

2001



Monitoring  
Report  
on Education  
for All



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This Monitoring Report was prepared by UNESCO, with inputs from EFA partners, under the guidance of the Working Group on EFA for use by the High-Level Group at its October 2001 meeting. The purpose of the report is to provide an account of the progress that countries and support agencies have achieved towards the goal of EFA, as well as to highlight important trends and findings and to point to future actions.

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Printed by ► Imprimerie Nouvelle

October 2001

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Printed in France

ED-2001/WS/33

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## Foreword

The international goal of Education for All was given new vitality at the World Education Forum in Dakar, Senegal, in April 2000. Building on the 1990 World Conference on Education for All in Jomtien, Thailand, and the mid-decade review meeting in Amman, Jordan, the Dakar Framework for Action provides a blueprint and set of strategies for achieving the goals of EFA by 2015.

Eighteen months after Dakar, it is clear that the challenge before us remains enormous but we have reason not to be daunted. Over the years, the frontiers of 'the possible' have been pushed back. Further advance, however, will require sustained and intensified effort on the part of all EFA stakeholders, first and foremost of which are Member States led by governmental authorities (at all levels) acting in concert with civil society and the private sector. The international community, in the shape of UN agencies, multilateral and bilateral development partners, and international NGOs, has pledged its enhanced, long-term support. This support is vitally important given the burden of indebtedness already weighing heavily on the least developed countries, whose margin of manoeuvre in their national budgets will be severely constrained unless well-targeted external assistance becomes available.

As countries gain experience in grappling with EFA, they are becoming increasingly conscious of the vital role of partnership. As governments focus on EFA within the framework of national development plans, they are increasingly aware of the need to build internal partnerships not only among various government ministries and agencies but also with civil society organizations and the private sector. National partnerships are particularly important for the development of national EFA plans of action as well as for their implementation. In addition, Member States must endeavour to work closely with neighbouring countries, with regional and sub-regional bodies, and with a wide range of international partners. It is particularly important for external agencies and bodies to devise forms of liaison, collaboration and partnership among themselves in order to generate increased resources for EFA, make more efficient use of available funds, and share lessons and experiences in implementation, monitoring and evaluation.

The Dakar Framework called upon the Director-General of UNESCO to designate a small and flexible 'High-Level Group' as a means of sustaining the 'collaborative momentum' of the EFA movement. A Working Group of about 40 persons, includ-

ing representatives of governments, regional bodies, bilateral and multilateral agencies and NGOs, has provided technical advice and professional support to the High-level Group.

This report is a collective endeavour of many agencies and individuals and has been prepared under UNESCO's overall guidance. It has been enriched by the deliberations of the Working Group last month. The purpose of the report is to monitor the progress that countries and EFA partners have made, towards achieving the Dakar goals, as well as to highlight important trends and findings and to point to future actions. However, it must be said that the circumstances shaping the preparation of this inaugural report have not been ideal. The period of time since April 2000 has not made available a large body of data supplementary to that reported upon at Dakar. Moreover, the deadline for completing national EFA plans of action is still over a year away. As a result, this cannot claim to be the kind of systematic, authoritative document, based on the thorough collection and analysis of relevant educational data, that UNESCO intends to produce in a regular series of annual EFA reports.

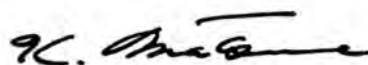
Nevertheless, this document does draw upon the main advances in experience gained during the past two years. And it certainly does address some of the urgent priorities that must be fulfilled in order to achieve the important goals agreed at Dakar, including better monitoring of progress and the possibility of closing the financial gap in order to meet the targets set for 2015.

In light of the terrorist attacks that took place in the United States in September 2001, EFA has taken on even more importance. The expansion and improvement of basic education are vital for addressing two key areas of need. First, we must ensure that nations and peoples acquire better knowledge of one another as a basis for a more accurate understanding of their societies, their cultures, their religions, their ways of life, and their belief-systems. But knowledge by itself, however, is not enough – many terrorists, after all, are educated. The

second need, therefore, is the renewed fostering of attitudes and values conducive to openness, tolerance and respect for others. The EFA agenda must embrace these needs and concerns if it is to remain relevant to the world in which we live.

It is now more urgent than ever for the community of nations to redouble their efforts to work as partners towards the day when Education for All is translated from a seemingly distant dream to a reality for every child, young person and adult. Basic

education is not only a 'fundamental human right' for every individual, but it is, in the words of the Dakar Framework, 'the key to sustainable development and peace and stability within and among nations'.



Koïchiro Matsuura

## Executive Summary

This report sets out to monitor progress that countries and agencies have achieved towards the goal of EFA, as well as to highlight important trends and findings and to point to future actions. It assesses the future effort required in terms of additional school places, literacy campaigns, teacher training, educational materials and so on, as well as the magnitude of the financial gap that needs to be closed in order to achieve the goals and targets set for 2015.

### The agenda of education for all

The World Education Forum, meeting in Dakar, Senegal in April 2000, reaffirmed the vision of the World Conference on Education For All (Jomtien, Thailand, 1990) that all children, young people and adults have the 'fundamental human right' to a basic education that will develop their talents, improve their lives and transform their societies.

Representatives of 164 countries adopted the Dakar Framework for Action, which laid out a set of time-bound goals and strategies for attaining the goal of Education for All (EFA) by 2015.

Three fundamental operating assumptions underlie the strategies outlined in the Dakar Framework:

- The heart of EFA activity lies at the *national* level.
- *Partnerships* are important.
- Governments need to co-ordinate their efforts with institutions of *civil society*.

### Progress since Jomtien

#### Universal primary education

Considerable progress had been made in moving toward the goal of universal primary education (UPE) and momentum has increased since Dakar. Some countries have achieved dramatic progress. Nevertheless, this progress has been uneven, and a major effort is needed to accelerate current positive trends. There are still more than 100 million children out of school, and 60% of these are girls.

Overall enrolment trends suggest that, over the last quarter-century, considerable progress has been made in expanding the capacity of primary school systems in all regions of the world. The total number of primary school pupils rose from an

estimated 500 million in 1975 to more than 680 million in 1998.

If this pace of increase were to continue, the number of pupils in the world's primary schools could reach 700 million in 2005 and 770 million in 2015. If realized, nearly all of this increased demand for school places would occur in developing regions – in particular in Southern Asia and sub-Saharan Africa.

For most developing countries, school enrolment growth of 5% per year over the next 15 years would meet the EFA goal, but several countries would have to grow at up to 10% annually. At least 32 countries, of which 11 are experiencing conflict, are unlikely to meet the target of UPE by 2015, unless a serious effort is made for these countries.

One region of particular concern is sub-Saharan Africa, where enrolment would have to increase at almost three times the effort undertaken during the period 1990-97.

#### Gender disparities

Over the past decade the progress towards UPE was accompanied by the reduction of gender gaps in all regions except sub-Saharan Africa. While the gender disparity is not a serious concern in most of the Latin America/Caribbean and Eastern Asia/Pacific countries, it remains one in many Arab States, sub-Saharan African and Southern Asian countries. Importantly, gender disparities are most pronounced in regions or countries with relatively low enrolment rates.

#### Adult literacy

Despite efforts since Jomtien, there are still more than 550 million female and 300 million male adult illiterates. The level of education of most adults in developing countries remains too low to enable them to participate effectively in the global economy. Reaching the goals set by Dakar would require an annual increase of 92 million literate adults, or 1.3 times the pace of

previous efforts. New ways must be found to reinforce non-formal education systems, especially in developing countries.

## Progress in implementing the Dakar Framework

### National plans of action

In requesting that countries 'develop or strengthen existing national plans of action by 2002 at the latest', the Dakar Framework specified standards and conditions for the development of such plans. It stressed that plans should be integrated into a wider development and poverty reduction framework and linked to Common Country Assessments and United Nations Development Assistance Frameworks.

To date, 66 countries and territories have responded to a UNESCO questionnaire regarding their national plans for accomplishing EFA. Forty-one countries indicated that they have such a plan, but the quality of such plans varies widely. Many of the plans do not conform to EFA guidelines specifying that governments should consult a wide variety of stakeholders in drawing up their plan in order to tie them to overall national development plans. Moreover, many of the plans are not linked to specific EFA goals such as the elimination of gender gaps. Thirty-nine of the plans were prepared before the Dakar Forum, in some cases more than 10 years before, and would need to take note of current developments.

At least 48 of the 66 countries do not appear to have reliable capacities for data collection, processing and/or analysis for preparing EFA action plans.

### Regional activities

In all regions, EFA mechanisms are being set up to co-ordinate the identification of needs, fund-raising, assistance to countries in the development of national action plans and capacity-building of ministries of education. In view of the capacity-building needs, especially in Africa and in South Asia, it would be important to strengthen the technical capability of these mechanisms.

### Inter-Agency flagship programmes

Flagship Programmes have emerged that address some of the broad objectives laid out in the Dakar Framework. These programmes bring resources (knowledge and experience) to countries in the implementing of their EFA plans. In key areas, such as HIV/AIDS prevention, school health and girls' education, they are mechanisms for sharing what works and contribute to developing quality education outcomes. They broaden the

range of programmes available for young people and contribute to enhancing life-skills.

Most of the flagship programmes have been launched quite recently, and thus are in the process of being disseminated. Nevertheless, forty-four countries have thus far addressed issues in girls' education in their Common Country Assessments, and twenty-two in their United Nations Development Assistance Frameworks. Initiatives called Focusing Resources on Effective School Health (FRESH), which include capacity-building for school health and HIV/AIDS prevention through schools, have been launched in fourteen sub-Saharan African countries.

### Co-operation with civil society

Non-governmental organizations (NGOs) made valuable contributions to the Dakar Framework for Action, and representatives at the Forum committed themselves to 'ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development'. The Dakar Framework consequently emphasized that EFA can be achieved only if it is supported by a broad-based movement that includes civil society organizations (CSOs) ranging from NGOs to teachers' unions and religious organizations. Because of their flexibility, innovation and closeness to the grass roots, such organizations are uniquely qualified to reach marginalized persons who may not be well served by traditional schools.

At regional and national levels, NGO networks have been strengthened and new ones created. This post-Dakar networking has contributed to the strengthening of NGOs, especially in Africa. These new and stronger networks will give civil society a clearer and more recognizable profile and will enable the expression of joint civil society positions.

### Mobilizing resources for EFA

Achieving the ambitious but urgent goal of EFA will require the investment of large amounts of new financial resources. A significant proportion of funding must come from the individual countries themselves through, for example, reallocation and the adoption of cost-effective measures to reach EFA goals. However, most will also need considerable additional outside help.

The Dakar Framework calls for external assistance on a systematic basis in the form of the creation of a 'global initiative' to fund the financial resources necessary for the realization of the goal of EFA. This initiative has been launched in a context of decreasing and softening donor contributions to international development. Aid allocations have been on the

decline in all regions except for Europe, Central and East Asia and the Pacific during the 1990s. The trend for the least developed countries has been downward in recent years. Sub-Saharan Africa has witnessed the sharpest decline by roughly one-third. Some of the major aid providers are responsible for some of the largest reductions. Moreover, during the 1990s, non-concessional funds gained importance over concessional disbursements.

Given the urgency of reaching the goals of EFA, this decline of contributions is disturbing.

## Major challenges that lie ahead

### Funding the global initiative

Estimates of the cost of achieving UPE range from US\$8 to \$15 billion annually. While these sums are significant, the key message is that UPE is affordable. Moreover, there is evidence that, once an initial surge of enrolments has moved through the system, developing countries should be able to sustain such a system with declining external support.

While increased funding and the reversal of recent trends toward declining official development assistance are necessary to accomplish the goals of EFA, this will not be sufficient in and of itself. Other important objectives are to assure greater predictability in the flow of external assistance and to provide debt relief and/or cancellation.

### Assessing and funding national plans of action

During 2002, most countries will still need to develop or adjust the existing national plans of action to EFA objectives. And most developing countries have indicated that they would require methodological and technical support for the preparation of the EFA plans or the strengthening of existing plans.

Ways must be devised to provide countries with the technical and financial assistance they need to develop national EFA plans of action. Criteria and mechanisms must be established for reviews of these plans at the national, sub-regional and regional levels.

### Improved monitoring of EFA goals and targets

Progress toward EFA must be carefully measured. It is important to assist developing countries in developing the capacity to assess progress toward EFA, including the identification of inequalities within these nations. UIS should be encouraged in its review of core indicators for EFA and to develop indicators for early childhood care and education and non-formal education. Better information must also be developed and disseminated on 'what works' in various contexts.

### Increased co-operation at the national level

Research over the past decade has consistently found that increased education spending is a necessary but not sufficient requirement for educational progress. Pragmatically, this means an end to 'business as usual'. Attainment of the Dakar goals will require significant policy changes at the national, regional and international levels and – perhaps most important of all – a willingness of the various stakeholders to enter into new partnerships, especially new relationships between government and civil society.

# 1 Introduction

The Dakar World Education Forum (April 2000) reaffirmed the commitment of nations of the world to pursue the goal of 'Education for All' (EFA) and the vision of the World Conference on Education for All, Meeting Basic Learning Needs (Jomtien, Thailand, 1990). Jomtien reiterated the notion, laid out in the Universal Declaration of Human Rights and the Convention on the Rights of the Child, that all children, young people and adults have the 'fundamental human right' to a basic education that will develop their talents, improve their lives and transform their societies. This global commitment to Education for All was reaffirmed at the Mid-Decade Review in Amman, Jordan in 1996.

The Jomtien declaration was significant for its rejection of 'business as usual'. At Jomtien the nations of the world collectively affirmed the urgency of stemming the rise of out-of-school children in countries throughout the world. They showed how global prosperity and peace can come about only when all persons – not merely a privileged elite – acquire the knowledge and skills they need to become effective workers, parents, citizens and fulfilled individuals. Perhaps most important, Jomtien articulated an expanded concept of basic education that encompasses not only knowledge and skills but an understanding of – and respect for – culture, value and the importance of finding ways in which the peoples of the earth can live together.

Jomtien anticipated the need for a full-scale review of progress towards EFA at the end of a decade, and this took place at the World Education Forum in Dakar, Senegal. The more than 1,000 participants from 164 countries analysed the findings of the EFA 2000 Assessment, which had been set in motion in Amman, and adopted the Dakar Framework for Action, which laid out a set of goals and strategies for achieving EFA.

The Dakar Framework stressed that education not only provides individuals with what Nobel Laureate Amartya Sen calls 'human capabilities' – the power to reflect, make choices and enjoy a better life, but that it is 'the key to sustainable development and peace and stability within and among countries'.<sup>1</sup> Education has powerful synergistic effects on other development objectives – empowerment, protection of the environment, better health, and good governance, among many other things – and it is one of the most effective preventive weapons against HIV/AIDS. Achieving Education for All is a necessary first step in realizing these other ambitious goals.

