. Funding for this was project driven, leading to rent seeking behaviour. Specific training, for example of school heads, proved efficient while general training, particularly of Ministry staff, leaks out of public sector. A broader labour-market perspective is needed in the programs. Lack of coordination of aid seems to generate serious wastage of resources.

Discussion

It was argued in relation to Mr. Engberg Pedersen's contribution that to start with support to civil society is to start in the wrong end. For example, in Bangladesh 40% of students are out of public education. How many contract teachers can be hired in relation to civil servants? Mr. Engberg Pedersen answered that there should be a public-private partnership, and the public sector should not be neglected. The situation for civil servants should be improved. A concern was voiced of trained teachers being lost to the private sector. There is a problem to have enough teachers, and to recruit people to teach. To use untrained teachers reduce the quality of education over time. Someone said that it was difficult to recruit teachers not because the teachers are lazy but because they are de-motivated. The freedom of teacher unions has to be secured. It is a better strategy to work together instead of against each other between the public and private sectors. Mr. Engberg answered that the question of hiring extra teachers is a matter of politics, not simply a question of enthusiasm. Brain circulation also has payoffs.

Hon. Mr. Razafinjatoivo said that the education reform in Madagascar will be sustained by capacity building through learning from peers, learning via internet, and empowerment of local community. There is a need for training of teachers, so trainers will be invited. It was commented that the reform should be followed up by an evaluation of how the reform has been implemented. Following a clear vision for the reform, it will be possible to find indicators for an evaluation.

Session 3: Technical Assistance and its Impact on Capacity Development

External Partner Agencies' Capacity to Deliver Specialized Technical Assistance

Birger Fredriksen, Consultant, World Bank

The 2005 Education for All (EFA) Global Monitoring Report shows that the majority of Sub-Saharan African (SSA) countries are seriously off track to reach EFA by 2015. However, Gross Enrolment Ratio (GER) increased from 78% in 1998/99 to 91% in 2002/03, reflecting broad – based growth in access. Increased external aid helps strengthen this turnaround, but to be effective, aid needs to focus more on addressing capacity issues. Development and implementation of needed policies and programs require strong national capacity. Increasing aid dependency in education sector needs to be reduced. For necessary reforms capacity must be strengthened.

Building Capacity for Policy Making

Capacity needs to be built for policy making. Making policy choices for EFA policies are difficult in SSA countries. The countries do not collect enough tax to support the policy, neither modern sector jobs to satisfy new graduates. Those who are excluded from EFA have much less political voice than those seeking entry to secondary and higher education. To succeed, reforms need support from teachers, but this is difficult to obtain because of the long-term decline in teachers' salaries. Technical capacity building efforts need to focus on preparation of policies and programs for decision makers, translation of policy objectives into concrete actions, development of ownership to policies among key stakeholders, implementation, monitoring and evaluation. In the context of budget support, Ministries of Education need to develop stronger systems to negotiate with Ministries of Finance. The main problem is often not lacking capacity but difficulty to mobilise, strengthen, motivate and retain existing national capacity under current budget and institutional constraints.

External aid for Improved Policy Making

External agencies can help by strengthening their own staff's capacity to provide technical support. Focus on technical skills among external agencies has been reduced lately because of increased use of aid for education as budget support. Budget funding as a mechanism for capacity building support might not be useful, as capacity building in the education sector might not be a priority in national budget processes. External agencies can better help to build capacity by building local knowledge bases, support knowledge exchange internationally and by granting technical support to national teams, as NETF does. Agencies should coordinate their aid and improve its demand-drivenness, management and general quality. They can also help countries addressing factors causing "brain drain", such as low salaries, poor working conditions etc. Hard core EFA countries could be supported in a special technical aid program through capacity building programs that include analytical work, knowledge exchange and technical support to national teams. These teams' services can be an integral part of FTI support, linked to facilitating implementation of sector programs. UNESCO /IIEP/BREDA, or several "pole de Dacar"- institutions in African institutions could serve as locations for the teams.

Pooled Expert Teams as Modality for Technical Assistance

Paul Coustère, Coordinator, Pôle de Dakar

Pooled expert teams are a promising way for agencies to provide harmonized and well to the point technical assistance to countries. Pooled expert teams usually take the form of a permanent group of specialists on a specific field of expertise, funded and operated mutually by several agencies. The team is usually hosted by a multilateral agency or organization with a mandate relevant to the field of expertise. Pooled expert teams may provide expertise to their sponsors and host as part of their normal operations, or/and answer to country and regional needs, providing analysis and technical know how.

Pôle de Dakar, - a Pooled Expert Team

Pôle de Dakar's sector analysis unit hosted by UNESCO regional office for education in Africa is one recent example of pooled expert teams. Although still functioning on a bilateral agreement, both its founding partners, France and UNESCO, wish to open its funding and steering to other agencies. Pôle de Dakar has existed for four years and a few lessons can be drawn from its experience as a tool for capacity building in the education sector. Pooled expert teams may be good answers to the question "How to build capacity for capacity building?" Certain fields of expertise that are highly relevant to development are not readily available on the market. They need the right mix of academic background and hands on approach as well as some long-term commitment to come into existence. Pooled expert teams have a comparative advantage to allow for this, considering that no agency has the capacity to host and nurture this expertise for each field and region. An added value is that shared analysis leads to a common basis for action. It makes sense to join efforts to produce, capitalize and disseminate such expertise, in other words to create a public good.

Pooled Expert Teams as a Consensual Solution

More specific to this seminar aim, there is hope that pooled expert teams contribute to a rethinking of capacity building, in the face of scattered interventions, redundancies, conflicts of calendars, and poor quality check. Technical assistance is already a crowded area. Pooled expert teams may provide consensual solutions among donors and vis-à-vis partner countries on who is best suited to intervene on behalf of technical and financial partners' local group.

