

**THE WORLD BANK GROUP ARCHIVES**

**PUBLIC DISCLOSURE AUTHORIZED**

Folder Title: Ballantine, Duncan S. - Articles and Speeches (1965 - 1971)

Folder ID: 1651282

Fonds: Records of Office of External Affairs (WB IBRD/IDA EXT)

Digitized: November 13, 2013

To cite materials from this archival folder, please follow the following format:  
[Descriptive name of item], [Folder Title], Folder ID [Folder ID], World Bank Group Archives, Washington, D.C., United States.

The records in this folder were created or received by The World Bank in the course of its business.

The records that were created by the staff of The World Bank are subject to the Bank's copyright.

Please refer to <http://www.worldbank.org/terms-of-use-earchives> for full copyright terms of use and disclaimers.



THE WORLD BANK  
Washington, D.C.

© 2012 International Bank for Reconstruction and Development / International Development Association or  
The World Bank  
1818 H Street NW  
Washington DC 20433  
Telephone: 202-473-1000  
Internet: [www.worldbank.org](http://www.worldbank.org)

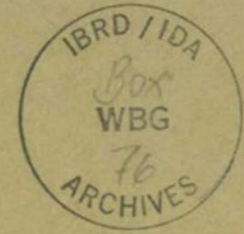
**PUBLIC DISCLOSURE AUTHORIZED**

BALLANTINE, DUNCAN S. - ARTICLES and speeches (1965-1971)



The World Bank Group  
**Archives** **1651282**  
A1992-007 Other #: 3 212048B  
Ballantine, Duncan S. - Articles and Speeches (1965 - 1971) - 1v

**DECLASSIFIED**  
WBG Archives







BALLANTINE

F. - Ballantine speeches

370.19  
Anha

Overseas Development Institute

AID TO EDUCATION  
AN ANGLO-AMERICAN APPRAISAL

3s 6d

Report of a Ditchley Foundation  
Conference held at Ditchley Park  
26-29 March, 1965

52 pp.

Rapporteur: Peter Williams

(Mr. Duncan S. Ballantine attended)

" Section 1 - Donor Programmes and Policies of Educational Aid -

"Oral statements were made by .... Mr. Duncan S. Ballantine who, as Assistant Director of the Projects Department, is in charge of Education at the World Bank. ...."

\* \* \* \* \*

p.15 "(iii) The World Bank (IBRD)

"It was reported that the Bank had become involved in educational assistance only during the previous two years; but education was becoming an increasingly important activity for both the Bank and its affiliate, the International Development Association. As against \$52m (£19m) that had been made available under six loans (one World Bank: five IDA) in the first two years, \$50m (£18m) was being loaned for education in the current twelve-month period, and in the coming two years this latter figure would rise to \$100m (£36m). The Bank's contribution was not confined to bricks and mortar and 'hardware': of the \$52m already loaned, \$2m (£0.7m) had been for personnel costs and technical assistance, in addition to the \$35m (£13m) for construction costs and \$15m (£5m) for equipment.

"Bank assistance for education was concentrated on general secondary education, technical education (broadly defined), and vocational training of different types and at various levels. The aid was project-oriented but at the same time it operated within the overall framework of Bank thinking about a given country and its economic position. The Bank had a co-operation agreement with UNESCO, to whom it looked for guidance and expertise on educational matters, whilst forming its own view of the economic aspects of educational aid programmes. However, this agreement with UNESCO was not exclusive and the Bank could look to others, too, with a view to co-operation.

"The Bank was interested in qualitative improvement as well as quantitative expansion, and hoped through its lending to be in a position to give positive encouragement to the creation of more modern and effective education systems in developing countries."



*D.S. Ballantine*

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT  
INTERNATIONAL DEVELOPMENT ASSOCIATION

Paper for the meeting of the  
Comparative and International  
Education Society in San Diego,  
California, March 21-23, 1971



*San Diego file*

February 12, 1971

The World Bank Group and Educational Development -  
The Role of a Multilateral Agency

The World Bank and its affiliate, the International Development Association (IDA), are expanding their activity in education at a very rapid pace. During the five-year period ending June 1973, our target is to triple the level of lending that prevailed in this field during the previous five years, and we are well on our way to that goal.

The absolute amount of Bank and IDA finance, however, will never represent even a significant fraction of the sums being invested in education by the less developed countries, nor will they compare in volume to the funds we provide for infrastructure, agriculture and industry. Why then are we involved at all in educational financing? Why not confine ourselves to the so-called "economic" aspects of development, as the World Bank did during its first 15 years or so?