While candid about the enormity and the complexity of the task of bringing about EFA, the Dakar Framework – whose subtitle is Education for All: Meeting our Collective Commitments – emphasized that the goal is one that can be reached. It laid out a set of six specific goals that are aligned with international development targets as well as a plan of action for meeting them. These goals are:

**1. Expand early childhood care and education.** Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

**2. Free and compulsory education of good quality.** Ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and are able to complete primary education that is free, compulsory and of good quality.

**3. Promote the acquisition of life-skills by adolescents and youth.** Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.

**4. Expand adult literacy.** Achieve a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

**5. Eliminate gender disparities.** Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

**6. Enhance educational quality.** Improve all aspects of the quality of education and ensure excellence so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

1. Amartya Sen, *Development as Freedom*, New York, A. Knopf, 1999.

## Fundamental operating assumptions

Three fundamental operating assumptions underlie the strategies outlined in the Dakar Framework:

**1. The heart of EFA activity lies at the national level.** The Framework affirmed that 'Governments have an obligation to ensure that EFA goals and targets are reached and sustained'. It is incumbent upon each country to take ownership of the EFA process within its borders, to demonstrate the political will to carry through national plans of action and to provide financial resources for doing so.

**2. The importance of partnerships.** While national governments have the primary obligation to pursue the goal of EFA within their borders, the Framework declared that this responsibility 'will be met most effectively through broad-based partnerships within countries, supported by co-operation with regional and international agencies and institutions'. Moreover, the Framework stipulated that the role of the international community and various partner agencies is 'to support each country in the development and implementation of this national plan'.

**3. The need for co-operation with civil society.** The Dakar Framework specifically called for partnerships involving organizations from civil society. Signatories to the Dakar Framework pledged to 'ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development'.

## Structures for implementing the Dakar Framework

The pursuit of EFA is a multi-faceted enterprise, one that must be carried out both as a movement with its own goals and identity and as an ally of other efforts to improve the human condition. As a means of giving institutional form to the pursuit of the six goals of Dakar, the Framework called for a series of structures to be established or strengthened in each country. These mechanisms must carry out their work in the context of other national activities, such as poverty reduction, the fight against AIDS and gender programmes.

### National EFA forums

An important structure for implementing EFA in many countries is the National EFA Forum. The *Country Guidelines on the Preparation of National EFA Plans of Action*, which was produced by UNESCO as a guide to organizing follow-up to Dakar,

defines the national EFA forum as 'a consultative and co-ordination body that brings together around one table the representatives of all those with a vital stake in basic education' (3.3). These guidelines suggest that forums include 'key representatives from relevant government ministries and departments and from relevant parts of "civil society", that is, those associations and social institutions that organize citizens' interests and express their views'.

The *Guidelines* list the main tasks of the national forums as advocacy, resource mobilization, monitoring of the status of EFA and the generation and sharing of EFA-related information.

### Regional and sub-regional forums

The Framework also calls for the formation of regional and sub-regional organizations, networks and initiatives that will be 'linked organically with, and be accountable to, National EFA Forums'. The functions of these forums are 'co-ordination with all relevant networks, setting and monitoring regional/targets, advocacy, policy dialogue, the promotion of partnerships and technical co-operation, the sharing of best practices and lessons learned, monitoring and reporting for accountability, and promoting resource mobilization'. Wherever possible, existing entities should be utilized for these purposes.

### High-level group

The Framework specified that UNESCO will continue its mandated role in co-ordinating the work of EFA partners as a means of sustaining the 'collaborative momentum' of the movement. The Director-General of UNESCO is directed to organize the annual convening of a 'high-level, small and flexible group' composed of 'highest-level leaders from governments and civil society of developing and developed countries, and from development agencies'.

The purposes of the High-Level Group (HLG) are to maintain high political commitment for EFA, to mobilize international financial support, and to define strategies for progress towards EFA. The Framework describes the HLG as 'an opportunity to hold the global community to account for commitments made in Dakar'. Invitations have been sent to 29 leaders of governments, bilateral and United Nations agencies and NGOs to attend the first meeting of the HLG at UNESCO headquarters in Paris in October 2001.

### Working group

The Dakar Framework specifies that the High-Level Group will be informed by the various EFA Forums and partner organizations. While the Framework made no formal provision for a mechanism to accomplish this, a collective decision was made

to establish a Working Group on Education for All comprised of about 40 key actors, including representatives of governments, regional bodies, bilateral and multilateral donors agencies and NGOs.

The Working Group, which is chaired by the Assistant Director-General for Education of UNESCO, is professional and consultative in nature and provides a forum for exchange and discussion of EFA experiences throughout the world and for recommending concrete actions. It has held two meetings at UNESCO headquarters in Paris, in November 2000 and September 2001.

### **Purpose of the monitoring report**

This Monitoring Report was prepared by UNESCO, with inputs from EFA partners, under the guidance of the Working Group on EFA for use by the High-Level Group at its October 2001 meeting. The purpose of the report is to provide an account of the progress that countries and support agencies have achieved towards the goal of EFA, as well as to highlight important trends and findings and to point to future actions.

This report, which is also intended to share information with partner organizations and other stakeholders involved in the implementation of EFA, is viewed as the first in a possible series of annual reports. As such, a major purpose will be to provide baseline data for future comparisons. ■

## 2 Overview of progress towards all EFA goals

An effective monitoring of progress towards EFA goals and strategies needs an assessment of the future effort required in terms of additional school places, literacy campaigns, teacher training, educational materials and so forth, as well as the magnitude of the financial gap that needs to be closed in order to achieve the goals and targets set for 2015. Such an assessment is crucial because what cannot be measured cannot be managed. Given the importance of national ownership of the EFA process, it is particularly vital to have reliable data at the country level. If statistics are not available to countries, there is not much that can be done in terms of overall planning. Providing quality data will require a combination of action at the national level and support at the sub-regional, regional and global levels. The development of indicators that are accepted both nationally and internationally is necessary to sustain broad support for the objectives of EFA.

### Goals with a deadline

The Dakar Framework assigned a timetable for reaching three specific goals:

- achievement of universal primary education by 2015;
- elimination of gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015;
- achievement of a 50% improvement in the levels of adult literacy by 2015.

Very little data on progress towards these goals have been developed beyond what were also available at Dakar. In keeping with the objective of establishing baseline data for the continued monitoring of progress towards EFA, the following is a summary of the current situation.

### ■ Achievement of quality universal primary education (UPE) by 2015

Overall enrolment trends suggest that, over the last quarter-century, considerable progress has been made in expanding the capacity of primary school systems in all regions of the world. The total number of primary school pupils rose from an estimated 500 million in 1975 to more than 660 million in 1997.

If this pace of increase were to continue, the number of pupils in the world's primary schools could reach 700 million in 2005 and 770 million in 2015. If realized, nearly all of this increased

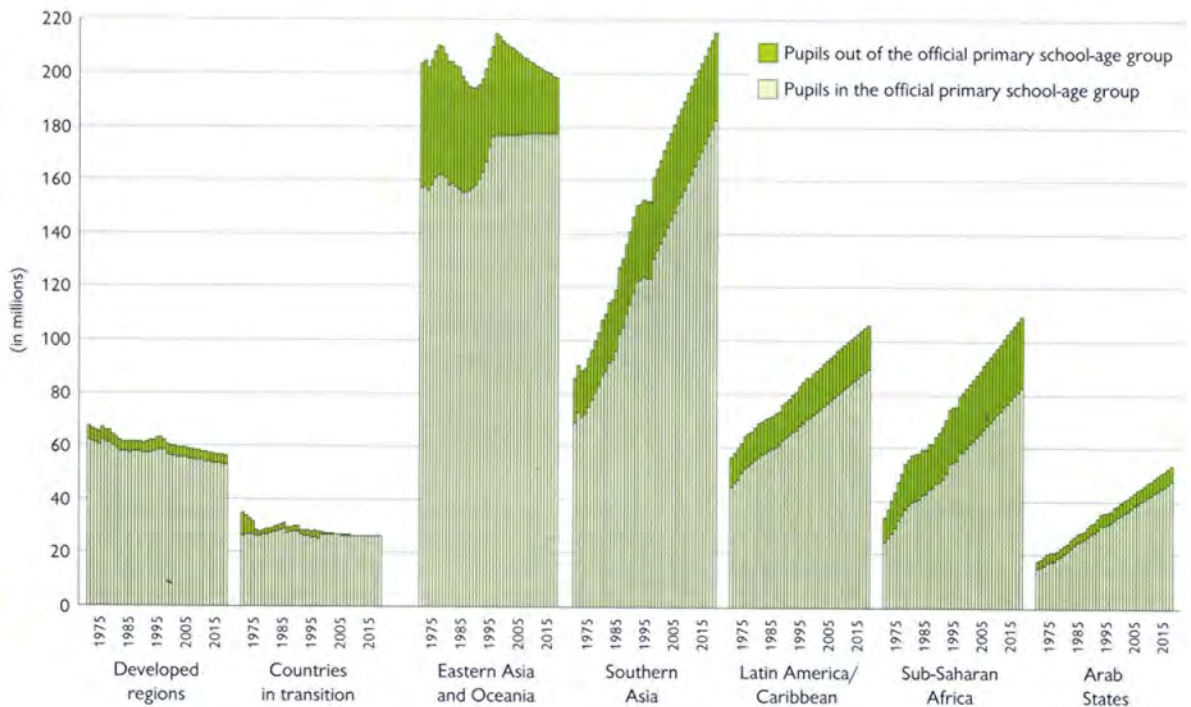
demand for school places would occur in developing regions – in particular in Southern Asia and sub-Saharan Africa, as well as in Latin America and the Caribbean and the Arab States. These data can be seen in Figure 1, which shows trends in total enrolment in primary education between 1975 and 2015 by region.

Figure 1 also shows that a sizeable proportion of pupils enrolled in primary education are those outside the official primary-school age group, especially in developing regions. Because of late entry to primary education and/or frequent repetitions, most of these pupils are over-aged. A high incidence of repetition may lead to dropping out and thus has a negative effect on the internal efficiency of the education systems. The existence of large numbers of over-aged pupils – a common situation in developing countries – must not prevent access to school for those of official school age, and thereby delay the achievement of the UPE goal.

Many individual countries have achieved dramatic progress in expanding enrolments, improving schooling retention and completion rates and reducing gender disparities. For example, enrolments in Uganda, Malawi and Mauritania have doubled in some five years, approaching or surpassing 100% Gross Enrolment Ratio (GER). Benin and Guinea-Bissau have steadily expanded primary enrolments.

Some regions are also close to the goal of UPE (see Figure 2). This is already a reality in developed and transition countries, and Eastern Asia/Oceania and Latin America/Caribbean are

Figure 1. Trends in total number of pupils in primary education, 1975-2015 (Estimates and projections)



close to reaching the goal. Although overall expansion of enrolment has outpaced population growth in recent years, the rate of increase still falls short of the pace necessary to meet the goal of universal enrolment in all regions. There are still more than 100 million children out of school, and 60% of these are girls. One child in four drops out without completing five years of basic education. Table 1 shows the level of effort that would be required to accomplish the goal of universal primary education by 2015.

These data show that, to achieve UPE by 2015, primary schools in developing countries will need to accommodate about 156 million more children than in 1997, an increase of 27%. At a minimum, this will require maintenance of the previous enrolment effort, i.e. an average annual increase of 8.7 million pupils. For most countries, school enrolment growth of 5% per year over the next 15 years would suffice to achieve EFA goals, though several will need to grow at up to 10% per year.

Meanwhile, there are serious concerns regarding the trends in numbers of out-of-school children in the developing regions, particularly in sub-Saharan Africa, Southern Asia and the Arab States, which are home to 95% of out-of-school children (see Figure 2). Due to a high demographic growth, the expansion in enrolment has not allowed any substantial reduction in the number of out-of-school children in these regions.

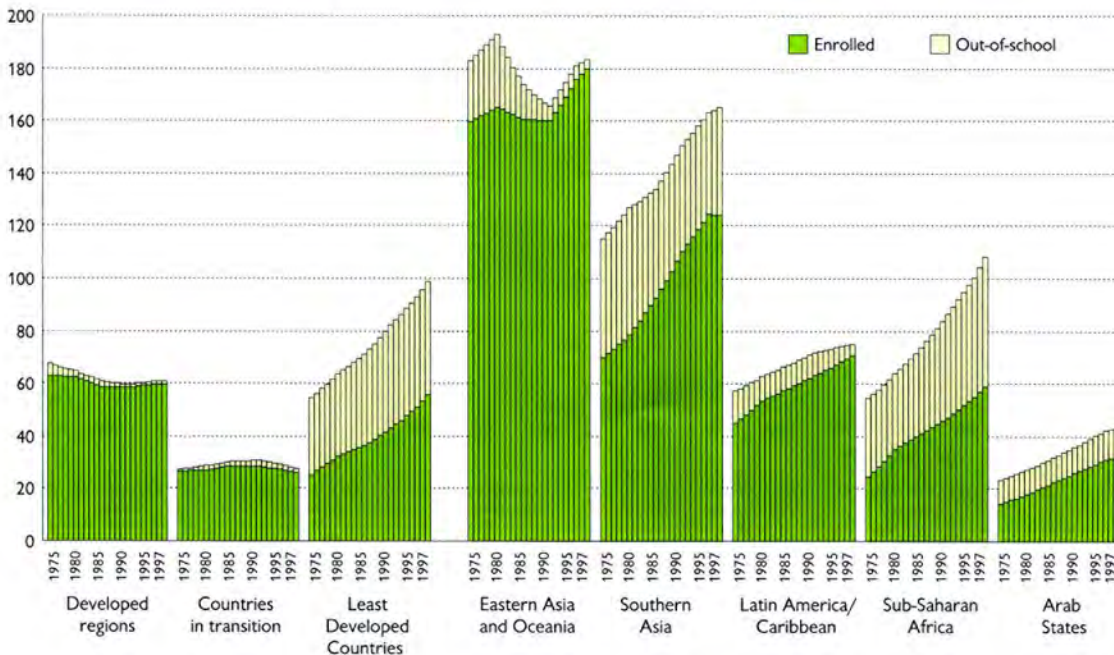
- A particular effort will be needed in sub-Saharan Africa, which will have to accommodate more than half of the additional school places required at the global level. This corresponds to an almost 150% increase from its 1997 enrolment level, or an annual enrolment increase of 4.9 million – which is almost three times the effort undertaken during the period 1990–97.
- Particularly large increases of the order of more than 10 times the previous effort will need to be made in Angola,

Table 1. Effort required to achieve universal primary education by 2015

	Projected primary school-age population 2015 (in millions)	Enrolment increase required between 1997-2015				Ratio of future effort to past effort
		Annual average growth rate (%)	Annual absolute increase (in millions)	Total absolute increase (in millions)	% enrolment increase	
WORLD	670.7	1.1	8.7	156.1	21.0	1.1
DEVELOPED REGIONS	55.0	-	-	-	-	-
TRANSITION COUNTRIES	20.7	-	-	-	-	-
DEVELOPING REGIONS	595.0	1.3	8.7	156.1	26.9	1.1
Sub-Saharan Africa	147.1	5.2	4.9	88.1	149.3	2.9
Arab States	54.6	3.1	1.3	22.9	72.2	1.9
Latin America and Caribbean	75.8	0.4	0.3	4.9	6.9	0.2
East Asia and Oceania	157.7	-	-	-	-	-
South Asia	164.8	1.6	2.3	40.7	32.8	1.2
LEAST DEVELOPED COUNTRIES	135.1	5.0	4.4	79.3	142.0	2.4

Note: Due to the double counting of some countries which appear in more than one region, the sum of regions may not match totals.