Discussion

It was pointed to the fact that most expertise is provided from the North, and asked how more south-south cooperation could be included in technical assistance. Experiences from civil society could also be drawn upon.

Someone noted that there is little progress in implementation. More technical assistance is given to planning, evaluation etc. What could be done for improving implementation? Mr. Fredriksen answered that there is little control or follow-up of quality of what is provided of technical assistance. UNESCO was a clearing house in the 70s, and could be given that role now also. The implementation phase is most important. Technical assistance teams could be drawn upon for implementation support. Peer exchange is important. Mr. Coustère told that the Pôle de Dakar has 50-50 northern-southern experts, and they work hard to offer career to

young competent Africans. They also do micro-level work, as for example in Madagascar. Analysis and policy planning is a limited issue, while implementation is wide and waste.

It was said that the basic issue for competence is education. Why is effort put into building capacity in Norway for the African context? Why is not Codesia in ADEA? Mr. Fredriksen replied that donor dependency in the south will increase the need for technical assistance from outside. Someone mentioned that some bureaucratic problems are the same all over. We deal with policy reforms in Norway by looking at our neighbours. Ministry – ministry cooperation can work well. Mr. Coustère, however, told that French experience with line ministry cooperation has been disastrous. Mr. Fredriksen also said that UNESCO and NEPAD receive declining financing. Capacity should be built in regional institutions.

It was said that technical assistance should include creative ways of improving teacher's performance. One also mentioned the importance of instruction language and what happens in the classroom in addition to the simple issue of access to education. Someone asked how development could be achieved at low cost with good quality. At school level materials are often bad. Equipment should be provided for the pupils, and this is not as expensive as one could think. UNESCO should be encouraged to make collaborative efforts on this issue.

Session 4: Decentralisation and School Based Management

Decentralization for Service Delivery in Tanzania

Deotrophes Mmari, Permanent Secretary, Ministry of Local Government, Tanzania

Over the past ten years Tanzania has undergone fundamental changes. It has moved from being a centrally planned and controlled one-party socialist state to being a modern, multi-party democratic state with an open economy. In 1986 Tanzania embarked on a structural adjustment program with the aim of reducing the role of the public sector in the economy. A component of its Civil Service Reform Program included a Local Government Reform component, aiming at decentralisation by devolution to improve pro-poor policies by bringing decisions closer to people. This entails transfer of powers, functional responsibilities and resources from central government to local government authorities with leaders elected in a fully democratic process and institutions that facilitate the participation of all people.

Issues of Implementation

Implementation of the programme was started in 2000, with slightly over-ambitious plans. Implementation was hindered by resistance to change at central and local government levels, insufficient emphasis on publicising the reforms at all levels and lack of implementation capacity. The persistence of financial mismanagement at LGA level was also a problem. However, early achievements were recorded, such as that of a clear policy statement on reform being made on the highest level of government, relevant legal changes and regulations for the reform were made, information about the reform was spread and the regional administrations were restructured to its new role. In a medium term plan made for the reform, three key issues were identified as affecting implementation progress, namely fiscal decentralisation issues, human resource decentralisation issues and legal harmonisation issues.

Decentralisation for the Education Sector

In the reform, the actual provision of services has become the responsibility of the local government authorities. In the Primary Education Development Plan (PEDP) the roles of the different actors in the education sector is spelled out: The central Government shall facilitate Local Government Authorities in their service provision, manage policy and regulatory framework, monitor the accountability of local government and provide adequate grants. The local governments' new roles are to facilitate the participation of people in deciding on matters affecting their lives, planning and executing their development programmes and to foster partnerships with civic groups. The specific roles of stakeholders in the sector are also spelled out, together with policy goals such as enrolment expansion, quality improvement and strengthening of institutional arrangements. A large increase in enrolment, rural community participation and improvement of school infrastructure has been achieved since programme implementation. This shows that local communities, when provided with resources, can achieve good and efficient results, and do add value to resources by their contributions. Primary school enrolment rate has improved from 58,8 % in 2000 to 90,5 % in 2004.

School Based Management Reforms in Madagascar

Tahinaharino Razafindramary, Department of Planning, Ministry of Education, Madagascar

As beneficiary of debt relief under the HIPC Initiative and as part of its poverty reduction strategy, the Government of Madagascar increased public spending on education from 2,2% of GDP in 2000-01 to 2,8% in 2003-04. Under TO's Catalytic Fund, Madagascar has and will receive grants of 10 Mill. USD for 2005 and 25 Mill. USD for 2006 to implement its EFA plan endorsed by its partner donors.

The Reform Cluster

A cluster of reforms have been launched in the education sector lately: Primary school fees were eliminated in 2002-03, a school grant system was launched in 2002-03 and school boards were established in all primary schools. Salary subsidies were provided to supplement pay of non – civil service teachers in public schools and instructional materials have been provided to schools. Progress in schooling outcomes resulting from this can be clearly seen: Enrolments in primary schools rose by 1 million pupils and the Gross Enrolment Rate (GER) has climbed dramatically. The share of first-graders who complete primary schools rose from 33% in 1992-98 to 50% in 2004-05, while the share of repeaters decreased from 38% in 1992 to 33% in 2003-04. However, the performance on standardised tests was worse in 2004 than in 1997-98. To improve results, two management constraints need to be overcome, namely the problem of poor administration of resource distribution and the ineffective use of available resources. Statistical analyses show that the allocation of resources proves to have been inconsistent across schools and that the link between resource use and student learning has been too weak.

Constraints and Measures to Meet Them

An action plan to address the management constraints has been made. The focus of the plan is on identifying key actors and their main tasks, equipping actors with tools for their jobs and to motivate actors to achieve the desired results. Actors in the school system were identified as teachers, directors and parents for the 22,000 schools and the CISO chief and ZAP chief at 111 district levels. Priority tasks have been identified as tasks that have obvious links to the goal of improving schooling outcomes, tasks that can be performed as a matter of routine by the relevant actor and tasks that are not too burdensome or time – consuming. The tasks were further operationalised by defining tools and processes to connect the actors in the education system. As a means to improve strategic decision making and accountability, report cards have been introduced for all levels. The central Ministry uses report cards to prioritise resources to lagging districts and to assess the performance of district level staff. School-level actors use report cards to discuss the school's performance with parents and communities.