It is not because of any shift in purpose. Our function is still limited to giving help in "raising productivity, the standard of living and conditions of labor", to quote the Bank's Articles of Agreement. Along with many others, however, we have learned that this is a much more complicated process than once appeared to be the case, and that education

lies at the heart of it. To put it as simply as possible, to the extent that enough people with the right skills are available at the right time, the development process can be relatively smooth and rapid, given suitable policies and sufficient finance on appropriate terms; to the extent that they are not, the course of development will be slow and rough. The determining factor is education.

The inseparable relationship between education and development is now generally recognized by professionals -- both economists and educators. By 1961 it had become clear that the lack of qualified manpower in developing countries was a serious obstacle to the successful implementation of World Bank projects. Since about that time, economists have taken a far less limited view than before of educational investment as a key determinant of progress in development.

Equally important, educators have come to the view that the broad goals of education for its own sake can be achieved only as the educational system succeeds in performing its developmental role. Otherwise the resources essential to equal <sup>and expanded</sup> educational opportunity will simply not be available.

During the first phase of the Bank Group's involvement in education, however, its policy was fairly restrictive. The basic guidelines which shaped the Group's activities in education were set out by the President of the Bank and IDA in October 1963:



"The Bank and IDA", he said, "should be prepared to consider financing a part of the capital requirements of priority education projects designed to produce, or to serve as a necessary step in producing, trained manpower of the kinds and in the numbers needed to forward economic development in the member country concerned.

"In applying this criterion", he added, "the Bank and IDA should concentrate their attention, at least at the present stage, on projects in the fields of (a) vocational and technical education and training at various levels, and (b) general secondary education. Other kinds of education projects would be considered only in exceptional cases."

The limitation to vocational, technical and general secondary education "at the present stage" took into account the Bank's own inexperience in this field and the indicated priorities for educational investment in most developing countries at that time.

The Bank would concentrate on high priority projects within the country's educational development plan which would fill the most crucial gaps in the system. It would not normally expect to finance any part of the current costs of an educational system but it might well consider as an integral part of the project the costs of expatriate staff employed for a limited period to launch a new program and include them within the scope of a loan or credit.

During the past years, however, the educational situation of developing countries has changed substantially. Furthermore, both the Bank and other agencies have gained better insight into how best to respond to the educational needs and critical problems of member countries. In the light of these developments, we have undertaken a major review of our educational financing policy, beginning with an assessment of conditions in the developing countries.

During the last decade, practically all developing countries have experienced an unprecedented growth in school enrolments at all levels. Much of this growth has reflected the educational concepts of developed societies in the late 19th century which were transferred by the colonial governments to the developing countries. This classical and academic education recognizes neither the needs nor constraints of developing countries, but is still being widely expanded in the name of educational and national development. Such replication of traditional structures of school systems, institutional forms, content, pedagogy and technology will not meet the needs of the developing countries. Most informed observers agree on the need for major reforms and innovations, and this view is slowly coming to be shared by governments as they feel the increasing pinch of resource limitations matched against unsatisfied demand. There is agreement upon the need for change, although diversity of views frequently exists on what those changes should be.

The rapid growth of the 60's has been costly <sup>in</sup> both money and human resources and has magnified some serious shortcomings in the traditional



education systems. Along with the increasing school enrollments, there has been an even steeper growth in public expenditures on education. These expenditures have grown between 13% and 15% per year in many developing countries at a time when government revenues were increasing at perhaps 4-5% per year. As a result, many developing countries are approaching the limit of the percentage of revenue they can allocate for education, despite the fact that high priority educational needs are still not being met.

The effects of this expansion on the efficiency and quality of the education systems have been equally serious. More than half of the children who enter primary schools drop out before the fourth grade and normally revert to illiteracy. Repeaters and drop-outs -- an outcome of poor quality teaching, irrelevant curricula and inadequate equipment and accommodations -- often cause waste of as much as 30% of the government's education budget. In the Ivory Coast, for example, it requires an average of 16 student years to produce one graduate from the six-year primary course. School systems tend to lead their graduates from one level into the already crowded schools at the next level. Many school graduates in rural areas find that the academic and urban orientation of their education has not prepared them for productive work. Poorly and inappropriately educated young adults -- both graduates and drop-outs -- crowd into urban areas, creating massive unemployment while government, industry, commerce and agriculture look in vain for semi-skilled and skilled manpower.

The indiscriminate transfer of technology and information from developed to developing countries is a major obstacle to the creation of relevant curricula. The content of primary and secondary courses and the questions on qualifying examinations are still drawn to a great extent from the developed world which is remote from the experience, for example, of the African student. European flora and fauna are studied in science courses. European history is given disproportionate emphasis. Masonry is learned in construction suited to northern climates and conditions. Teaching practice encourages rote learning of this extraneous information and does not encourage students to solve the problems of their own environments.