Figure 2. Primary school-age population: enrolled and out-of-school children, 1975-97



Central African Republic, Democratic Republic of the Congo, Lesotho, Liberia, Niger and Somalia.

- Southern Asia will have to enrol about 40 million more children – an increase of one-third – requiring at least the same pace of effort as in the previous period, 1990–97. Bhutan needs more than ten times the previous effort.
- The Arab States need twice the previous effort to accommodate some 23 million additional children, representing an increase of 72%.

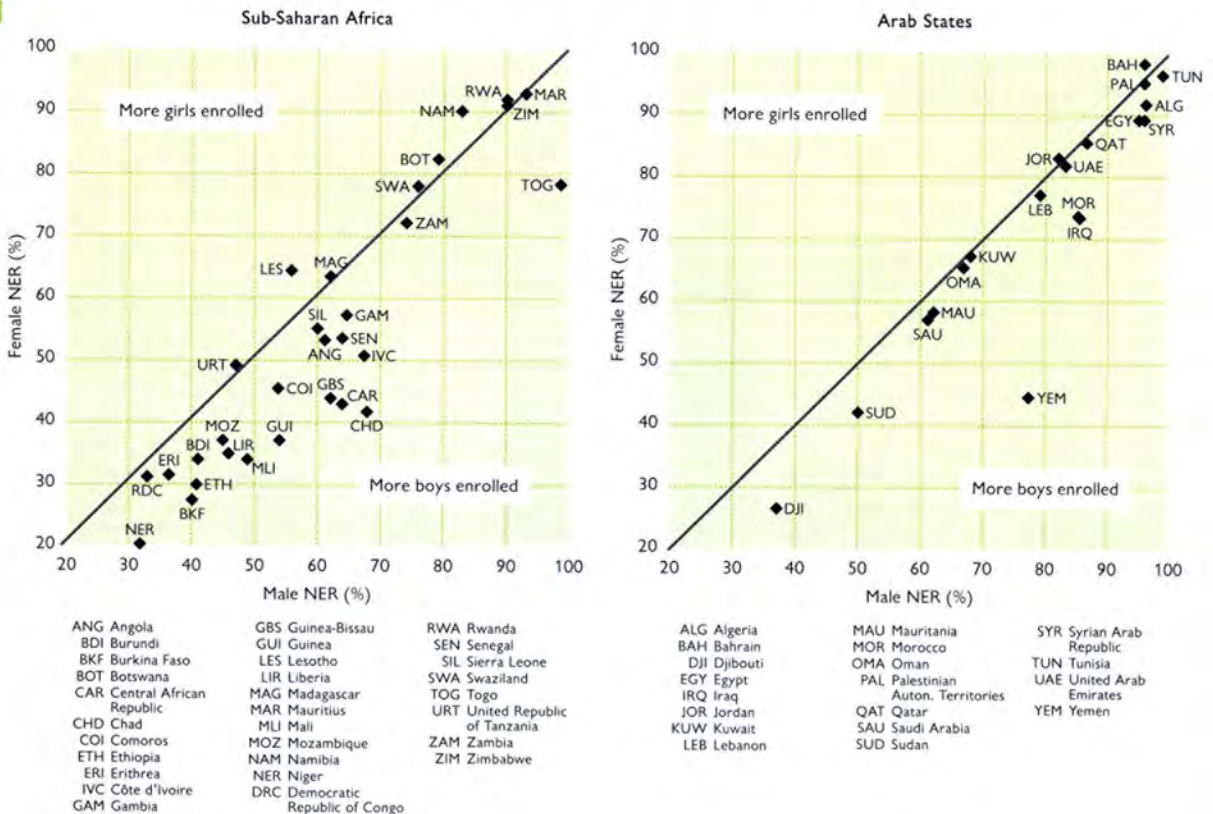
In summary, these findings show clearly that the task of ensuring UPE by 2015 may be more difficult than it was in the past decade unless a major effort is undertaken to accelerate the current trends, especially in the geographic regions cited above. The concluding chapter of this report discusses some of the forms that such an effort might take.

**Elimination of gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015**

The objective of UPE also implies the elimination of all forms of disparities, including the gender gaps that are the most visible inequity in access to education in many developing countries.

During the past decade, the progress towards UPE was accompanied by the reduction of gender gaps in all regions except sub-Saharan Africa. While the gender disparity is not a serious concern in most of the Latin America/Caribbean and Eastern Asia/Pacific countries, it remains one in many Arab States, sub-Saharan African and Southern Asian countries. Importantly, gender disparities are most pronounced in regions or countries with relatively low enrolment rates (see Figure 3).

Figure 3. Gender disparity in net enrolment ratios (NER) in the developing regions, 1998



Many individual countries have taken fruitful measures to address gender inequities in both their formal and non-formal education systems. For instance, the government of India has encouraged separate girls' schools wherever necessary, provided special scholarships to girls in several states, and made education free for girls at all levels, including university education. India also supports teacher recruitment procedures in almost all the states seeking to ensure that at least 50% of the positions are filled by female teachers. In Pakistan, a Prime Minister's project on non-formal basic education focuses on villages and hamlets where separate schools for girls are not available, or where girls' participation rate at primary level is low or where female illiteracy is pronounced.

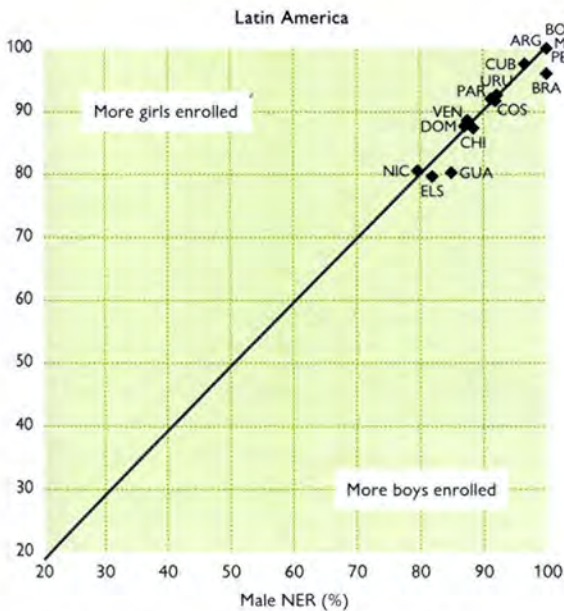
Table 2 classifies countries according to the gender parity index that shows the ratio between the girls' and boys' net enrolment ratios (NER). An index of 1 indicates parity between girls' and boys' enrolment. Countries for which data are available

are classified into three main groups, from those with the high gender disparity in participation in primary education to those where gender equality has been achieved.

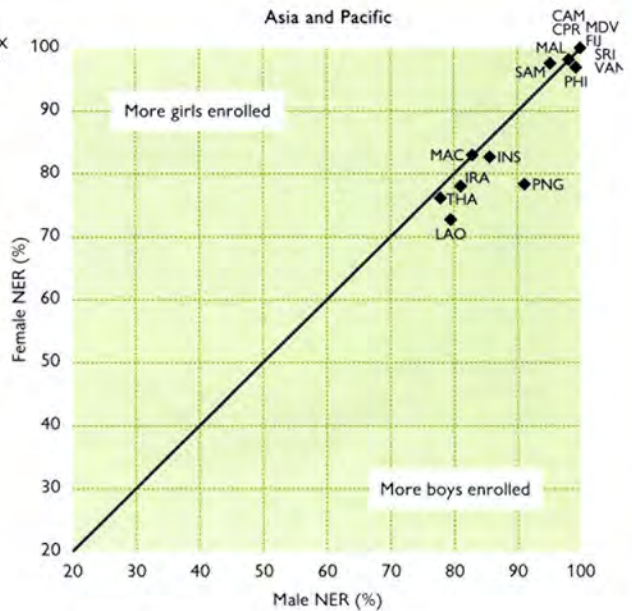
When envisaging the elimination of gender gaps in education by 2005, particular attention needs to be given to the countries belonging to the first group (column 2), where only 6 to 8 girls are enrolled for every 10 boys. Most of these countries are in sub-Saharan Africa, and are characterized by the low level of their enrolment ratios.

The second group (column 3) comprises countries approaching gender parity in enrolments. For most of them the general levels of enrolment are still low, especially in the sub-Saharan African countries of this group.

The third group (column 4) comprises countries that have achieved (or are on the brink of achieving) gender parity in



- |                |                    |               |
|----------------|--------------------|---------------|
| ARG Argentina  | CUB Cuba           | NIC Nicaragua |
| BOL Bolivia    | DOM Dominican Rep. | PAR Paraguay  |
| BRA Brazil     | ELS El Salvador    | PER Peru      |
| CHI Chile      | GUA Guatemala      | URU Uruguay   |
| COS Costa Rica | MEX Mexico         | VEN Venezuela |



- |                                      |                      |
|--------------------------------------|----------------------|
| CAM Cambodia                         | MAL Malaysia         |
| CPR China                            | MDV Maldives         |
| FIJ Fiji                             | PHI Philippines      |
| INS Indonesia                        | PNG Papua New Guinea |
| IRA Iran, Islamic Republic of        | SAM Samoa            |
| LAO Lao People's Democratic Republic | SRI Sri Lanka        |
| MAC Macao, China                     | THA Thailand         |
|                                      | VAN Vanuatu, Rep. of |

**Table 2. Classification of countries according to enrolment gender parity index and region, 1998**

1	2 0.60 - 0.84	3 0.85 - 0.94	4 0.95 - 1	5 > 1
Sub-Saharan Africa	Burkina Faso Burundi Chad Côte d'Ivoire Ethiopia Guinea Guinea-Bissau Liberia Mali Mozambique Niger Central African Rep. Senegal Togo	Angola Comoros Eritrea Gambia Sierra-Leone	Botswana Madagascar Mauritius Congo, Dem. Rep. of Tanzania, Unit. Rep. Rwanda Swaziland Zambia Zimbabwe	Lesotho Namibia
Arab States	Djibouti Sudan Yemen	Egypt Iraq Mauritania Morocco Saudi Arabia Syria	Algeria Bahrain Jordan Kuwait Lebanon Oman Palestine Qatar Tunisia United Arab Emirates	
Latin America		Guatemala	Argentina Bolivia Brazil Chile Costa Rica Cuba El Salvador Mexico Nicaragua Paraguay Peru Dominican Rep. Uruguay Venezuela	
Eastern Asia and Pacific		Cambodia Laos Papua New Guinea	China Fiji Indonesia Macao Malaysia Philippines Samoa Thailand	
Southern Asia		Bhutan	Bangladesh Iran Maldives	

enrolments. Most of these countries have achieved a relatively high level of enrolment, and some of them have already reached UPE. In a few countries there is gender disparity in favour of girls – a phenomenon that deserves just as much attention as discrimination against girls.

**■ Achievement of a 50% improvement in the levels of adult literacy by 2015**

The EFA Assessment in Dakar in April 2000 revealed that, despite the global effort since Jomtien, there were still more than 550 million female and 300 million male adult illiterates. The education level of most adults in developing countries

remains too low to enable them to participate effectively in a global economy.

Nevertheless, important progress has been made in some countries, for instance in India, where the latest decennial census for 2001 indicate that during the previous decade literacy rates have increased by 10%, and that gender disparities concerning access to literacy decreased by 7 points; and, for the first time since independence, the absolute numbers of illiterates has decreased by 32 million persons. In Zambia, the national literacy campaign launched in 1990 resulted in an increased literacy rate from 55% in 1990 to 68% in 1996. China, in spite of a 16% increase of the adult population, has recorded a decrease of the number of adult illiterates from 182 million to 153 million, a reduction of 18.8%.

To achieve the literacy goal set by the World Education Forum, the world's adult illiteracy rate has to be reduced from its current level of 21% to about 10% by 2015. In other words, the

literacy rate for adults must reach at least 90% by 2015. To accomplish this goal the number of adult literates will have to increase annually by 92 million or a total increase of 1.4 billion, or 42% more than the current figure. Such a rate represents a pace of 1.3 times the previous effort.

Table 3 shows the pace that will be required by various regions. While some regions of the world, notably Eastern Asia/Oceania and Latin America/Caribbean, could meet the Dakar literacy goal by maintaining almost the same efforts as in the past decade, other regions face substantial challenges. The challenge is particularly strong in the least-developed countries, where success as a group will require more than a doubling of past efforts. Efforts of a similar magnitude will be required in two of the E-9 (most populous) countries, Bangladesh and Pakistan.