In short, Madagascar's approach to school – based management is to define priority tasks for key actors, equip them with simple tools and to encourage strategic planning and accountability. The measures are introduced on pilot basis where the impact is being evaluated. The results of the evaluation will be used to design scaling up of the measures used.

Delivery of Health and Education Services in Ethiopia: The Role of National Institutions

Robert L. Smith, Associate Professor, LINS, Oslo University College

The study reported on was part of a set of investigations organized by the WB to examine the effectiveness of a decentralized system in delivering essential services in Ethiopia.

Findings From the Study

Delivery of services is now the business of the woreda (district) and the kebele (sub-district). A participatory structure is in place with elected representatives plus appointed officials with technical expertise in health, education and other fields. Of particular interest is the Capacity Building officer who appears to wield great influence. Ethiopia has created a Ministry of Capacity Building which, at the national level, seems to exercise great power as well.

Our first question to our informants was ‘Can local institutions deliver?’ Responses were pretty consistent with a strong emphasis on the reduction of bureaucratic chains of command, the development of local planning capacity and, most importantly, the power of the woreda: “*The Woreda is able to implement whatever it feels important for the development of the woreda and for the well-being of the community*”. However, whatever is planned locally may be overtaken by plans ‘from above’, which will always take precedence. Many woredas also lacked the trained and competent people and financial resources necessary for the construction and implementation of good plans. We asked how local institutions were prepared and trained for their new responsibilities. Reports were made of various training activities conducted on results-oriented approaches. However, it was reported that: “*there is no adequate understanding of the issues involved. Many of us do not have the required levels of education*”. Much more training is needed on a continuing basis to support engagement of grass-roots participants. There was further a need for more support mechanisms; guidelines to help turn broad policies into more detailed implementation plans.

Reflections on the Study

Mechanisms for decision-making are now in place and appear to be working well. This is partly the outcome of investing greater powers in the woreda and its Council and in the kebele but is also related to what we have called ‘indigenous capacity’ which exists independent of any new structures or programs introduced by government or others. Indigenous capacity is what has kept rural communities in being for centuries. It is too easy to imagine that capacity is a Western, modernist concept that relates purely to technical issues. We need to take indigenous capacity more seriously so that we may build development on this rather than seeking to impose structures and procedures from outside. The study also shows that levels of resourcing rather than technical capacity presented the main constraint to progress. Ethiopia is a desperately poor country and the capacity of the rural poor to find money to pay for their schools and clinics is severely limited. Decentralisation is relatively new in Ethiopia but the Woreda Council appears to have become a key institution. At the practical level, shortages of teachers and health workers are also a considerable barrier to progress in service delivery.

Discussion

Someone asked how higher education is involved in the reform in Madagascar. Musumbe University's teacher education was mentioned. It was mentioned that to involve school management staff in the reform is important. School communities are authorised and respected, and 1/3 of these should be women. Mrs. Razanfindramary answered that the University involved is academic and needs to be reformed. Higher Education Institutions are not involved at local level. Resources for schools are unpredictable, and funds needed to be raised locally. A view was raised that the mushrooming of community schools is taking place as compensation for failures in national educational policies.

In relation to Mr. Smith's contribution, it was told that it is necessary to be party member to acquire membership in school committees in Ethiopia. Few women are involved. One participant said that basing schooling on local revenues and taxes are often impossible out of poverty. Indigenous capacity should be used to a larger extent, peasant associations are not tapped upon. Parallel structures that people feel familiar with should be used. Mr. Smith replied to this that voluntary work doesn't work when poverty is the norm. How can one maintain participation when poverty is the issue? No financial incentives are used. Someone told that teacher education is also provided privately in Ethiopia. Health service systems use local district, training is given in local hospitals. Teacher education is specially provided for women, there amount of women in higher education has increased from 10 to 25%.

It was said that decentralisation should be made in response to needs. In India, village education committees needed training. Decentralisation found better results for organising this. Someone said that statistical data are gathered and worked out centrally. How can these be dispersed to and used at local level? One person asked how indigenous knowledge could be included. Mr. Smith answered that poverty is the main problem. If nothing materialises people get fatigued. What happen with informal systems when they are formalised? A lot of informal knowledge exists at local level that is not formalised. A bridge should be made between formal and informal systems to make use of both.

Mr. Mmari explained about education expenditures in Tanzania that 42% is covered by donors, not including teachers' salaries. Local government grants 50% to village level and 50% to district authorities. There is a strong level of accountability at local level. It was asked why certain NGOs are banned in Tanzania.

Session 5: Consensus Building as Capacity Development

Building National Consensus on Teacher Reform in Senegal

Mamadou Ndoye, Executive Secretary, Association for the Development of Education in Africa (ADEA), (former Minister of Education in Senegal)

Different strategies for education serve the interests of different groups. When a strategy is modelled for the elite, the preparation of the programme is on a superior level. The curriculum will be extroverted, unit costs will be high, and the total number of teacher appointed will be reduced. In a model for all, however, curriculum and unit costs will be adapted to the number of persons to fill the education system, and a sufficient number of teachers have to be appointed.

Choice of Strategy for Senegal

In Senegal, the strategy was developed to meet the problem of reduced school enrolments and a shortage of teachers. The school system also had a problem of high costs. Average teacher salary was 8,5 times GDP per capita, the norm in Africa being 6 times GDP per capita. In this situation, budget trade – offs had to be made. In the government budget, allocations to education were increased from 8 to 56% of GDP. The proportion of children in school would rise from 49 to 82%, teachers' salaries proportion of the education budget would rise from 20 to 74% and the pupil/teacher ratio would increase from 11 to 70.