Thus, today's education systems in most developing countries are handicapped by serious structural imbalances, irrelevant curricula, outmoded teaching methods, lack of planning, inadequate management techniques and heavy financial burdens. To be more responsive to the needs and conditions of the less developed countries, educational systems in the seventies must place much greater emphasis on improvement of the quality of their output and the efficiency of their operations.

In summary, the situation in most developing countries requires intensive planning efforts, clear definition of, and adherence to, economic priorities, improved management and modernization of teaching practices, curricula and educational technology. There is also need to look in each case for lower cost solutions to educational problems.

On the basis of this review, we concluded that the World Bank and IDA, with the assistance and cooperation of other agencies, have the capability to assist their member countries in these fields. We are now prepared to move ahead on a much broader front.



The basic criterion for Bank and IDA financing of education projects will continue to be as stated in the first sentence of the policy laid down in 1963: "The Bank and IDA should be prepared to consider financing a part of the capital requirements of priority education projects designed to produce, or to serve as a necessary step in producing, trained manpower of the kinds and in the numbers needed to forward economic development in the member country concerned."

However, in applying this criterion in future we shall broaden the scope of projects considered, and we shall determine priorities and select projects on the basis of a thorough examination of the education system as a whole rather than by a priori designated areas of eligibility which may not relate to the particular country. We shall continue to emphasize projects which, like vocational training, produce trained manpower directly but we shall also consider for financing other types of projects with less direct relation to the short-run training of manpower which would have important long-term significance for economic development.

From the beginning of the Bank's work in education, the identification of education projects has been based upon comprehensive reviews of the education sector, which in turn are related to the Bank's general economic studies. As a result, both the Bank and the member country can distinguish educational priorities more clearly with reference on the one hand to manpower and other economic needs and on the other to the country's resource limitations. We shall continue to strengthen our general sector studies of education and, through preinvestment and other special studies, identify those particular projects throughout the educational system which have the

greatest importance for economic development. In as many cases as possible these projects should be demonstration projects designed to encourage changes which improve the relevance, efficiency or economy of education systems.

Primary education is the vital first step in education. Its main task is to impart the rudimentary disciplines of reading, writing and calculation, through which further learning can take place. It is also the only education received by most young people of the developing countries. It has, therefore, an important role, both direct and indirect, in the training of manpower.

Primary education in the developing countries suffers today from both quantitative and qualitative deficiencies. In these countries as a whole only about half of the primary age children are in school. In Africa the proportion is one third and in some countries such as Ethiopia it is less than 15%. Even so, primary education absorbs between 50 and 60% of most education budgets and the social demand for its expansion exerts a constant upward pressure on those budgets at the expense of higher priority developments in the education sector and of the needs of other sectors.

In these circumstances, we do not regard the mere expansion of primary school enrollments in most countries as a priority objective for Bank financing. On the other hand, there is a case for well-conceived projects which point the way toward more efficient and economic use of resources for primary education -- experimental projects employing instructional television or other modern educational technology, innovations in primary curricula and teacher training, or modern types of school construction. In brief, we shall regard as suitable for Bank financing experimental or demonstration projects in primary education which would have a multiplier effect in promoting greater economy, efficiency and the relevance of instruction to the student's own environment.



early 1960's,

In the/ secondary education was the outstanding bottleneck in both quantity and quality. Today in some countries the supply of secondary school graduates is approaching the absorptive capacity of the employment market but the character of education at this level continues to be highly academic and ill-suited to the employment needs of the economy. Only a minority of the students completing this cycle may continue on to higher education, yet a majority of them follow a course of university preparation, more frequently in the arts than the science field. The major thrust of our educational financing during the past eight years has been directed at changing this situation. By providing laboratories, workshops and other facilities, teacher training and technical assistance for the introduction of pre-vocational and vocational secondary education, we have helped to change its orientation from the university to the employment market. We shall continue this policy, providing for expansion of enrollment where the need is demonstrated and, in other cases, assisting in the transformation of existing institutions.

The middle level technician in industry, agriculture, commerce, health services and government administration continues to be in critically short supply. An efficient personnel structure might normally have a ratio of at least three sub-professionals or technicians for every professional, but in most developing countries the actual ratio is the reverse. We shall continue to assist in the training of this type of worker.

Thus far, Bank assistance to university education has been directed principally to the training of high level personnel in agriculture, engineering and education. In addition to these fields, there is need for more university training in the physical and social sciences and in business administration and economics.