Lessons from different countries' experiences show how difficult it is to implement policies for the eradication of adult illiteracy. To be effective, such policies require clear identification

**Table 3. Effort required to achieve the Dakar literacy goal by the year 2015**

	Required Literacy Rate for the EFA Target 2015 (in %)	Implied increase in number of adult literates between 2000-2015			Ratio of required future effort to past effort
		Annual absolute increase (in millions)	Total absolute increase (in millions)	Implied % increase in total number of literates	
WORLD	89.7	92.2	1 382.9	41.7	1.29
DEVELOPED REGIONS*	99.4	4.5	67.3	6.8	0.63
DEVELOPING REGIONS**	86.7	86.1	1 291.3	55.2	1.37
Sub-Saharan Africa	80.7	14.0	210.7	95.9	1.69
Arab States	80.8	6.8	101.7	94.3	1.64
Latin America and Caribbean	93.8	8.3	124.9	40.2	1.11
Eastern Asia and Oceania	93.0	25.1	376.9	31.7	0.97
Southern Asia	77.8	31.8	477.1	91.6	1.85
LEAST DEVELOPED COUNTRIES	75.5	15.3	229.2	120.4	2.16
E-9 COUNTRIES	86.2	56.1	841.7	52.1	1.36
Bangladesh	70.7	3.1	46.3	133.7	2.31
Brazil	92.6	2.5	37.5	36.4	1.00
China	92.1	16.1	241.7	29.9	0.98
Egypt	77.7	1.6	23.9	97.3	1.86
India	78.6	21.4	321.1	83.0	1.78
Indonesia	93.5	3.2	48.3	37.8	0.94
Mexico	95.7	1.6	23.6	39.1	1.02
Nigeria	82.0	2.4	35.9	88.4	1.36
Pakistan	73.0	4.2	63.4	151.1	2.43

Notes: \* Including countries in transition. \*\* Excluding Malta, Turkey, Cyprus.

of priority target illiterate populations. Depending on conditions in the particular country, such targets might be a particular age-group, a disadvantaged group such as women, the disabled, rural or semi-urban poor, ethnic minorities or indigenous populations. Hence, the educational or literacy approaches need to be tailored to specific economic and cultural contexts so as to be relevant and attractive for the potential learners. The magnitude of the task of achieving adult literacy can be assessed using population and literacy pyramids showing the literacy trends and distribution by sex and by age group within changing demographic contexts, as shown in Figure 4.

Data on the breakdown of literacy rates by age and sex are for the most part based on rough estimates and should be interpreted with caution. Nevertheless, as shown in Figure 4, the data indicate, among other things, that the older the population, the higher the incidence of illiteracy, especially among females.

The magnitude of the EFA challenge implies that, in addition to seeking to assure that all primary-school-age children have access to schooling, more efforts are needed to develop adult and non-formal education so as to reach those children, youths and adults whose learning needs may not be adequately addressed by conventional or formal education.

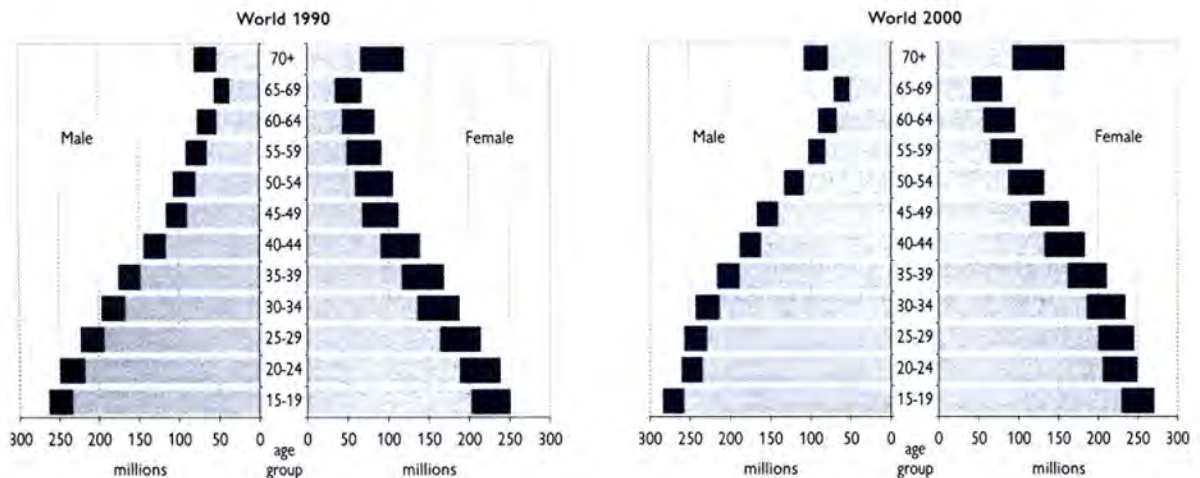
In view of the current EFA trends, most experts, as well as EFA partners agencies, are convinced that it is impossible to achieve the EFA goals and targets without reinforcing the non-

formal education system (NFE), especially in poor countries. Though universal primary enrolment remains the principal means of ensuring basic education for all, it is limited to those in appropriate age groups, those for whom schools are accessible and, in many cases, those who can afford the costs of schooling.

In many countries, literacy training and NFE have been found to be effective tools in reaching children who cannot or do not enrol in primary school, those who drop out from school, and youth and adults who relapse into illiteracy and those who have never benefited from any schooling. Such countries include members of the E-9 group of most populous nations (Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan).

Table 4 gives an overview of the status of literacy and non-formal education in the E-9 countries. According to the Indian EFA report, for example, in 1997 some 7 million children in remote and inaccessible rural areas and urban slums, especially girls and the children from disadvantaged groups, had gained access to primary education through NFE channels. Such efforts account for about 3.5% of the total enrolment at the primary stage and a reduction of over 1% in overall drop-out rate. While small in numerical terms, these gains are significant because they show the potential impact of working through news institutions to reach unschooled persons.

Figure 4. Literacy pyramids of the world's adult population by age group and sex, 1990 and 2000



**Table 4. Data and information on extent, outcome, cost and monitoring and evaluation of adult and non-formal education in the E-9 Countries**

E-9 Countries	Institution/ project/programme	Scale of activity	Outcome data	Cost data	Monitoring & evaluation
Bangladesh	NFE programme for children and adolescents. Programme for the reduction of the adult illiteracy rate.	In 2000, 384,500 children and adolescents were enrolled in NFE. Total enrolment in basic education programme for adults was 35 million.	NA	Total cost of NFE for children and adolescents is estimated to 6,250 million Takas. The cost of the programme for the reduction of adult illiteracy was 9,351 Takas.	The setting up of a monitoring and evaluation system is part of the current strategies to strengthen adult and NFE programmes.
Brazil	School-based education programmes for youth and adults.	2,881,231 students (1998).	Rapid decline in illiteracy rate. Increase in the average level of education attainment of the population.	NA	Conducted partially and not in a systematic way.
China	Subsystem of adult education including: post-literacy education, vocational skills training for adults and formal or quasi-formal adult education.	140,800 primary schools for adults (1997). 283 literacy classes (1997). 455,000 vocational skills training centres for adults (1997).	In 1991-97, the total output of the primary schools for adults came to 33 million. In 1993-97, the volume of training provided by vocational skills training programmes for adults reached 256 million person-times.	NA	The National Interdepartmental Co-ordinating Committee for Literacy Work is responsible for monitoring and evaluation.
Egypt	National Campaign for Literacy and Adult Education.	3.8 million learners were enrolled in literacy classes (1992-99). The programme of voluntary literacy has been implemented lately with 5,000 contractors helping 100,000 persons to become literate.	The effectiveness of literacy programmes is assessed through the reduction of adult illiteracy rate.	NA	The organization has scheduled to complete an integrated system of information and support of decision-making during 1999.
India	National Literacy Mission targeting illiterates aged 15-35. Non-formal education for out-of-school children aged 6-14.	279,000 NFE centres enrolling 7 million children (1997).	Positive result from the literacy campaigns: social mobilization, improving health and nutrition, women empowerment, etc.	The evaluation of NFE does not confirm the assumption that NFE is a low-cost alternative to formal primary school.	Monitoring and evaluation are undertaken through a periodic system of reporting and through concurrent external evaluation.
Indonesia	Out-of-school education: Packets A and B programmes. Literacy programme (OBAMA project).	In 1996/97, one million learners joined literacy classes. In 1997/98, 44,803 students sat the examination under Packet A and 94,345 under Packet B.	In 1996/97, 2 million learners completed basic literacy level and one million were fully literate. In 1997/98, the examination pass rates were 89.7% under Packet A and 89.6% under Packet B.	NA	The improvement of the literacy programme is carried out through various activities such as research and study, monitoring and evaluation.
Mexico	Primaria para adultos. Primaria para jóvenes 10-14. Secundaria para adultos. Modelo Educación para la Vida. Atención a jóvenes conscriptos del Servicio Militar Nacional. Atención a comunidades mexicanas en el extranjero. Educación a Distancia para Adultos. Posprimaria Comunitaria Rural.	The average annual enrolment of the National Institute for Adult Education (INEA) is about 700,000 illiterates.	Of the 99,800 natives who attended the programme of literacy for indigenous in 1997/98, 40% became literates.	Within the education sector, around 3% of the total budget is allocated to adult education.	Since 1996, a computerized system of monitoring and certification (Sistema automatizado de seguimiento y acreditación - SASA) was set up.
Nigeria	National Commission for Mass Literacy, Adult and Non-formal Education	Total enrolment in adult and NFE was 1.14 million in 1996. 858,655 learners were enrolled in mass literacy programme (1997).	Out of 1.14 million learners enrolled in 1996, 487,622 were awarded certificates.	The average salary of instructor in adult education is about 500 nairas.	Commission for Mass Literacy, Adult and Non-Formal Education monitors and evaluates the mass literacy programme.
Pakistan	Prime Minister's Literacy and NFE projects. Koranic literacy project 1992-94. Crash literacy programme. Literacy programmes run by NGOs.	174,460 adult illiterates trained under the Prime Minister's Literacy project (1992-94).	138,025 adult illiterates were made literates under the Prime Minister's Literacy project (1992-94).	During the post-Jomtien decade, the total current expenditure for literacy was Rs. 179 million and the development expenditure was Rs. 651.7 million.	Weak monitoring and evaluation mechanisms, affecting the internal efficiency and effectiveness of the literacy programmes and projects.

Source: UNESCO. 2001. *Literacy and Non-Formal Education in the E-9 Countries*, Paris.

NA: information not available

While many educational authorities are fully aware of the need to expand literacy and non-formal education, these sub-sectors still suffer from lack of recognition. They are often perceived as 'second-class', and thus are rejected by some parents and communities. Moreover, both national and external funding to EFA tend to favour primary formal education to the detriment of adult and NFE. As a consequence, most adult and NFE activities are run by NGOs and non-profit organizations rather than government agencies.

The development of this educational sub-system is also hampered in many countries by lack of reliable information as well as weak policy and planning. Such a situation makes the monitoring of progress difficult and thus contributes to a waste of resources.

**Other goals**

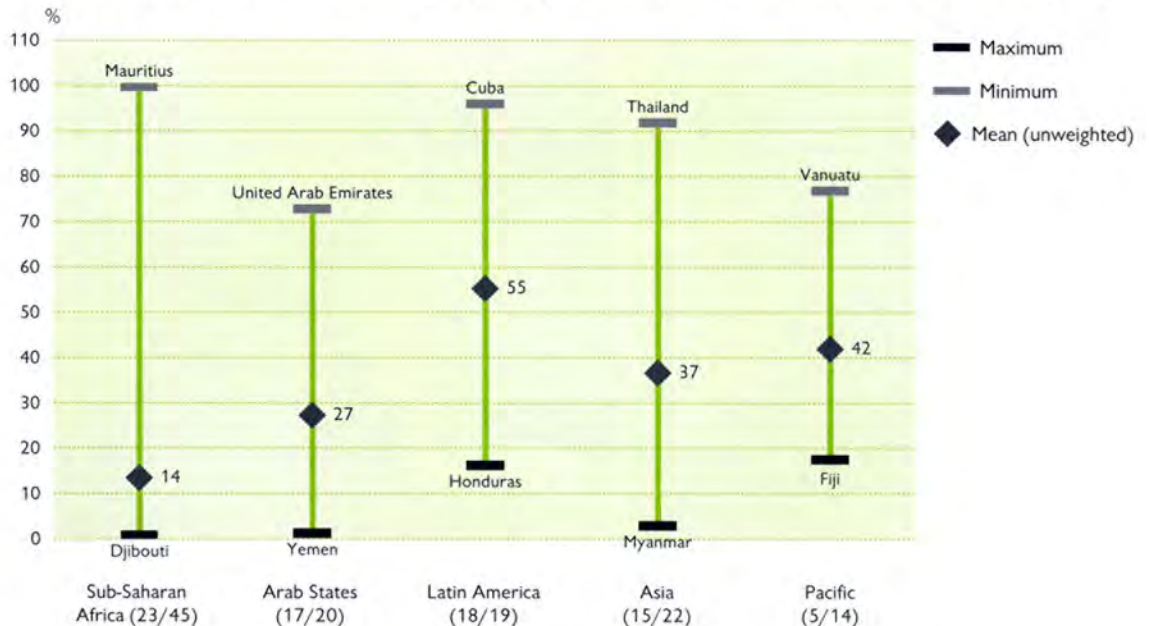
The following goals do not have a specified time table, but it is understood that they fit into the overall 2015 objective of education for all.

**Expand early childhood care and education**

Early childhood care and education embraces the full range of activities intending to provide for the healthy growth and developmental needs of children, from birth to starting school. Experiences also show that this period is generally broken into two stages. The first stage is from birth to three years, when children may be accommodated in day-nursery centres or in other health and social care institutions. This first EFA goal is currently monitored and assessed mainly through the access to pre-primary education, generally intended for children between the ages of three to six years. Such preschool activities are designed to foster learning as well as emotional and social development, thus preparing young children for primary education.

Access to pre-primary education is still very limited in most developing countries, as shown in Figure 5. Available data show that, except for Latin America, pre-primary schools in developing regions accommodate less than half of the eligible young children. The lowest enrolment ratios are observed in sub-Sa-

**Figure 5. Gross enrolment ratio in pre-primary education, 1998 (mean and variation within regions)**



Note: The figures in parenthesis indicate: number of countries with available data/total number of countries in the region.

haran Africa, where 15 out of 23 countries for which data are available have a gross enrolment ratio of less than 10%. The average (unweighted) enrolment ratios of 14% for sub-Saharan Africa and 27% for Arab States seem very low, compared to the early childhood development objectives set in Dakar.

Figure 5 shows also a wide variation in enrolment ratios across all the developing regions.

Enrolment ratios in pre-primary education are still low in most regions despite the fact that many countries have seen substantial increases in their total enrolments over the last decade. Particular mention should be made of Latin America where half of the nineteen countries increased their gross enrolment ratios in pre-primary education by more than 20 percentage points since 1990. This was also the case for some countries in other regions such as Brunei Darussalam, India, Republic of Korea, Malaysia, Mauritius, Samoa, Thailand and Vanuatu.

It should be noted that the available data on pre-primary education are mainly limited to those provided by ministries of education. Information on non-publicly funded programmes and on programmes run through sectors other than education (e.g. ministries of health or social affairs, community based projects, etc.) is generally weak. Therefore, the results reported above may not cover all pre-primary education. In order to have a more complete picture of the actual situation for effective monitoring of EFA goals, there needs to be better information from providers of early childhood care and education programmes both in the public and private sectors.