Building Consensus for the Reform

This controversial option chosen was bound to provoke a genuine nation-wide debate on EFA. An experimental project to recruit 1,500 education volunteers per year was launched, where the appointees would serve for 2 – 4 years, earning about two times GDP per capita after a training course lasting four months. The management of the project would be at decentralised level. To build a consensus for the reform, a strategic framework for policy dialogue was made. The strategy focusing on EFA was shared and all interested parties were included in an organised open debate at all stages in the decision making in a four year cycle. Insight from data and research would be shared to feed the policy dialogue. At ministerial level, it was focused on producing governmental cohesion. A national media campaigning programme was made to raise awareness and mobilise volunteers for the programme among young unemployed degree-holders. 32,000 persons applied for 1,500 jobs. A presentation campaign towards education stakeholders as teacher unions NGOs etc. was also launched, producing conflicting reactions. However, support for the project was won in the public opinion.

Through negotiation consultation meetings and commissions, overall consensus was reached in an agreement signed by al unions and associations. Harmonisation between two different levels of teacher salaries remains a challenge, and a constant dialogue has to be held to manage tensions. School coverage has increased to 68% of school-aged children in 1999, from 54% in 1995.

Teacher Capacity Building and Reforms in Zambia: Perspectives of the Teacher Unions

Roy Mwaba, Zambia National Union of Teachers

According to the education policy in Zambia it is seen as an important task to sustain the quality of teachers. However, Zambia has a problem of under- and un-qualified teachers. Those entering the teacher training colleges do so out of frustration and failure to find employment and they have no interest in teaching. Hundreds of teachers have run away from Public Schools to join private schools or they have crossed into neighbouring Botswana, Namibia or even Angola to look for greener pastures. This is a result of slave wages and failure to implement collective agreements signed between the Ministry of Education and the Unions. There is a critical shortage of teachers especially in mathematics, science and geography. Teacher rights violations like the wage freeze of 2003/04 of about 120 USD per month to satisfy donor conditionalities has greatly contributed to demotivate teachers. Despite all this, our country has made enormous progress in education. Government has worked relentlessly with donor agents such as Norad, Danida, JICA and others to enhance development and quality in education. However, a lot still needs to be done.

Problems and Causes

The lack of teachers is caused by that many teachers pursuing further studies, a number of teachers have health problems caused by HIV/AIDS or excessive alcohol intake, and it is difficult to transfer teachers from over-staffed urban areas to under-staffed rural areas. The government's crush programme of teacher training for grades 1-7 has lamentably failed, because the teachers are massively produced but lack quality. The involvement of the University of Zambia in teacher education lacks coordination with national initiatives. Also, the issue of conditions of service has continued to be a major battle between the Government and the unions. Teachers feel less appreciated, slave wages appear to be here to stay and these wages are in addition never paid on time. The promised housing for teachers is a thorny matter as about 70% of the teachers are not accommodated and the government has problems to pay the housing allowances. Teaching quality is poor also because there are commonly 50-70 pupils per class. The government ought to build more schools.

What Should be Done?

It is important that the government comes up with a practical and workable management process of deploying teachers. It does not make sense to have 7000 or so teachers roaming the streets when a school that is supposed to be run by 40 teachers has only 15 teachers. The government should provide medical care to teachers with HIV/AIDS. Further, the human resources development policy is poor. Only 36 teachers out of 50.000 are sponsored for in-service training per year, and the distance education programme of University of Zambia does not offer senior level courses. At present, 60% of the teachers want to leave the profession. The government should ensure that the recruitment of trained teachers are sustained and retained through attractive conditions of service in form of housing and teaching facilities.

Capacity Building in Teacher Education

M.D.B. Hakasenke, Director of Teacher Education, Ministry of Education, Zambia

In Zambia teachers are trained for three levels. There are 3.000 Certificate level teachers examinees for grades 1 –7 each year. Diploma level teachers for grades 8 and 9 have an annual output of 6.000, and 120 Diploma level teachers for grades 8 and 9 finish their studies every year. Graduate teachers for grades 10 – 12 are trained for four years with an average annual output of 300. In –service training is provided through long up-grading or professional courses for school, and short-term courses to improve the professional/ classroom practice.

Problems of Brain Drain

Retention of teachers in the system has been difficult. Brain drain takes place from primary to secondary sector and to ministries in other countries. Incentives for retention of staff have been introduced, most of which have been negotiated with the Unions, and comprise increased salary, allowances such as housing, responsibility and substance, pension schemes, salary advances, household loans and leave pay. Others include improvement in the teaching/ learning environment through provision of teaching/ learning materials/ equipment and rehabilitation of institutional infrastructure, and opportunities for in-service training. Challenges include the shortage of qualified teachers and teacher educators at all levels of the system, especially in the fields of mathematics, science and technology. A majority of the teachers are certificate holders, and very few are degree holders. The duration of Pre-service Courses at Certificate levels is short and therefore inadequate. There are limited opportunities for in-service. These courses are full-time and expensive.

Solutions

To meet these challenges, the MoE has embarked on a comprehensive review of the teacher education strategy. Alternative modes of provision are looked for that would increase teacher supply without compromising quality. A career path within primary education is being created that allows for professional advancement from diploma to degree levels. The duration of courses will be increased from two to three years making Primary and secondary diploma at par. Opportunities for in-service training for teachers by employing alternative modes of provision, such as open distance- and e-learning will be looked at. Together with the Unions, the MoE is working out ways of retaining teachers within the system through improving and expanding incentives.