In view of the continuing shortage of qualified teachers and the heavy reliance on expensive expatriates, we shall as in the past give full support to expanding and improving teacher training of all types.

Although adult vocational training may offer quick and substantial returns, it has not thus far played a large part in Bank financing. One reason is the lack of interest and organizational capability in governments and industrial and agricultural enterprises. Another reason may be that our own identification procedures have been deficient. Adult vocational training is usually most effective when carried on as an "in-service" activity within the enterprise rather than in a formal educational institution. We are therefore focusing attention within the Projects Group on the identification of training activities in a number of sectors of Bank financing and we hope more frequently to include adult training as a component in these other projects.

We cannot expect, however, that the various types of enterprises in developing countries will rapidly develop interest and capability in adult vocational training and we intend therefore to expand our assistance through various types of centers offering short courses of training for industry, agricultural and other rural activities, and management services.

Wherever possible, the Bank has sought the cooperation of other agencies in providing technical assistance directly or indirectly related to the education projects it finances. As a result, only 3% of our loans and credits to date has been allocated to this purpose. We will continue to follow this policy.



However, greater attention by governments to improving the quality and efficiency of their education will require, in the short run, larger inputs of technical assistance. The expanding volume of Bank activity has also, in some cases, exceeded the immediate funding ability of other sources of technical assistance. In such cases we have been able to provide the financing through loans and 90% of recent Bank projects have included a technical assistance component.

There is good evidence that educational radio and television, prudently used and with prior attention to programming, equipment maintenance and teacher preparation, can be highly effective in the rapid introduction of new curricula, in the in-service training of poorly qualified teachers and in the most efficient use of the best teachers for the mass of students.

High initial costs are an important factor but where a substantial number of programs can be provided to large numbers of students, the unit costs decline rapidly. A further cost saving and benefit can be secured where the mass media are also used to provide simple programs for adult workers in agriculture, crafts, marketing information and other ways of increasing their productivity. Although such programs do not come fully within the educational sector, given the constraints on educational growth through conventional methods as described above, they could provide a useful alternative and supplement.

While TV and radio education would cater to the mass of students, programmed learning is regarded as a way to individualize the learning process and to adjust it to the ability of each student and, by doing so, increase the efficiency of the learning system. So far programmed learning has been considered a tool suitable to developed countries only. Recent research and experience, partially through a Unesco project in Lebanon, indicates that programmed learning, contrary to earlier beliefs, may meet urgent education needs of developing countries as well. This individualized technology might solve some major problems of the learning process in the IDC's, the incoherent backgrounds of the students because of a stratified society and of ethnical differences. Programmed learning requires a large capital investment in the initial stage but has low recurrent cost and might thus lend itself well to Bank financing.

A better and cheaper supply of locally produced textbooks and simple teaching equipment is another of the needs in many developing countries and could both make teaching more relevant to the local needs and improve the efficiency of the system. The Bank Group might usefully address itself to bringing the necessary production facilities into being. It should be emphasized that a successful production of teaching materials requires more than print shops. On the production side, consideration must be given to the selection and training of textbook authors and audio-visual materials producers. On the consumption side, the marketing and procurement of the products must be carefully explored. In several Latin American countries a sufficient supply of teaching materials exist but



lack of funds and neglect of educational authorities to require textbooks in the classrooms have implied that a majority of students attend schools without books.

Public  
/ Universities and other post-secondary institutes, as well as many senior secondary educational institutions, place an undue financial burden on the LDC governments because of free tuition and an overly generous public scholarship system. New ways to finance these levels of education have to be found and the establishment of revolving funds for student credits might be a suitable method. Credits to students to be used for fees and boarding and repaid during their productive life in the labor market offers advantages. They increase the cost awareness among the beneficiaries and place some financial burden of higher education to those who directly benefit from it and have the highest repaying potential. We are exploring the feasibility of including student loan funds as project items in appropriate cases, and a study of current student loan systems and other education financing methods is being undertaken.

Finally, in cooperation with Unesco and its International Institute of Educational Planning, we hope to assist our member countries in the areas of planning, management and research, especially on questions of educational economics and finance. An example is the course in educational projects which was given by our Economic Development Institute last fall and which will be repeated this year.

In order to concentrate their resources more effectively on critical manpower needs, we are encouraging our borrowers at every stage of our lending operations in education to confront their problems realistically, to seek economically rational solutions to these problems and to replace outmoded and borrowed systems of education with new concepts and practices more suited to their own needs. Traditional ideas are powerful and change slowly but we are beginning to make progress. We encourage our borrowers to be flexible, adaptive and innovating, and when they respond the Bank will be prepared to support them.