### **■ Promote the acquisition of life-skills by adolescents and youth**

The Dakar Framework stipulates that the learning needs of all young people should be met through learning and life-skills programmes. It also stresses the importance of life-skills in connexion with the improvement of quality of education. Direct measures of skills can be better predictors of successful participation in society than other indicators such as education credentials. Areas such as problem solving, teamwork, knowledge about hygiene and nutrition are directly linked to the social and economic success of the young and adult population.

Some of the inter-agency flagship programmes (see Chapter 4) that deal with HIV/AIDS prevention, school health and girls' education, broaden the range of programmes available for

### **Challenges in measuring the quality of education**

The Dakar Framework for Action provides a broad view of quality which includes attention to curriculum and teaching methods, life skills for coping with HIV/AIDS, teacher education and training, home-based early childhood care from birth, mother-tongue education, improved learning materials, local alternatives in materials production, learning standards, management and Education Management and Information Systems, links between formal and non-formal education, and integrating democratic values, all from a gender perspective.

#### **The focus on primary school completion rates**

A growing body of research suggests that 5–6 years of schooling is a critical threshold and that attention needs to be focused on the number of pupils who complete their primary school education, not simply the numbers who start.

Thus the proportion of children completing a primary school education is a particularly meaningful indicator of EFA progress. Even in countries where the NER is close to, or over, 100%, the proportion of the primary age group reaching grade 5 can be very low. Literacy surveys from Togo, Niger and elsewhere indicate that adults with less than six years of primary education remain functionally illiterate and non-numerate for the rest of their lives.

Completion rates are typically far lower for girls, the poor, children living in rural areas and pupils living in situations of conflict. Although countries may technically have achieved EFA on the basis of their NERs, they may still have major problems of retention in particular among more vulnerable or disadvantaged groups. Thus both focusing on completion rates and looking at the indicators for vulnerable groups are crucial for true monitoring of EFA.

#### **The UNESCO Institute for Statistics**

In keeping with the importance of accurate data that looks at indicators of quality as well as measures of access, the UNESCO Institute for Statistics (UIS) was established in 1999 with a mandate to develop better information systems for monitoring progress in UNESCO's fields of competence including towards EFA and to promote a culture of evidence-based policy-making and decision-taking. UIS has begun the process of building partnerships with various organizations and will eventually do so with civil society and NGOs. Immediately after Dakar, the UIS launched Survey 2000 to collect the core data on education needed at the international level for monitoring education poli-

Survey 2000 work programme, the Institute brought together over 300 education and statistics experts from 180 countries for the first round of an annual series of regional workshops aimed at familiarizing countries with the procedures for collecting good quality and reliable data on education.

An EFA Observatory has also been established within the UIS with major responsibility for the evaluation, monitoring and statistical interpretation of goals and targets set in the Dakar Framework for Action. To perform this task successfully, a major priority must be the development and sustained production of reliable indicators relevant to current EFA goals and targets. The Institute collects the data required to calculate 16 of the original 18 EFA indicators – 13 of which are included in Survey 2000 (see Appendices). Only one EFA indicator for which data could be collected via Survey 2000 was omitted, and the totality of core data will be used to develop new indicators as well and to pilot them in statistically more able countries. In the future, all indicators which can be disaggregated by gender will be disaggregated.

#### **The importance of assessment**

Focusing attention on the quality of education presumes the ability to define and measure it. Countries seriously pursuing EFA need to develop reliable means of describing the knowledge and skills that comprise quality basic education.

Moreover, they must develop the technical and organizational capacity both to measure student achievement against these standards and to determine how school systems are carrying out their responsibilities.

Countries in both the developed and developing world have showed a growing interest in assessment in recent years for reasons that relate not only to improved teaching and learning, but also to accountability and efficient allocation of resources, both human and financial. Significant improvements have been made in recent years in techniques for measuring student progress, and considerable attention has been paid to ways in which developing countries can use data to make the most effective and efficient use of limited resources.

Recent years have brought an intensification of efforts to develop assessment capacity in developing countries. A good example is the Southern Africa Consortium for Measuring Educational Quality (SACMEQ), which was undertaken by ministries of education in co-operation with the International Institute for Educational Planning of UNESCO. This project, which has carried out a series of studies of reading proficiency in African nations, has made it a priority to enhance the research and evaluation capability of participating countries. Continued efforts to develop local technical capacity in assessment is crucial to attaining the goal of EFA. ■

### 3 The current status of planning for EFA

As already noted, the fundamental building blocks of progress towards EFA are the National Plans of Action developed by each country. It is important to emphasize, however, that national plans are only one limited part of the process to achieve EFA. Given the limited information currently available on the progress of particular countries, this report will focus on progress towards planning. Future reports will contain more information about the national process, including descriptions of the work of various partnerships.

All countries include the EFA objectives in all their national planning and consultations around EFA. This must be done even when the national plans pre-date Dakar in their core elements. The process of thinking through how national objectives relate to the goals of EFA is more important than the document itself.

In requesting that countries 'develop or strengthen existing national plans of action by 2002 at the latest', the Dakar Framework specified standards and conditions for the development of such plans. It is stressed that plans should be linked to Common Country Assessments and in United Nations Development Assistance Frameworks. Among other things, the national plans should:

- be developed with inputs from a broad spectrum of educational stakeholders, including organizations of civil society;
- be co-ordinated with national development plans;
- relate to Dakar Goals and Strategies;
- Include provisions for monitoring progress towards EFA.

#### Update on action at the national level

The completion of national action plans by 2002 represents very important initial benchmark under the Dakar Framework for achieving the goal of EFA. Accordingly, with a view to appraising the current status of preparation of plans and to identifying key areas for technical support, UNESCO undertook a wide-ranging survey in May 2001, by means of questionnaires at the country level, administered through field representatives of UNESCO and other EFA partner agencies, particularly United Nations Information Centres (UNIC). As of 24 September 2001, 66 countries and territories had responded to the questionnaire. A summary of these responses follows.

#### Establishment of national EFA forums

The survey found that significant efforts have been made in many countries and that innovative initiatives have been taken at regional levels. The majority of developing countries have already set up appropriate institutional bodies and mechanisms for the preparation and monitoring of education plans conducive to the implementation of the EFA Goals.

Of the 66 countries responding, 45 (68%) reported that they had already set up EFA forums or EFA-related bodies, while 21 (32%) reported that they had not yet done so.

#### Drafting of national plans of action

Results show that in most countries there is already an Education Development Plan (EDP). Forty-one countries of the 66 countries responding reported having a plan (62%), with 18 countries (27%) saying that their plan is being prepared. Only seven nations (11%) reported not having a plan. Thirty-nine of the 41 plans were prepared before the Dakar Forum, in some cases more than 10 years before.

#### Data on co-operation with civil society

One serious omission in current reports on progress towards EFA is the lack of information on how many countries have included teachers' unions, NGOs and other representatives of civil society in their planning processes. In evaluating progress, it is important to determine not only the extent to which governments have sought the co-operation of civil society in drafting their plans, but also whether they have sought out representatives of the most important stakeholders outside of government. Developing a mechanism to monitor co-operation with civil society should be a priority in future data gathering.

### Varying quality of national plans

The quality of the existing national plans described above varies widely. A major concern is that many of these EDPs do not conform to the basic principles laid out in the Dakar Framework for constructing national plans of action (see box, below). Specifically:

- Many of them were not prepared through the EFA process of wide stakeholder consultation.
- Confusion persists in some countries where governments consider EFA plans to be donor-driven documents for the mobilization of external resources. They do not view them as national plans to be prepared with the participation of all stakeholders for the mobilization and rational utilization of all resources both within the country and from outside.
- Some governments have set up parallel forums for the formulation of an EFA plan, resulting in two plans. Where countries already have an existing plan, the idea is to integrate EFA goals into these, rather than create a new one.
- Few of the 41 countries reported developing plans that correspond to EFA criteria. That is, they lack not only sector

analysis and policy statements based on empirical and statistical evidence, but they also lack detailed action plans for the achievement of EFA goals over a certain period depending on the capacity and characteristics of the countries.

- Of the 41 countries with plans, 29 (71%) reported that the plan covered all EFA sub-sectors, while 12 (29%) did not. In addition, 34 (83%) reported that they covered all EFA target groups, while 7 (17%) did not.
- Responses reveal that half of the country plans remain at the policy levels and just short of being action plans. In 31 countries out of 39 where EDPs exist, governments are reportedly going to readjust them to EFA goals, which means that 58 out of 66 responding (88%) still need to develop or adjust the existing EDPs to EFA objectives.

### Provisions for monitoring

At least 48 of the 66 countries do not seem to have reliable capacities for data collection, processing and/or analysis for preparing EFA action plans. Moreover, in the majority of countries, education information systems, which are prerequisites for providing necessary data and information for EFA, are

## Establishing the credibility of national plans

The quality of national EFA Plans is of fundamental importance to establishing their credibility with both national and international agencies. A list of dimensions essential to such quality is given here:

- There must be a fully participatory educational planning process. This should include the major institutions of the civil society in order to ensure ownership of the educational reform process across each nation.
- Plans should be comprehensive, addressing all six EFA goals agreed upon at Dakar and also addressing the issues covered by the Flagship Programmes (see Chapter 4).
- EFA plans must relate directly to national plans for poverty reduction. Education is, after all, the most powerful tool for such reduction.
- It is vital that EFA plans be feasible. It must be possible to implement them in light of the foreseeable financial and institutional environment and available human resources.
- The drawing up of EFA plans is not merely a technical exercise. Countries need to create a campaign for public support on a scale that is commensurate with the importance of EFA for their future. This means constant high-level advocacy and persuasive public relations and communications work.
- Countries must assure that indicators, targets and measures of good quality are included for each EFA goal area. There must be ways of securing base-line information and full accountability for results at each stage of implementing national plans.
- Regional structures can also play an important role in establishing and enforcing the credibility of national plans.
- Meeting the above criteria is a management challenge of a very high order. However, countries in so doing are shaping the key that can unlock the door to sustainable development, greater prosperity, a richer cultural environment and closer social cohesion. Such vital goals cannot be achieved easily, but they are achievable if they become the national priority.

reportedly weak and need to be improved in terms of data collection, analysis or utilization.

Most developing countries said that they would require methodological and technical support for the preparation of the EFA plans or the strengthening of existing plans. Specifically, 55 (83%) of responding countries indicated that they needed support, while only 7 (11%) said that no support was needed. Four countries (6%) did not respond to this question.

To sum up, it is clear that most countries need to revisit their existing plans or to develop them in accordance with the EFA criteria. And most need help in doing so.

### Capacity building

The problems described in the previous sections suggest that a serious strategy for co-operation should be thought out and worked out urgently in order for agencies to provide the required technical and financial support for preparation and adjustment of the plans. This strategy should be based on the respective comparative advantages and capabilities of partner agencies – national, regional and global – with a view to increasing the effectiveness and efficiency of the support. This assistance must take two forms: technical support and financial assistance.

#### Technical support

The number of countries out of the total of 55 asking for specific types of external support:

Organization of national EFA forums	17
Data and information system	34
Sector analysis and policy assessment	23
Formulation of a new education policy	17
Studies on certain educational aspects	36
Policy simulation techniques	31
Educational expenditures and finance	33
Macro-economic framework	31
Monitoring and evaluation	37
Organization of donor round tables	32

#### Financial assistance

Donor co-ordination arrangements aimed at providing financial assistance for national planning of EFA have already been set up in some countries, among them Morocco and Viet Nam. These could be replicated in all recipient countries for support in the preparation of EFA Plans. Suggested practices include designation of a UNESCO Field Office or other development agency representative as a focal point. This agency would con-

sult with the relevant national authorities to evaluate the magnitude of the work and the type and cost of the services required.

### Update on actions at the regional level

Under UNESCO leadership, a number of EFA mechanisms are being set up to co-ordinate the identification of needs, fundraising, assistance to countries in the development of national action plans, capacity-building of ministries of education and so forth. Numerous regions report progress in the development of such plans:

#### Sub-Saharan Africa

By all accounts the 46 nations of sub-Saharan Africa face some of the greatest challenges in meeting the goals of EFA. Problems such as widespread poverty, the pressures of population growth and heavy debt burdens have been compounded by issues such as political instability, armed conflicts and the HIV/AIDS pandemic.

Countries in the region have committed themselves to working both co-operatively among themselves and through a variety of partnerships to achieve the goals of EFA. Forty-five of the 46 countries have nominated national EFA co-ordinators, and they have pledged to 'mobilize all stakeholders, partners and governments' to ensure that each country has completed a national plan of action by September 2002. The plan calls for a regional synthesis to be endorsed politically by African ministers of education in December 2002.

A participatory EFA Regional Action Plan has been drafted and reviewed with the help of numerous EFA sponsors. Regional networking and consultations have been conducted with NGOs, bilateral and multi-lateral partners, and some regional memos of understanding have been drawn up with various United Nations agencies related to the mobilization of resources. The UNESCO regional office in Dakar, Senegal (BREDA) has participated in many national, regional and international meetings and has established a regional experts roster. Technical support has also been forthcoming for the preparation of national plans of action.

#### Arab States

Improvement of the quality of education is a priority in most Arab States, and most of the twenty countries in the region initiated education reforms during the 1990s. At least half of them have identified EFA as a focal point for such reforms and established some sort of EFA Forum.

In a number of cases, existing reform plans (some of which predated Dakar) are being updated so as to embrace EFA targets in general and the goals and strategies of the Dakar Framework in particular. Many Arab states have identified enhanced education of girls and the promotion of early childhood care and education as two important priority areas for their socio-economic development.

Countries in the region articulate the need for financial support, including debt relief or debt reduction, if they are to carry out their commitment to EFA. Most also report the need for methodological and technical improvement of their information systems, especially in data collection and analysis, as well as assistance in monitoring and evaluation. Such support is already being provided in some countries by United Nations agencies and international NGOs.

#### Asia and the Pacific

The most vigorous regional activities in support of EFA have been in South-East/East Asia, where a sub-regional forum has been formed with many bi-lateral and multi-lateral partners. Annual meetings have been held of national EFA co-ordinators in collaboration with a United Nations Economic and Social Commission for Asia and the Pacific, ESCAP Technical Working Group on EFA. Most countries in the sub-region have refined existing basic education plans, with some ensuring strong linkages with sector-wide plans. Comprehensive planning mechanisms and procedures are in place in most countries, though often without national forums or widespread involvement of civil society.

#### South Asia

The creation of the sub-regional forum was mandated at a ministerial meeting in April 2001. Draft NAPs were presented by all countries at the ministerial meeting in April, but found inadequate NGO involvement or lack of active participation of major EFA partners. Most of the countries have formed a Technical Support Group for EFA and the formation of a Regional Forum of EFA for the South Asian countries is expected. Pakistan was selected to host the next ministerial meeting of South Asia in 2003. Sub-regional activities are being developed in curriculum development and learning achievement, monitoring of EFA progress and non-formal education.