Developing Capacity with African Parliamentarians for Education

Lalla Ben-Barka, Director, UNESCO Regional Office for Education in Africa

There is a need for capacity building for African Parliamentarians. African members of parliaments now have increasing decision making power in the global political context of democracy development, at the same time as they tend to hold their positions for much longer than ministers of education. Still, often they are not familiarized with the fundamental problems related to provision of education. To meet this need, Forum for African Parliamentarians for Education Development (FAPED) was established in 2002, as a forum of Parliamentarians around education with room for capacity building for its members.

What is FAPED?

FAPED's capacity building program was adapted in 2004, after being proposed and drafted by FAPED members according to their perceived needs. It was supported by various partners, as World Bank, ADEA and IIEP, and UNESCO-BREDA were to serve as implementation agency. FAPED's CB program comprises training modules and training and information seminars. Its strategy is to target parliamentarians who have prospects of staying for a longer period in the parliaments. The parliamentarians are trained at the beginning of their mandates and in seven modules. Other parliament staff members are also trained.

Content of FAPED

In the first module, implications of universal education for economic and human development and international engagements and financing initiatives are addressed. In module two, the state of the art of education in Africa is addressed at regional sub-regional and national level, together with key indicators for analyses of the education system. In module 3, educational policy dialogue is discussed together with definitions of priorities and policies. Module 4 is about the sector approach in program implementation, together with follow-up and assessment. Module 5 addresses evaluation and amelioration elements for better efficiency and quality, while implications and impact of decentralization on education comes in module 6. In the last module, constitutional and legal basis of the right to education are addressed.

Training seminars cover Africa's five regions in ten national seminars and five sub-regional seminars. Kits of information and training documents are disseminated. The work is organized around an advisory committee with a chair person and a secretariat that includes representatives of institutions and organization partners. The modules were finalized by November 2005 in English and French versions, and will be validated in the following two first national seminars (Bujumbura, 14.-18. Nov. 2005 and Accra, 5.-9. Dec. 2005). ADEA, IIEP, UNESCO and the World Bank stand together in the FAPED capacity building work. UNDP is a possible new partner.

Partnerships to Promote Teachers' Training and Status

Elie Jouen, Education International (The International Organisation for Teacher Unions)

EFA can only be realised through a new policy of recruitment of 25 to 30 millions of new teachers. This massive recruitment, however, has to be realised within very difficult economical and financial contexts. Effects of rationalisation of available resources and structural adjustment policies have had impacts. Teacher training schools have been closed down, teacher salaries have been reduced and para-professional teachers have been recruited to meet the increased demand for teachers.

Present Problems

Structural adjustment policies have in most cases made education delivery at quality level decrease. Teacher training has become limited or non-existent, teachers have become demotivated and education environments have worsened. Last year's UNESCO monitoring report on education quality has already brought some answers. Globally teachers' salary cost has reached close to 90% of national education budgets. EFA cannot be reached by 2015 in contexts of continuing financial adjustment policies. A massive recruitment of new teachers has to happen at the world level that has very high financial consequences. EFA will either cost a lot or will not be implemented. The Fast Track Initiative of the World Bank has difficulties to succeed. To opt for EFA is a political and strategic choice to be made for countries in an international difficult financial environment. Consensus has to be reached with the support of all actors both nationally and internationally.

Problems Related to Employing Para-Professional Teachers

The new para-professional teachers, recruited by countries with limited resources and huge education provisional needs, have helped making significant progress towards education for all. But the disparities, especially in pay, created between different categories of teachers bring social risks, too high a level of staff mobility, inequities and frustration. More needs to be done about training for these teachers to guarantee the standards required for a primary teacher post. The teachers should get at least six months' initial training followed by a professional development plan. Further, permanent contracts including promotion opportunities, social protection guarantees, rights, duties and disciplinary provisions should be provided in line with prevailing legislation. An equilibrium salary should be worked out that guarantees a decent standard of living and is compatible with the country's resources and the obligation of equity. An accommodation between the different categories of teachers should be made by standardising recruitment and training as to progressively narrow the gaps.

In Africa today the number of civil servant teachers is decreasing. Teacher unions oppose a massive recruitment of para-professional teachers with less status, no social guarantee and indecent salaries. Education International is therefore working closely with the World Bank and ADEA to correct the most unacceptable situations, as in the Bamako conference.

Discussion

Someone said that since transition has taken place to sector programs, one should utilize networks and capacity that is already in place. Capacity building among donors for the new aid structure is necessary. It was also said that education is reinforcement. First reforms should be undertaken to nationalise schools. The island of capacity that is there should be

reinforced. Someone mentioned that there is no focused capacity building for education in emergencies. Cross-sectoral cooperation is, however, taking place.

One participant said that there are different categories of teachers, but most important is the quality of their teaching. Another person referred to Mr. Ndoye's talk of consensus in the solution, saying that governments must cooperate with unions. Unions should work more on providing professional pedagogical support. Mr. Ndoye said that para-teachers should be distinguished from professional teachers. They should be given the same pre-service training and working conditions. Some civil servants and some contract teachers should be used to fill the gaps. One should harmonise according to the resources in the country. Unions are stakeholders in the politics of education.

Session 6: Closing

Future Steps and Implications for EPDF

Birger Fredriksen, Consultant, World Bank

The purpose of this contribution is to draw on the discussions at the seminar to propose some concrete steps for follow-up to the work conducted with support from the Norwegian Education Trust Fund (NETF). The follow-up will be financed under the Education Program Development Fund (EPDF) into which the NETF will be merged, starting 2006. My intervention is organized under three headings: (i) A reminder of why NETF was established; (ii) Some findings with respect to the capacity-building effect of work funded by the NETF; and (iii) Suggestions for how the next phase of funding, through the EPDF, can be made more effective in building capacity in the education sector.

Background: Why NETF?