Caracas  
Dec 6-10, 1971

\*

Statement to the Conference of Latin American Ministers of Education and those responsible for the promotion of science and technology in relation to development in Latin America and the Caribbean by Dr. Duncan S. Ballantine, Director, Education Projects Department BIRF

Mr. Chairman, Distinguished Delegates, Members of the Conference - I have the honour to bring greetings and best wishes of the World Bank for the success of this very important conference. As many of you know, the World Bank and Unesco have been associated for a number of years - since 1964 - in a co-operative programme of assistance to their member countries in the preparation, evaluation and implementation of education projects for which financial assistance is provided by the World Bank Group. This programme of assistance and co-operation has increased steadily so that during the years 1969-1971 for example Unesco has assisted member countries in the identification of 65% and in the preparation of 80% of the education projects throughout the world which have been financed by the World Bank Group.

During these years of collaboration the outlook towards education and the objectives for educational development of Unesco and the Bank have been closely harmonized and the admirable statement made at the opening of this conference by the Director-General of Unesco is fully shared by the Bank. Nevertheless I wish to call your attention to a Sector Working Paper on Education prepared by the Bank which has recently been distributed to all of our member countries. Copies of this paper have also been distributed to the delegations at this conference.

This paper attempts first to describe the situation of education in the developing countries today, second, to set forth the educational financing policies and activities of the World Bank Group up to the present time and finally, it outlines some of the new objectives of Bank educational financing and indicates also the number of projects and the volume of financing we hope to achieve during the coming five years (1972-1976). Briefly, up to June 30 1971 the World Bank Group has approved financing of 57 education loans in 42 countries throughout the world for a total of US \$431 million. Of these, 15 projects and approximately one quarter of the financing or about US \$95 million have gone to the Latin American countries. During the coming five years we hope to make loans for about 95 projects throughout the world, totalling



US \$800 million which together with the contributions of governments would represent total investments of approximately US \$1 billion, 400 million. Of these loans approximately one quarter or US \$200 million may be expected to go to the Latin American countries.

Although these loans will represent a substantial financial contribution to the development of our member countries, it is obvious that the importance of this lending programme lies more in the constructive changes and qualitative improvements it helps to bring about than in the mere amount of money it provides.

You will note, therefore, that our Sector Paper reflects very closely the analysis of the situation and the development objectives which the Director-General has described. Like so many previous speakers we also are aware that the remarkable quantitative expansion in enrolments at all levels still falls short of the needs of the developing countries and their expanding populations. We are aware that educational opportunities are spread very unevenly among the populations of these countries. We are aware that education systems and curricula are not responsive to the social and economic needs of these countries. We are aware of the critical need for improvement in the management of education systems. Above all, being bankers, we are conscious of the financial and other resource limitations which are beginning to constrain the further development of education and we are therefore anxious to assist our member countries through planning and analysis in the difficult task of making sound decisions regarding the allocation of limited resources not already committed so as to achieve optimum results in development.

Up to now, the bulk of financial assistance has been directed to the expansion and improvement of formal education at various levels, with emphasis upon diversification of secondary education, teacher training and the strengthening of technical and agricultural education. We expect to continue along these lines in the future but we will also be giving much greater emphasis to non-formal education and training, particularly for the rural populations. We will also be providing substantial support and, where necessary, technical assistance for innovations in educational methods and technology - in such fields as educational radio and television, programmed learning, curriculum reform and teaching materials and equipment.



Although these areas of investment will absorb the great bulk of our financing, our major concern and objective will be to assist in the improvement of the management of education systems in terms of their internal and external efficiency and their relevance to social and economic development needs - that is to secure the maximum development of human resources for the expenditures made. To accomplish this, we will place increasing emphasis upon analysis of the education sector which will make clear the priorities for new investment and the possibilities for saving and greater cost effectiveness in educational expenditure.

It goes without saying that the World Bank for its own part and in its cooperative programme with Unesco is attempting to respond to the educational objectives determined by our member countries themselves and that our project assistance and financing must be based upon an ever-increasing and deepening understanding of our objectives and of the conditions with which the responsible government authorities must contend.

To achieve this kind of collaboration with you will require not only technical analysis but sympathy and understanding.

Mr. Chairman, I would not accurately reflect the thinking within the World Bank or the many statements of President McNamara if I did not in closing emphasize our awareness that the ultimate objective of all economic development is improvement in the condition of life of all peoples. Although the specific task assigned to the World Bank within the United Nations family is the promotion of economic development, such development can only mean improvement in the physical, educational, cultural and social well-being of people. And I repeat - of all people.