National EFA roundtables have been held in most countries of Central Asia/Caucasus, and a revolving EFA Forum of five countries is scheduled to be established in October. Sub-regional and national meetings have been organized on monitoring of

learning achievement, reaching the unreached, non-formal education, AIDS and other topics. Collaboration has been close with UNICEF and national and international NGOs. A textbook development project, within the framework of EFA follow-up, is being implemented in Tajikistan over a period of two years, starting in May 2000.

National action plans have been completed in thirteen countries in the Pacific. These have been facilitated by a strong sense of regional identity and co-operation, but there is inadequate involvement of the full range of EFA partners. Governments are now awaiting the support promised in the Dakar Framework for Action.

There has been an increased desire of NGOs and civil society organizations in the Asia and Pacific region to become involved in EFA, but this has not always been met by government encouragement. Genuine encouragement in EFA planning is dependent on strong donor commitment, but much has been done in the Philippines, however, not only by donors but also by civil society organizations including NGOs. One problem is the lack of objective mechanisms or criteria in place – nationally or regionally – for assessing the credibility of NAPs leading to increased financial resources.

#### Latin America and the Caribbean

Most Latin American countries already have their own education plans, and the education reforms implemented during the 1990s continue to be in place. While in some countries the plans do not refer to or contemplate the Dakar Framework of Action, others request external support in adapting the plans to the Dakar Framework. In general, countries manifest different levels of interest in preparing the EFA plans. The Caribbean EFA Plan of Action 2000–2015 specifically addresses the concerns of this sub-region, where some countries do not feel the need for national EFA action plans.

Although the national governments continue to place great importance upon education, EFA (or Dakar follow-up) per se does not receive a high level of enthusiasm and tends to be considered as one of the several similar competitive international or regional programmes originating externally. Therefore, strategically speaking, Dakar follow-up activities should be promoted within more comprehensive, region-specific frameworks. The Dakar Framework includes six regional frameworks which are now being revisited and adapted to the needs in the different regions. ■

## 4 Action at the international level

The Dakar Framework emphasizes that while progress towards EFA must be measured by gains at the national level, such progress will inevitably require partnerships. Specifically, it declares, 'Partner members of the international community undertake to work in a consistent, co-ordinated and coherent manner', with each partner contributing 'according to its comparative advantage in support of the National EFA Plans'.

Education is increasingly gaining importance in the strategies directing the work of important international bodies such as the G8, the Organisation for Economic Co-operation and Development (OECD) and the World Bank, as exemplified in the attention paid to EFA in the World Bank/IMF Autumn 2001 Meeting. An important recent initiative is the establishment of a Task Force of senior G8 officials to advise the G8 on how best to pursue the Dakar goals.

### Inter-agency flagships

Flagship Programmes have emerged that address some of the broad objectives laid out in the Dakar Framework. These programmes bring resources (knowledge and experience) to countries as they implement their EFA plans. They are mechanisms for sharing what works for developing quality education outcomes. To date the flagship partnerships developed include girls' education, Focusing Resources on Effective School Health (FRESH), AIDS/HIV, Schools and Education, Literacy and Adult Education, education in situations of emergency and crisis, and early childhood care and education and education and disability. An interagency partnership on quality has also emerged as a forerunner to a new group on Teachers and quality.

Six of the Flagship Programmes are well established and functioning. Two others are still in the planning stages, and active consideration is being given to the establishment of two more – which would bring the total to ten.

### Operational flagship programmes

#### 1. The 10-year United Nations girls' education initiative (UNGEI)

Launched by the United Nations Secretary General at the World Education Forum, UNGEI is a coherent United Nations system-wide collaborative programme aimed at improving the

quality and level of girls' education and eliminating gender bias and discrimination in education.

The programme is co-ordinated by UNICEF, but it is open to all agencies and organizations, including bilateral donors and NGOs working in the area of girls' education. The programme operates at both the country and global levels, and it seeks to join bottom-up and top-down efforts while understanding that leadership must come from the national partners. A major thrust is to work with governments to assure that gender-related components are included in national EFA plans. It appears that, until now, most activities on girls' education had been carried out by individual agencies.

Although UNGEI was launched only a year and a half ago, a surprising number of collaborative and ongoing activities have taken place at the field level. Forty-four countries have thus far addressed girls' education in their Common Country Assessments, and twenty-two in their United Nations Development Assistance Frameworks.

A number of country teams have carried out joint reviews of the status of girls' education. In Pakistan, for example, the country team supported the government in developing a strategy to increase the net primary school enrolment for girls. In Viet Nam, UNICEF and the World Bank have analyzed national census data with regard to the status of girls' education, then held follow-up discussions with the Ministry of Education and Training.

Other UNGEI-related activities have included inter-agency collaboration on advocacy programmes in Bangladesh, a seminar in Egypt and a series of national round tables in Kazakhstan. All of the United Nations agencies in Yemen are engaged in programmes of support, including a large-scale operation aimed at expanding girls enrolment. WFP is working with the Ministry of Education, Youth and Sport in Cambodia on a programme that supplies hot breakfasts to poor pupils in rural

elementary schools. On the regional level, ARABEFA has launched an initiative on Universities and Civil Society in girls' non-formal education.

## 2. Focusing resources on effective school health (FRESH)

This programme, also launched in Dakar in 2000, grew out of increasing number of studies documenting the fact that health and education are inseparable, as well as out of the increasingly urgent need to combat AIDS and drug abuse among young people. Led by UNESCO, UNICEF, WHO and the World Bank, in collaboration with Education International and several other agencies, the FRESH partnership signals the commitment of these agencies to assist national governments in implementing school-based health programmes.

The FRESH framework is based on the premise that there is a core of cost-effective activities which, implemented together, provide a sound basis and point of departure for intensified and joint action to make schools healthier for children and thereby enhance the ability of children to learn and the prospects for achieving the goals of EFA. Specifically, the programme is working to assure that every pupil will attend a school that offers a healthy, safe and secure school environment, including provision of safe water and sanitation. It also seeks to assure that all pupils will have access to health and nutrition services as well as to skills-based health education, including health promotion and the prevention of important health problems.

As with the girls' initiative, FRESH has already led to a wide variety of ideas. Partners have facilitated the introduction and financial support for implementation of FRESH initiatives in fourteen African countries, including capacity building for school health and HIV/AIDS prevention through schools in sub-Saharan Africa. Regional technical meetings and workshops have taken place in East Asia and the Pacific, and a Health Promoting Schools network is active in the Central and Eastern Europe Region. Still other activities include drug education in schools in Viet Nam, in-service teacher training on school health issues in Saudi Arabia and water and sanitation programmes in Burkina Faso, Colombia, Nicaragua, Nepal and Zambia.

The principal FRESH partners recently met in Paris with numerous health organizations, including the United States Centers for Disease Control, to begin development of a multi-risk factor surveillance system for young people. The FRESH initiative was endorsed in a Declaration adopted by education and health representatives of the UNESCO E-9 initiative and the WHO Mega Country Health Promotion Network during the

XVII World Conference on Health Promotion and Health Education in Paris in July 2001.

The declaration commits the partners to work towards the achievement of the goals of EFA, notably through fostering the integration of efficient school health programmes into National EFA Action Plans and supporting their implementation. It also calls for the implementation in all countries of the core components of FRESH in all schools, supported by effective partnerships between the education and health sectors at all levels, and with the full participation of communities, parents, children and youth.

On the regional level, ARABEFA is launching a FRESH project in co-ordination with the Health Education Resource Unit at the American University in Beirut. Phase one will cover six Arab countries.

## 3. Inter-Agency Working Group on HIV/AIDS, Schools and Education

In less than two decades, HIV/AIDS has become a development disaster. Infection rates in Africa have reached alarming proportions, but they are also growing rapidly in Asia, the Caribbean and Eastern Europe. Protecting a new generation from HIV/AIDS is integral to success of the movement for EFA and to the future of education systems, which are themselves falling victim to the effects of the pandemic. It is critical that the education sector be seen, and see itself, as a central player in this global priority.

At the initiative of UNAIDS, an inter-agency working group has been established that brings together United Nations agencies, bilateral donors, international NGOs, international teachers' unions and education associations. Its task is to develop a global strategy framework designed to help governments and agencies develop plans for HIV/AIDS prevention and impact as part of an expanded global response. The overall goal is to bring together the globally agreed aims of ICPD+5 with those of EFA. ICPD+ focuses on a 25% reduction in HIV infection rates among young people in the most affected countries by 2005 and globally by 2010 – the achievement of which will directly affect our ability to achieve EFA. Specific objectives of this strategy are: decreasing risk, reducing vulnerability and managing impact together to form an 'expanded response'.

In keeping with a strategy meant to enhance existing national and international frameworks, IIEP on behalf of UNESCO, has established a unit dedicated to gathering and synthesizing research and experience related to the impact of HIV/AIDS both on education systems and on individuals within them.

The thrust of the strategy is based on the assumption that preventive education will work better if implemented within an education system which is itself working well. In addition, attention must be given to the impact of HIV/AIDS, whether actual or as projections. As such preventive education needs to be placed in the context of attention to care and support for people living with or affected by HIV/AIDS. Action has to be taken at the highest political level, but also at grass roots to gain the confidence and participation of communities.

#### 4. Literacy and adult education

Considerable evolution has occurred within United Nations agencies in recent years in thinking about literacy. Whereas illiteracy was once thought of as a social pathology, it is now viewed as a structural phenomenon and a social responsibility. Likewise, whereas literacy used to be viewed as a panacea for social development, it is now seen in the context of broader educational and socio-economic interventions. The task is no longer to 'eradicate' illiteracy but rather to create literate environments and societies.

Recognition has also grown that literacy education takes place both in and out of the school system, that it centres around learning rather than teaching, and that it must be understood as a lifelong learning process. Teachers now understand that there is no single or universal method or approach to literacy. Rather, the promotion of literacy must extend across the entire school curriculum and make use not only of conventional tools like pencils and papers, but also of keyboard and digital technologies. Finally, planners have come to understand that the promotion of literacy is the responsibility not only of the state and the formal school system, but also of civil society.

A literacy and adult education flagship has been adopted within EFA. Prior to the Dakar Forum, the United Nations General Assembly proposed to declare a Literacy Decade, and this initiative will be implemented in the light of the Dakar goal on literacy. Thus the Decade and the Flagship programme are expected to coincide as a single thrust towards the 2015 target of achieving a 50% improvement in levels of adult literacy. UNESCO is facilitating the preparation of the United Nations Decade through initial planning in order to work towards a strong inter-agency partnership.

This flagship has undertaken a number of activities on the policy level, including development by UNESCO in Latin America of a Regional Framework for Action for Youth and Adult Education. Several national workshops and forums have been organized in Africa and Asia/Pacific in support of Dakar sections on literacy and non-formal education.

Planning-level activities have ranged from the preparation of guidelines to improve non-formal education in India to diversification of organizational structures for literacy programmes in the Arab region. Implementation activities have ranged from the setting up of large-scale community learning centres to providing literacy teachers with materials. Many of these activities have been undertaken in co-operation with governments and/or NGOs. A good example has been the establishment in Pakistan of Literacy and Continuing Education Centres and libraries for rural women by Sindh Education Foundation. The flagship has also sponsored new research on literacy by organizing meetings of experts and conducting surveys on adult literacy and non-formal basic education. Advocacy activities have included the production of publications on the relevance of literacy and non-formal basic education in specific national contexts.

Current EFA monitoring systems are mainly relevant to formal education, which constitutes only one facet of EFA. Given the importance of monitoring, it is important that methodologies for monitoring and evaluating literacy and non-formal education and providing statistical information be developed and promoted. Such systems will represent an important tool for improving educational planning, decision-making, co-ordination between NFE providers, management, delivery mechanisms, quality, and accountability in this area. The important complementary and supplementary role played by NFE programmes in attaining EFA goals is often underestimated. The need for NFE information systems must be addressed so as to build a sound knowledge base of this sub-sector. It is crucial that all stakeholders be involved in this undertaking and that government, NGO and civil society providers work together in building up the NFE information base which is required.

#### 5. Education in situations of emergency and crisis

Emergencies caused by armed conflict, chronic crises or natural disasters are a major constraint to the achievement of EFA. Children and adolescents in refugee, internal displacement or other crisis situations have the right to receive an education and to benefit from the stabilizing and reassuring environment that schools provide. The importance of these rights was recognized by the Dakar Framework, which cited the need to 'meet the needs of education systems affected by conflict, natural calamities and instability'. Thus, Education in Situations of Emergency and Crisis was named a Flagship Programme.

Education is increasingly viewed as the 'fourth pillar' of humanitarian response alongside those of food, shelter and health. Reasons for education in emergency include the psychosocial needs of children and adolescents affected by trauma and dis-

placement as well as the need to protect them from harm and to maintain and develop study skills. Key messages, relevant to new and stressful situations, are disseminated, such as HIV/AIDS prevention, landmine and environmental awareness, and peace and citizenship education. Although education is required in emergency situations and its benefits are overwhelmingly positive for children, there are donors who do not see education as part of a humanitarian intervention.

In the 1990s, as many as 1% of the world's population was displaced by conflict or other disasters. In many displaced populations, children under 18 make up half of the population. UNHCR (2000) statistics identify that out of 6.9 million refugees, 2.3 million are of school age.

However, only 800,000 children and young people – 40% of them females – are recorded as beneficiaries of education services provided either in refugee camps or in specially situated programmes. Refugee camps are organized to provide for social services, including schools. Camps cited as providing model education programmes are those in Nepal for Bhutanese refugees, in Pakistan for Afghans, and in Guinea and Uganda for multiple refugee populations. Much of this work is implemented by both international and local NGOs, many in partnership with United Nations agencies and bilaterals.

Primary schools are seen as a priority, and resources for secondary, vocational and adult basic education, and special programmes are fewer. The educational needs of older children, out-of-school youth, children with special needs (child soldiers, disabled) and women are often neglected. These needs are recognized in refugee camps, even if they are not adequately addressed. However, for internally displaced populations such as those currently in Afghanistan, educational needs are rarely either recognized or addressed. Education for All entails providing quality education for refugees and those who are internally displaced.

Following the Dakar Framework for Action, situations of emergency must be taken into account as legitimate contexts for providing quality education. In countries of continuing crisis, such as Somalia, Angola and Sierra Leone, efforts are being made to support education, even though their situations are not stable. The educational needs of these and many more countries should be explicitly addressed within formal mechanisms such as national plans and CAPs and given increased support by donors.