Sub-Saharan African (SSA) countries experienced exceptionally fast enrolment growth during the first two decades of independence. The Gross enrolment Ratio (GER) in primary education almost doubled, from around 45% in 1960 to about 80% in 1980. Because the school-age population almost doubled as well during this period, this meant an enrolment growth of about 360%. In the early 1980s, growth was replaced by stagnation and decline, resulting in a decrease in the GER to 73% in 1993. The lack of progress in many countries with very low GER was particularly disturbing; in the mid-1990s, 16 of the 48 SSA countries had less than 60% of their children in primary school and several had less than 40%.

Severe resource constraints - resulting from economic stagnation caused by the two oil-shocks, poor macro policies, governance problems, etc. - was clearly one factor causing this education decline. However, the failure of education policies to adapt to the evolving economic context, ineffective use of available resources, and inadequate budgetary priority for basic education also contributed in an important way to this development. Therefore, the World Bank and many other external partners considered it an essential part of their assistance to help countries develop high-quality and financially sustainable policies and programs that could help them resume education growth by addressing this type of policy-related issues. This would also help countries mobilize more external resources for education.

The NETF was established to help countries prepare such policies and programs. The fund started operating in early 1998. Initially, priority was given to the 16 “low-enrolment countries”, but soon its financing was generalized to all SSA countries wanting to develop comprehensive sector programs. Since its inception, about \$45 million has been received and used to support such work in 39 SSA countries. In addition, the fund has given very considerable support for regional work to promote knowledge-generation and sharing, and to enhance partnership arrangements in the education sector.

Impact of NETF-financed work on capacity-building

From the start, it was agreed that NETF support to help develop high-quality sector programs should be provided through modalities that would help build national capacity. In this summary, I will limit my comments to three questions often raised by the NETF Reference Group with the respect to the capacity-building effect of NETF: (a) Has the work sponsored by the Fund used sufficiently local expertise? (b) Has the use of local expertise helped build capacity in local institutions?; and (c) Has the attention given to regional work meant that too much attention has been given to strengthen the capacity of the World Bank rather than that of the countries? I will comment briefly on each of these points, and then identify some issues that would need to be addressed to enhance the capacity-building effect of work supported under EPDF. Section III will suggest a possible way of doing this.

(a) Has the fund used sufficiently local expertise?

The objective has been to carry out the activities financed under the Fund in a way that would help build capacity. The strategy to achieve this has focused on two areas:

- To the extent possible, the analytical and program-preparation work should be conducted by the teams at the national level normally responsible for this work. This approach is based on the assumption that learning on the job is an effective way of building capacity; and
- In cases where the national teams require technical support, this would as much as possible be provided by local and regional expertise rather than external consultants.

The assumption behind this strategy is that mobilizing, motivating, strengthening and using existing local and regional expertise is more effective in developing national capacity than the traditional strategy focusing on external training and long-term external technical assistance.

The data available shows that work financed by NETF has been quite successful in drawing on existing national and African expertise. However, since the overriding objective of the Fund is to help prepare high-quality policies and programs, sometimes tight time-tables and other constraints made it necessary to bring in more external expertise than what would have been optimal if capacity-building had been the main purpose of the work. This is a fairly common problem faced in *preparation* of education programs since capacity-building *per se* normally is a *by product* rather than the main objective of the preparation process. Normally, the main capacity-building effect would be gained through *program implementation*, especially of components that have capacity-building as their main objective. This does not by any means reduce the importance of following a preparation approach that also helps build capacity. Rather, it is a recognition of that capacity-building is a long-term undertaking that needs to be considered an *objective in and by itself* in the sector programs. Indeed, ensuring national ownership of the sector programs is probably an even more important rationale than capacity-building for national teams to be fully in charge of program preparation.

(b) Has the use of local expertise helped build capacity in local institutions?

This question is related to the fact that externally financed use of local expertise to conduct analytical and program preparation work draws mainly on use of *individual* local consultants rather than on *national institutions*. Thus, most of the capacity that has been developed – besides the improved skills of the national teams of civil servants who do most of the work – has benefited individual consultants rather than university research institutes or similar national institutions. This is also a fairly common problem in Africa. Few academic institutions have the capacity required to contribute to the analytical work needed to prepare sector programs. Worse, in many cases, these institutions remain fairly disconnected from national development issues and have little credibility with governments. Again, since capacity-building is not the primary objective of helping countries *prepare* sector programs, it is no surprise that implementation of NETF-financed activities has faced the same problem in this area as other similar external financing.

(c) Has the attention given to regional work benefited more capacity-building in the World Bank than in SSA countries?

More NETF funds than initially expected have been used for regional knowledge-generation and sharing. The main reason is that even in areas where the international knowledge-base is quite solid with respect to the impact of certain policies and interventions, often little is known about how such policies and interventions would work under the conditions of low-income SSA countries. Therefore, the NETF has financed a considerable amount of cross-country work to help fill this knowledge gap. It is true that this has significantly improved the quality of World Bank policy advice in many areas. However, in turn, this has had a positive capacity-building impact on the countries, especially through their participation in the three stages followed in conducting this work, viz.:

- *Knowledge-generation* by summarizing lessons learned in SSA countries in a particular area, documenting the conditions under which the results were obtained, and enriching this Africa-specific knowledge with world-wide knowledge in the area. The impact on building national capacity has been particularly positive with respect to the preparation of the Country Status Reports where, in most cases, a large part of the work has been done by national teams, involving considerable training in e.g., use of simulation models. Other examples include the work on textbooks, teachers, HIV/AIDS and education, and school management;
- *Knowledge-sharing* by bringing together in sub-regional workshops national teams from countries grappling with similar problems in implementing their education programs to learn from the outcomes of analytical work, and share their implementation experiences; and
- *Technical support for follow-up at the country level*. Financial support for such follow-up is generally available in ongoing sector programs. However, countries often face problems in translating the policies and interventions contained in the sector programs into concrete actions. The NETF has financed support to overcome such bottlenecks through e.g., punctual TA, including from neighboring countries; visits to other countries to learn how they have tackled similar problems; and hands-on training in specific areas.

I believe that the above approach has helped create considerable capacity at the country level.

In summary, the following two conclusions may be drawn with respect to the impact of NETF on capacity building at the country level:

First, while the main objective of the NETF is to help countries prepare high-quality sector programs, considerable attention has been given to ensure that this is done in a way that helps develop national capacity. In fact, NETF-financed activities have give rather more attention to this aspect than what is normally done. However, this does not change the fact that *program preparation*, not *capacity-building*, is the prime objective of this funding. Therefore, an assessment of the capacity-building effect of NETF financing should be based on whether the sector programs prepared with NETF support have stronger capacity-building components than programs prepared without such support. This assessment has not been made. Also, it is important to note that the decision on whether or not to support the preparation of a particular education program under NETF is not based on an assessment of the content of the education program; that is the responsibility of the quality assurance processes of the Government and the external partners financing the program. Rather, the decision is based on factor such as the type of upstream analytical work proposed, the quality of the team that will conduct the work; the involvement of national expertise; costs; and contribution from other sources of financing.

Second, past experience shows that under the difficult economic and institutional conditions common to most low-income SSA countries, *capacity retention* is at least as important a problem as *capacity development*. In addition to low salaries and poor material working conditions resulting from long-term economic stagnation and decline, a number of organizational and institutional factors are often equally important, e.g., lack of merit-based appointment and promotion practices; little use by policy-makers of the technical advice given; frequent turnover of technical and management staff, often related to change in ministers; etc. make it often difficult for ministries to retain the capacity created.

While the difficulty of capacity retention is not a problem particular to capacity created through NETF funding, this problem will need to be addressed in any strategy designed to develop sustainable capacity in the education sector. As discussed at this seminar, a successful capacity-building strategy will need to go beyond strengthening the *skills* of individuals to help develop the *organizational* and *institutional capacities* required to effectively use and retain these skills.

Some suggestions for how the next phase of funding, through the EPDF, can be made more effective in developing capacity.

Participants at this seminar appear to agree that low planning and management capacity in the education sector is a key constraint on SSA countries' ability to reach the EFA goals. There also seem to be agreement on that in order to better address this problem, **capacity-building needs to be made a core objective of sector programs**. *The single most important change that needs to be made with respect to future NETF funding (as part of EPDF) is to help make this happen.* This would mean supporting the development and implementation of a strategy that would focus on promoting *systemic change* in the way capacity is developed and retained. The strategy would cover individual skills development as well as the organizational and institutional factors affecting how well capacity is developed and retained, rather than limiting the focus to the indirect benefits on capacity-building gained through development of individual skills through greater use of local expertise during program preparation.

To achieve this, NETF/EPDF should adopt an approach for supporting capacity-building similar to that followed in the past for helping countries reduce other barriers to attaining EFA, i.e., selecting capacity-building as a *focus area* for NETF support, and then help countries prepare and implement high-quality capacity-building components in sector programs through a three-prong strategy combining analytical work, knowledge-sharing and support at the

country level. Translating this strategy into concrete actions in this particular case could involve the following steps:

(i) Conduct analytical work to identify good practices inside and outside Africa in building capacity, as well as in the use of external financing for this purpose. The work would need to document good practices in low-income countries in developing *technical skills* as well as in developing the *organizational* (e.g., internal goals, processes, systems, staffing) and *institutional capacities* (e.g., the formal and informal “rules of the game”) required to effectively use and retain these skills.

While the work would focus on the education sector, it is important to learn lessons from other sectors where capacity-building efforts often have been more successful than in education ministries, e.g., ministries of finance, central banks and central bureaus of statistics. Also, capacity-building and retention in the education sector may require some measures that cover the whole civil service;

(ii) Develop common understanding among African policy-makers and their external partners with respect to:

- How weak capacity impacts negatively on their common efforts to reach the EFA and other education development objectives;
- The key constraints on capacity development and retention as well as key actions required to address these constraints.

Following the strategy used for other focus areas, the main instrument to be supported under NETF/EPDF-funding would be to use the analytical work develop under point (i) as an instrument for knowledge exchange through regional policy workshops and conferences.

In order for this effort to succeed in promoting *sustainable* capacity-building in the education sector, it is essential to develop a large degree of ownership at the highest political level in Africa to both the importance of this topic and effective strategies to address the problems. One effective instrument to achieve this would be for **African ministers and donor agencies represented on the ADEA Steering Committee to select capacity-building as the central theme for the 2008 ADEA Biennial Conference**. The studies and processes conducted to prepare such conferences, as well as the conference itself, would be effective in both increasing the awareness of the need for more attention to capacity-building and in developing the knowledge-base needed to underpin action. The outcome of such a conference would be an agreed-upon strategy for developing capacity in the education sector in SSA countries.

(iii) Support at the country level to use the knowledge and common understanding generated under points (i) and (ii) above to prepare and implement sustainable programs to mobilize, develop, use and retain national capacity.

Finally, it is important to stress that the issue of building stronger capacity in the education sector also concerns aid agencies’ capacity to provide high-quality advice on education development issues, as well as the modalities through which they provide their assistance. In fact, the discussion of capacity-building in the education sector in Africa does not give sufficient attention to issues such as:

- Weak technical capacity in aid agencies: Most aide agencies have very few well-qualified technical staff in the education sector, and their staffing strength in this sector seems to be further weakened by the trend towards providing education assistance through direct budget support. The level of external aid for education is already high in many countries (exceeding 50% of education budgets in some cases) and is expected to continue to rise.