In order to give more recognition to the issue of crisis education, the World Education Forum authorized the formation

of the Inter-Agency Network for Education in Emergencies (INEE) to work towards 'practical strategies and mechanisms to achieve more effective inter-agency collaboration at global, regional and country level'. INEE is the inter-agency vehicle for the Flagship Programme. The Network is under the leadership of UNESCO, UNHCR, UNICEF, CARE and the Norwegian Refugee Council, and it has a staffed Secretariat within UNESCO's Unit for Support to Countries in Crisis and Reconstruction.

INEE has produced a checklist of key points to be considered in developing national EFA plans. These points relate to countries' ability to assess education needs for refugee and internally displaced children. Other concerns are co-ordination and preparedness in case of disaster, including budgetary implications, as well as strategic options, such as safe storage of education records, registers and curricula. Another priority is the building of the capacity of Ministry of Education administrators and teachers to work effectively in emergency situations. INEE encourages all countries to develop a disaster preparedness plan that includes education.

To provide assistance to agencies involved in crisis-affected countries, INEE is working to develop sharable, generic learning materials, as well as policy guidelines and standards in collaboration with SPHERE. Four specialized international task teams have also been established to develop teaching and learning resources, monitoring and evaluation instruments, guidance notes for formal and non-formal post-primary education, and tools for information sharing. INEE has a growing membership roster of agencies, including Ministries of Education and bi- and multi-lateral donors.

## 6. Early childhood care and education

The Consultative Group on Early Childhood Care and Development has been an active participant in the EFA process at the international, regional and national levels over the past decade and has frequently voiced serious concerns about insufficient attention in regions and countries to the Dakar goal of promoting enhanced early childhood care and education. Other concerns have focused on the lack of broad-based partnerships and the lack of funds committed to this purpose on the ground by governments.

Numerous programmes are operating under this flagship. For example, with assistance from Bernard van Leer Foundation and UNICEF, five national level case studies – in Colombia, Jamaica, Nepal, Namibia and the Philippines – were carried out with the aim of developing ECCD indicators for their specific contexts. Critical lessons learned were the value of the process

## The need for teachers

Unless large numbers of new teachers are hired over the coming decade, numerous countries may fail to achieve universal basic education by 2015.

The global teacher shortage is most acute in Southern Asia and much of Africa, but countries in all regions – rich and poor alike – are reporting a shortfall. For example, the United States will have to recruit an estimated two million new teachers during this same period.

To do this, comprehensive and sustainable solutions that give central importance to the training, recruitment, deployment and retention of motivated, well-paid and well-resourced professional teachers will need to be found – it will not be enough to add places in traditional teacher training institutions. Distance learning for teachers will play an important role in this process, which may involve low-cost, low-tech methods, for instance the use of radio.

But this may prove to be a daunting task. In many countries, the teaching profession holds little allure for potential recruits because of low pay, poor working conditions, exposure to violence and decline of prestige.

The nearly 59 million teachers worldwide represent the single largest group of highly skilled and educated professionals in the world. In Indonesia, teachers make up half of the entire tertiary-educated work force. In Jordan, 99% of primary school teachers have received a tertiary education.

Teacher salaries in developing countries typically take up two-thirds or more of education budgets, and in some cases go up to 90%.

Another menace to the profession is the HIV/AIDS pandemic, which threatens to wipe out much of the progress made in boosting literacy and general education levels. In some African countries, more teachers are dying of AIDS than are entering the school system. In Zambia, for example, more than 100 teachers died per month on an average in 1998. In Zimbabwe, a study of commercial farms showed that 48% of primary-school-age AIDS orphans and all secondary-school-age AIDS orphans had dropped out of the school system.

for those involved, the importance of defining early childhood indicators locally, and the need to ensure valid measurement instruments. As a result of these five case studies, there has been a growing interest expressed by other countries and by Consultative Group networks and partner organizations in early childhood care and education.

Consultative Group members are also concerned with the real absence of attention and information on what is happening to children under the age of five and to their various caregivers. There is also virtually total neglect of the broader and longer-term issue of the care and nurturing of the youngest children in families and communities impacted by HIV/AIDS. The Consultative Group is now working on a new initiative to develop approaches and efforts for the under-fives. Another concern is that there is too much emphasis on education defined as schooling and not enough on the wider learning opportunities present in homes and communities. The Consultative Group also recognizes that this can result in over-

looking of other needs, such as children impacted by migration, conflict and violence.

### ■ New flagship programmes

#### 1. Teachers and quality of education

UNESCO is currently considering the establishment of a flagship programme that focuses upon teachers, specifically upon the improvement of teacher education, with the aim of enabling large numbers of teachers to provide quality basic education for all (see box, above).

The teaching flagship under consideration would address two sets of issues. The first would involve the substantive challenges of recruiting, educating, appraising and paying teaching professionals, and then providing, as far as possible, a quality teaching/learning environment in which to operate. The second set would revolve around the challenge of ensuring that

teachers and their organizations are fully involved in educational decision-making at all levels of a system, including the formulation and implementation of EFA national plans.

Specifically, the proposed flagship initiative envisages a programme to strengthen quality teacher education in Africa in collaboration with ILO, UNICEF, Education International and other partners. Among other things, this programme would include an 18-month effort to evaluate selected *Écoles normales supérieures* in French-speaking Africa, as well as the development of minimal sub-regional standards for qualifications for entry into the teaching profession in sub-regions where such common standards are desired but currently lacking.

Another objective would be to establish a sub-regional inter-ministerial inter-sectoral process for enriching the quality of teacher education reform. This project would be piloted in a sub-region in which several ministries of education or higher education are engaged in fundamental reform of their teacher-education programmes to help meet Dakar goals. This project would involve UNICEF, the ILO and Education International together with UNESCO.

## 2. Education and Disability

The flagship on education for all and the disability dimension within the framework of inclusive education recognizes that children, youth, and adults with disabilities have a basic human right to quality public education. The flagship also acknowledges growing donor interest and commitment to placing disability issues squarely on the broader development agenda.

The flagship will bring the diversity of global, regional, and national organizations that comprise the disability community into the EFA dialogue. WHO estimates that this community numbers 600 million people with intellectual, sensory, developmental and/or mobility disabilities.

The flagship on EFA and the disability dimension will also be key to advancing 'inclusive education' as a primary approach to achieving EFA goals. Disability is a crosscutting issue. Therefore, the flagship will contribute to the important work of the other flagship programmes by making them more inclusive, particularly those focusing on early childhood care and development, school health, HIV/AIDS, teacher training, adult learning, and reaching girls and other excluded groups.

Finally, the flagship will help to identify and expand quality programmes. Many EFA partners are currently implementing a wide range of programmes to advance quality education for people with disabilities. The flagship will accelerate a more systematic adoption and expansion of these programmes among all EFA partners, and will also help to identify a wide range of resources that will be needed to achieve EFA goals for children, youth, and adults with disabilities.

On the regional level, UNESCO Beirut and Save the Children Fund Sweden have jointly launched a project on Inclusive Education of Children with Special Needs in Formal Education. The project will examine progress in the development of an inclusive system of education that responds to the diversity of learners and minimizes exclusion, so as to chart the progress made by learners with impairments in overcoming barriers of access to and participation in education.

### ▣ Proposed flagship programmes

Two additional flagships are in the early planning stages. The first will focus on the use of information and communication technologies in promoting EFA, particularly ICT-based distance education for teacher education and training. The second will focus on issues of governance.

## 5 Co-operation with civil society organizations

The Dakar Framework made it clear that Education for All can be achieved only if it is supported by a broad-based movement involving not only governments but 'civil society organizations' (CSOs). Such organizations include NGOs and campaign networks, teachers' unions and religious organizations, community associations and research networks, parents' associations and professional bodies, student organizations and women's groups. These grass-roots organizations have developed methods and approaches more attuned to the needs and life conditions of the poor, especially in the area of non-formal education. Thus they are particularly well suited – more so than other EFA partners – to reach the marginalized and excluded persons who must be provided with educational opportunities if EFA goals are to be fully achieved.

CSOs have the advantages of being more flexible than the state, closer to the grass roots and local cultures, and more innovative. Thus they are in a good position to provide alternative services where state provision is absent or insufficient, such as organizing literacy programmes or skills training. In many developing countries they have taken on major responsibilities for running non-formal education programmes.

The innovatory approaches taken by many CSOs make them sources of the new thinking and practices that are so important if the EFA concept is to evolve and respond to change. CSOs can help fill the 'ideas gap' in collaboration with other EFA partners in areas such as the impact of globalization on education.

Many CSOs are informed critics of and advocates for a whole range of development issues. Collective NGO campaigns in recent years have lobbied in favour of free and compulsory quality education for children and for education programmes for out-of-school young people and adults. They have also raised important issues and helped shape the present EFA agenda. During the EFA Assessment, for example, a collective evaluation by NGOs of their own EFA programmes and roles showed the organizations' effectiveness in areas such as community participation, empowerment, literacy, community schools, reproductive health and early childhood education.

NGOs also made valuable contributions to the Dakar Framework for Action, and representatives at the Forum committed themselves to 'ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development'.

### Examples of civil society action in different countries

Examples abound of ways in which civil society organizations have made the type of contributions to EFA described above. In Zambia, for example the People's Action Forum (PAF), a rural-based NGO, worked with other organizations to disseminate information about Dakar outcomes to other partners and the public. It also played a leading role in creating the CSO Zambia National Education Coalition. In the Philippines, Education Network (E-Net) has been set up to solve the glaring lack of participation in EFA of parents, communities and civil society organizations. It has formed a 'grand alliance' with partner organizations seeking to contribute to government plans.

Now that civil society has been recognized as a key asset for achievement of EFA, and its participation in policy forming is written into the Dakar Framework for Action, there is a need to ensure that such alliances can become reality at country level. In some countries, the scope for CSOs to engage fully in EFA may be very limited, and authorities need encouragement to develop more democratic and open political processes. Systems are needed to establish principles about who is qualified to represent whom in dialogue between civil society and government, and how the role of civil society fits in with existing electoral and democratic structures.

### Civil society networks

Civil society networks at regional and national levels have been strengthened and new ones created. In July 2001, the annual meeting of the Collective Consultation of NGOs on EFA met in

Bangkok, where about 100 representatives from all over the world agreed to set up a new partnership mechanism for EFA to improve dialogue, joint reflection, research, capacity building, monitoring and evaluation. The meeting debated ways of involving and widening consultation with civil society.

Regional and national civil society networks have been created or strengthened, with international NGOs such as Action Aid supporting their development. The African Network Campaign and the Asia South Pacific Bureau for Adult Education are examples of organizations expanding NGO/CSO capacity.

#### **The Global Campaign for Education**

In October 1999, a broad coalition of development NGOs and teachers' unions joined forces to launch the Global Campaign for Education (GCE). The coalition represents organizations active in over one hundred countries, including Oxfam International, Education International and the Global March Against Child Labour, Action Aid and dozens of national NGO coalitions in developing countries.

The Global Campaign for Education promotes education as a basic human right, mobilizes public pressure on governments and the international community to fulfil their promises to provide free, compulsory public basic education for all people, especially for children, women and 'all disadvantaged, deprived sections of society'.

Since Dakar, this grouping has led the call of civil society for greater resources for EFA by continuing to lobby UNESCO and other agencies in behalf of this goal. A meeting in Delhi in February 2000 brought together about 150 participants who

voiced strong concern over the slowness of international action to release new resources and to take new initiatives to move the implementation of the Dakar Framework forward. It also called for UNESCO to move faster on ensuring the development of EFA national plans.

#### **Networks at the regional level**

International NGOs such as Action Aid have made it a priority to support the development of civil society networks. Regional networks such as the African Network Campaign on EFA have been established with the aim of building civil society and NGO capacity as well as monitoring EFA implementation. In Asia, the long-established Asia South Pacific Bureau for Adult Education has extended its network since Dakar. Latin American networks have also developed further. In all regions, thematically specific networking among CSOs and NGOs has increased.

#### **Networks at the national level**

CSO and NGO networks on behalf of EFA have sprung up in twenty-four countries in Africa. Existing national networks in Asia and the Pacific have developed a higher profile – with Bangladesh, the Philippines and Fiji as prominent examples.

These developments at the national and regional levels are significant for two reasons. First, co-ordination and co-operation between NGOs have not been at the top of the civil society agenda in the past. Second, particularly in Africa, the NGO sector has in many countries been significantly strengthened, both in scope and confidence, through this post-Dakar networking. These new and stronger networks will give civil society a clearer and more recognizable profile and will enable the expression of joint civil society positions. ■

## 6 Mobilizing resources for EFA

Achieving the ambitious but urgent goal of Education for All will require the investment of large amounts of new financial resources. A significant proportion of funding must come from the individual countries themselves through, for example, reallocation and the adoption of cost-effective measures to reach EFA goals. However, most will also need considerable additional outside help.

The Dakar Framework calls for such outside assistance on a systematic basis. Specifically, it states, 'The international community will [launch] a global initiative aimed at developing the strategies and mobilizing the resources needed to provide effective support to national efforts (para. 11).' It also goes on to declare, 'We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources' (para. 10).

Given the strategic importance of initiatives at the national level, the national plan was considered to be the central organizing basis for the financing of EFA at the national level. National plans are viewed as a national commitment on behalf of the government, NGOs and donors to the promotion of EFA. Ongoing development programmes should be revisited to channel funds to EFA. Gaps need to be identified within the country itself.

Some donors may find it difficult to raise additional funds, but they could reallocate funds within their own budgets and orient their funding more towards EFA in collaboration with the countries. On the donor side, advocacy work has to be undertaken and political leaders have to be convinced that EFA is important.

### Trends in international development assistance during the 1990s

The global initiative is being launched within the context of softening donor contributions to international development.

#### The decline in assistance

Total net resource flows to aid recipient countries, of which Official Development Assistance (ODA) forms a part, more than doubled during 1991–96 (from \$138 to \$345 billion). It then declined severely during 1996–98 because of the Asian financial crisis, but recovered somewhat in recent years (estimated at \$248 billion in 1999).

Four member countries (Denmark, Netherlands, Norway and Sweden) were joined in 2000 by Luxemburg, according to provisional figures, to fulfil the UN target of allocating 0.7% or more of GNP for international development assistance.

As percentage of GNP of member countries of the OECD Development Assistance Committee (DAC) has fallen by more than one-fifth in constant dollar terms, from 0.33% in 1992 to its lowest level of 0.22% in 1997, with slight recovery to 0.24% in 1999. Real net ODA disbursements (in constant 1998 prices) fell from \$60,421 million in 1992 to \$48,324 million in 1997, then increased to \$55,343 million in 1999.

The four largest economies – France, Germany, Japan and the United States – have reduced their assistance by the largest amounts during the 1990s. By contrast, the non-G7 group have allocated increased shares throughout the 1990s and new, smaller countries have joined in this support.