Therefore, it is very important that the technical and policy advice that normally accompany financial support be of the highest possible quality;

- Ineffective modalities for supporting capacity-building: Support for capacity building has been an integral part of development aid since its inception. Traditionally, this support has comprised a combination of training of education sector staff, short and long-term technical assistance (TA), and equipment. In the past, long-term TA – through consultants or institutions from donor countries -- has accounted for a large share of external aid for education. Use of TA has declined in recent years since it, for a variety of reasons, has seldom succeeded in creating lasting capacity;
- Insufficient focus on regional cooperation and knowledge-sharing. In recent years, there has been a welcome increase in external aid for education in Africa. However, very little of this aid is in support of the development of regional and sub-regional cooperation and institutions. While support to individual countries obviously should account for the overwhelming part of the aid, a strategy to help build capacity in the education sector in Africa must give more attention to supporting regional activities designed to promote, e.g., (i) knowledge exchange between African countries in order to help them use, enhance and retain local capacity. *Peer learning* among staff and policy makers from different countries is a very effective mode of hands-on learning that often leads to south-south collaboration and technical support, and (ii) capacity-building in the education sector in regional and sub-regional African institutions, e.g., AU, NEPAD, SADC, ECOWAS, CONFEMEN;
- Insufficient coordination among agencies: The large number of agencies operating in many African countries is a major drain on existing capacity. This problem is often discussed, but the progress in addressing it has been modest since there are many incentives and constraints that lead most agencies – small and large – to want to follow their own approval, reporting and implementation procedures.

In short, actions to enhance the external partners' own capacity to provide support in the education sector, as well as to change the modalities through which assistance is provided, must be an integral part of a comprehensive strategy to help SSA countries develop their capacity in the education sector.

Annex 1:

Program for the seminar:

Thursday, Oct. 13th			
	What	Speakers	Topic
Session 1	Opening session		
10,00- 11,00		David Hansen , advisor to the Minister of International Development, Norway	Opening and welcome
Chair: Rune Nilsen, UIB		Yaw Ansu , Sector Director, World Bank	Presentation of NETF
		Robert L. Smith , ass. Professor, LINS, Oslo University College	Introduction to the Seminar
	The concept of capacity building		
11,00-12,00	<i>Panel presentation</i>	Dr. Genevesi Ogiogio , Africa Capacity Building Foundation	Knowledge and capacity building in Africa
Chair: Rune Nilsen, UIB		Catherine Gwin , Lead Evaluation Officer, Operations Evaluations Department/World Bank	Capacity development in Africa: Perspective from an evaluation of World Bank support
		Ndey Ndjie , UNDP	Capacity Building and the MDGs: The role of UNDP
		Gudmund Hernes , Director, International Institute for Educational Planning (IIEP)	Response: Capacity Building and decision support
12,00-13,00	<i>Plenary discussion</i>		
Session 2	Capacity development and national level reforms		
14,00-15,00	<i>Panel presentations</i>	Dr. Hajanirina Razafinjatovo , Minister of Education, Madagascar	Development assistance based upon rigorous national programs: FTI as a catalyst for reform
		Steinar Askvik , ass. Professor, University of Bergen	Nation building and capacity development
Chair: Robert Langley Smith, LINS		Poul Engberg-Pedersen , Senior Public Sector Specialist, World Bank, (incoming Director General NORAD)	Governance and capacity development: Perspective from the World Bank taskforce on capacity development in Africa
		Arne Disch , Senior partner, Scanteam/ Operations Evaluations Department, World Bank	Case study of capacity building programs in Mozambique
15,00-16,00	<i>Plenary discussion</i>		
Session 3	Technical assistance and its impact on capacity		development
16,30-17,30	<i>Panel presentations</i>		
Chair: Ulf Lie, SIU		Birger Fredriksen , Consultant, World Bank	External partner agencies capacity to deliver specialized technical assistance
		Paul Coustère , Coordinator, Pôle de Dakar	Pooled expert teams as modality for technical assistance
17,30-18,30	<i>Plenary discussion</i>		

Friday, Oct. 14 th			
	Chair	Speakers	Topic
Session 4	Decentralisation and	school based management	
9,00 - 10, 00	<i>Panel presentations</i>	Deotrephe Mmari , Permanent Secretary, Ministry of Local Government, Tanzania	Decentralization for service delivery in Tanzania
Chair: Roald Skøelv, LINS		Tahinaharinoro Razafindramary , Department of Planning, Madagascar	School based management reforms in Madagascar
		Robert L. Smith , ass. Professor, Oslo University College	Delivery of health and education Services in Ethiopia: The role of national institutions.
10,00-11,00	<i>Plenary discussion</i>		
Session 5	Consensus building as capacity development		
11,15 - 12,00	<i>Panel presentations</i>	Mamadou Ndoye , Executive Secretary, Association for the Development of Education in Africa (former Minister of Education in Senegal)	Building national consensus on teacher reform in Senegal
Chair: Ellen Carm, LINS		Roy Mwaba , Zambia National Union of Teachers M.D.B. Hakasenke , Director of Teacher Education, Ministry of Education, Zambia	Capacity building and teacher reform from the perspective of teacher unions and government in Zambia
		Lalla Ben-Barka , Director, UNESCO Regional Office for Education in Africa	Developing capacity with African Parliamentarians for Education
		Elie Jouen , Education International	
12,00-13,00	<i>Plenary discussion</i>		
Session 6	Closing		
14,00 - 15,00 Chair: Dankert Vedeler, UFD		Birger Fredriksen	Future steps and Implications for EPDF. Summary and Wrap up Discussion

Annex 2:
Registered Participants to the 2005 NETF seminar

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Annex 3:

Notes on the Speakers and Session Chairs:

Speakers:

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MR. ROBERT L. SMITH is an Associate Professor and the Former Director of LINS/Centre for International Education (1997-2005). Prior to his current appointment, Mr. Smith taught Educational Policy and Planning at the University of Bristol's Centre for International Studies. He worked as a teacher educator in Africa for fifteen years and has carried out numerous consultancies in Asia and Africa for NORAD, DfID, the British Council and the World Bank. His doctoral thesis focused on the World Bank as a learning organization

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