Aid allocations have been on the decline in all regions except for Europe and Central Asia and East Asia and the Pacific during the 1990s. The trend for the least developed countries has been downward in recent years. Sub-Saharan Africa has witnessed the sharpest decline by roughly one-third. Some of the major aid providers are responsible for some of the largest reductions. Moreover, during the 1990s, non-concessional funds gained importance over concessional disbursements.

#### Education as a proportion of overall aid

It is noteworthy that education seems to have suffered relatively less within this overall declining ODA trend, although complete disbursement figures are hard to retrieve. Nevertheless, education continues to constitute a low proportion of individual countries' development assistance. Of total DAC bilateral allocations, education seems to have maintained its proportional share, constituting roughly 11% in both 1989 and 1999. Multilateral allocations increased from 4.6% to 7.6% in the same years.

The absolute value of bilateral commitments to education was largely unchanged from 1990 to 1999 (roughly \$3,980 million in 1998 prices) after having experienced a high of \$4,341 million in 1994. Official Development Assistance for basic education 1997–98 was on average \$703 million.

#### Urgency of the situation

Given the urgency of reaching the goals of EFA, this decline in donor contributions is disturbing. Moreover, recent tragic events relating to global terrorism have prompted new worries about the impact of security concerns on funding of social sectors in general and education in particular.

The trends of the 1990s as well as the new concerns about security suggest the need for innovative thinking in resource mobilization for EFA.

#### Estimates of the total cost of achieving EFA

There are ongoing efforts by the World Bank, UNESCO and other organizations to estimate the financial resources needed to achieve EFA. These include attempts both at establishing a global financing goal and at identifying specific resource gaps at the country level. Estimates have been made to estimate the additional resources required to achieve UPE by 2015, based on gross and net enrolment figures.

Due to differences in methodologies and underlying population, enrolment and expenditure statistics, the annual additional resources needed to achieve UPS have been variously estimated to be:

- OXFAM – US\$8 billion per year
- UNICEF – \$9 billion
- World Bank – \$13 billion
- UNESCO/UIS – \$15 billion

World Bank data suggest that 97% of education budgets in developing countries comes from national governments, and only 3% from the international community. In some contexts, the contribution from the international community funds is higher and is considered to play a critical, catalytic and supportive role.

#### The affordability of universal primary education

Despite the variations between these estimates, the key message that emerges is that UPE is affordable. It requires a moderate concerted effort. Even the highest estimate, US\$15 billion per year, represents less than 0.3% of the total GNP of the

developing countries, 0.06% of the total GNP of the developed countries, and 0.05% of the world's GNP.

As the World Bank observed in a recent paper, *Educating for Dynamic Economies: Accelerating Progress Towards Education for All (EFA)*, 'Financial projections show that for almost all of the very low-enrolment countries, once the system stabilizes after an initial surge in enrolments has moved through the system (a period of about 10 years), national resources should be able to sustain the system with rapidly declining external financial support.'

#### Current challenges

The international community is thus faced with four major challenges:

- To drastically **increase support** for basic education within a context of increased support for the education sector and for overall international development assistance.
- To ensure that **increased financial flows**, from the private sector as well as ODA, act as a catalyst for national resource mobilization and sustainable development with due attention to the critical role of basic education.
- To **strengthen policy coherence** and co-ordination of EFA efforts nationally and internationally.
- To **hold national governments and the international community to their commitment** for EFA through careful monitoring of the progress towards the goals and targets of EFA.

#### Summary of progress in financial support for EFA

Efforts to mobilize support for EFA among multilateral agencies and bilateral donors bore fruit at the G-8 Summits in Okinawa in 2000 and Genoa in 2001, which strongly endorsed the commitment made at Dakar 'that no countries seriously committed to EFA will be thwarted in their achievement of this goal by a lack of resources'.

The Dakar Framework specified six strategies for promotion of the Global Initiative:

##### 1. Increasing external finance for basic education

In view of the drastic decline in international assistance during the 1990s, member countries of OECD, in particular those with large economies, are urged to translate their expressed commitments into practice and to provide increased and targeted assistance to countries most in need.

A range of alternative sources for mobilization of international resources must also be considered. These include former aid recipient countries and non-OECD and non-DAC countries; private investment financing, in particular partnerships among the financial services industry, the state and civil society to promote social development and to link private and public finance with public education; and innovative fund-raising and funding for EFA on the part of NGOs, private foundations and large-scale corporate foundations.

Special soft terms must be applied for education aid in view of its critical role for poverty reduction and sustainable development. External lending must be redirected to Education for All from all major intergovernmental and regional development banks. In the case of the World Bank, lending must be increased both through the soft-loan concessional commitments from the International Development Association (IDA) and through non-concessional lending from the International Bank for Reconstruction and Development (IBRD).

## **2. Ensuring greater predictability in the flow of external assistance**

Predictability depends both upon political will and procedures that take their point of departure in recipient country needs rather than in aid-providing country interests. Predictability also depends on the capacity of the recipient country to absorb and use funding in accordance with nationally defined plans and goals. There is a need to review the conditions for aid provision and to ensure long-term commitments for Education for All from both national governments and international funding and technical assistance agencies. There is also a need to review bottlenecks at the country level related to human and institutional capacity building. An important priority is to ensure predictability in funding for the least developed countries and for regions, for example sub-Saharan Africa.

## **3. Providing debt relief and/or cancellation for poverty reduction and basic education**

It is important to identify innovative financial schemes that can supplement ODA financing. Debt relief and/or cancellation is one mechanism which, together with debt-for-development swaps, have received strong international attention and political backing. The core notion is that forgiven debt in specific countries would be translated into social development activities, including financial support for EFA. These debt relief mechanisms must be enacted with the utmost urgency. Financing should not be done by diverting funds from already declining ODA.

There is a need to revisit underlying terms of the debt-relief schemes and to ensure that criteria are conditioned in terms of social and human development goals.

Countries must be provided with the necessary technical assistance in order for them to produce a national poverty strategy.

## **4. Facilitating more effective donor co-ordination**

There is a need to ensure consistency in goals and strategies by all actors as a basis to promote holistic national development processes and to ensure maximum impact of international assistance. Government leadership is essential in this effort at the national level. National EFA Forums, along with sub-regional and regional forums, are further mechanisms to strengthen the movement towards the EFA goals. At the international level, the Working Group on EFA and the high-level group are important mechanisms to ensure consistency in focus and understanding of the EFA movement. UNESCO's recent membership in the United Nations Development Group aims at strengthening the EFA effort across the United Nations institutions.

## **5. Strengthening sector-wide approaches**

These are the best alternatives, or supplements, to the kind of fragmented international project support that characterized international development co-operation in earlier decades. All partners are expected to work within the framework of government programmes which provides an opportunity for national authorities and development partners to be aligned with shared priorities. It also permits the agencies to provide longer term support against well-defined policy objectives and to support reforms through agreed operational commitments and devolving greater authority to national governments concerning resource decisions. Lessons and best practices in sector-wide approaches must be properly communicated and shared among all actors.

## **6. Monitoring progress towards the goals and targets of EFA**

Monitoring of progress must be made the responsibility of all partners, nationally, regionally and internationally. It must be an integral part of EFA plans at all levels. It must be based on common output and outcome indicators that cover all aspects of the multi-faceted EFA concept, while allowing for national adaptations. Appropriate education management and information systems must be set up at the country level, training programmes conducted in developing baseline and other data, and country capacities in general evaluation and monitoring must be strengthened.

## Linking EFA action plans with other policy frameworks

The Dakar Framework calls for all countries to develop or strengthen existing national plans of action by 2002 at the latest. Building on the findings from the EFA 2000 Assessment, these plans should be elaborated in coherence with national strategies and development plans for alleviation of poverty.

The elaboration of the national EFA plan provides an opportunity for countries to improve the internal coherence of sectoral and inter-sectoral policies and strategies. Links must also be ensured with international frameworks such as the Common Country Assessment (CCA), the United Nations Development Assistance Framework (UNDAF), the Highly Indebted Poor Countries Initiative (HIPC) and Poverty Reduction Strategy Papers (PRSP).

The successful application of sector-wide approaches rests on a number of pre-conditions at both country and agency levels. At the country level, they include longer term macro-economic planning, strong government leadership and effective participation of civil society organizations. They, therefore, often require provision of consolidated technical assistance by the development partners in order to strengthen the human and institutional resource base. The approaches also represent a particular challenge to the EFA movement in terms of adaptation of knowledge on, training in and learning from successful experiences.

### The need for efficient spending of funds for EFA

Research over the past decade has also found that education spending is necessary but not sufficient for educational progress. There is wide variance not only in countries' public spending on education (from 2% to 9% of GDP) but in what that spending produces as measured by average years of schooling completed by the population. Niger and Sri Lanka, for example, both spend slightly more than 2% of their GDP on education, but in the one country the student population completes less than two years of schooling, while in the other more than 11 years.

Research shows that a handful of key factors indicate why the effectiveness of education spending varies so much. These are:

- education effort, or level of national resources being devoted to education;
- unit costs, which are heavily driven by the level of teacher salaries relative to GDP per capita, pupil/teacher ratio, and governance;
- student flow efficiency, or repetition and drop-out.

Successful countries are characterized by a powerful combination of relatively high education effort (spending in primary education averaging 2–3% of GDP), reasonable unit costs and relatively low repetition rates. Countries likely to achieve 100% enrolment, but not 80% primary completion, present an intermediate but unsatisfactory combination of low spending, low unit costs and low quality.

The strong implication is that countries cannot hope to achieve universal primary access and completion (and, implicitly, gender equity) unless key parameters of their education system are within reasonable norms of efficiency and their national efforts to invest in education are on a par with those of other countries. ■

## 7 Summary of follow-up actions

The recent events related to terrorist attacks in the United States and the consequent worsening of global security environments means that resources for education and other social purposes will be increasingly restricted. At the same time, these tragic events are a reminder of the overriding importance of reaching the goal of Education for All as a means of promoting international development and thereby laying the foundation for a world of peace, tolerance and mutual understanding.

The need is more urgent than ever to use available resources in the most efficient and effective way possible to achieve the broadened vision of EFA of providing all persons with the basic education that they need to become effective individuals, workers and citizens.

The ultimate goal of EFA is lifelong learning for all persons, and this objective is as relevant to low income countries as it is to developed ones. Universal primary completion and a vigorous learning environment for youth and adults are essential steps along the road to learning societies – upon which global development depends.

### The feasibility of achieving EFA

The good news is that achieving EFA is feasible – politically, financially and programmatically.

While the political challenge of achieving this broader definition of EFA remains considerable, there is reason to be optimistic. Countries, including some very poor ones, have demonstrated that, with political leadership and commitment, it is possible to attain rapid acceleration of progress. In order for such progress to occur on a broad scale, reform strategies must be devised for dealing with difficult and highly political issues such as government commitment of education, inter-sectoral and intra-sectoral resource allocation, gender and regional equity. Links between formal and non-formal approaches to education and the role of the private sector are other areas that require astute political leadership.

Financial projections show that for almost all of the very low-enrolment countries, national resources should be able to sustain the system with rapidly declining external financial support once an initial surge in enrolments has moved through the system (a period of about 10 years). Sufficient resources will also

be needed to ensure adequate opportunities to acquire basic skills for lifelong learning, in particular for youth and adults for whom the schooling system was unavailable or inadequate.

Pragmatically the realization of the goal of EFA means an end to 'business as usual'. Attainment of the Dakar goals will be impossible without significant policy changes at the national, regional and international levels and a willingness on the part of stakeholders at all levels to enter into new partnerships, including new relationships between government and civil society. Evidence abounds, however, that such partnerships are both effective and possible.

### The need for a comprehensive EFA strategy

A comprehensive strategy for EFA is long overdue. There is a need to establish an action-oriented, outcome-based framework which would, *inter alia*, ensure effective co-ordination of global efforts on EFA and provide mechanisms for mobilizing additional resources, sharing of international experience and tracking EFA progress in a systematic way.

Such a framework would make it possible to provide expanded, more accessible and more stable external financing for education development in countries 'at risk' of not meeting EFA goals. In exchange, a more transparent international mechanism for monitoring progress would shift the focus towards increased national accountability for results.

While many donor agencies and partners are working with the countries most in need, the efforts should be consolidated in order to quickly develop the basis for a global framework and agreed action plan. The Working Group on this topic has made solid progress and will be ready to report by the end of the year.

## The need for better monitoring

Reaching the goal of EFA will require better systems for gathering, analyzing and disseminating information from individual countries. Specifically, there are urgent needs for:

**Better data on the functioning of national systems of education.** The quality of existing data does not provide a sufficient basis for decision-making. Ministries of education must enter into conversations with the UNESCO Institute for Statistics and other partners about what it would take to obtain nearly real-time data to be used as a basis for operational decision-making. One way could be for development partners to support and fund sample surveys annually, particularly in the most vulnerable regions. Data of higher quality are also needed to define new and more targeted learning opportunities for youth and adults.

**Better information on 'what works'.** Making knowledge of what works and what does not work available to the countries most in need would constitute an important element in accelerating progress.

**Careful scrutiny of national EFA plans.** An important task is to develop a process of assessment for national EFA plans in order to answer the question: what is a credible plan? A mechanism must be put into place to review national plans as they are being drafted before they are evaluated by governments.

After having been approved nationally, plans should be submitted to a sub-regional mechanism of peers and EFA partners. This sub-regional mechanism will provide recommendations and provide comments that would go back to the countries. Certain donors who receive these 'vetted' plans may feel more comfortable with funding them.

**Better tracking of educational expenditures.** Financing needs for EFA should be established through country-by-country analysis. This includes tracking of expenditures from debt relief and determination of the scope for additional resources. Such systems should also seek to identify funding gaps in countries.

## The need to focus on quality of education and to target efforts towards what works

While realization of the goal of universal primary education is obviously an important priority, it is but the first step towards the ultimate goal of quality Education for All. UPE alone will not ensure that children receive the quality instruction that will allow them to continue learning in an autonomous way.

Policy-makers must keep in mind that the expanded interpretation of educational quality first put forward at Jomtien emphasizes the importance of establishing a productive and supportive educational environment. Increasing levels of literacy among youth and adults will contribute significantly to developing a learning environment, where the demand for education of high quality is heard from all sections of society and all age groups.

Close attention must be paid to what is known about better teaching and learning and of efficient system management. Such an effort will require not only significant additional resources, but also more effective utilization of these resources.

Primary school completion rates, not gross enrolment rates, should be the criterion for evaluating progress towards the goal of EFA. Literacy levels require their own appropriate indicators, and these are currently under development by UIS and UNESCO's literacy section, in partnership with civil society organizations.

## The need for enhanced resources

Significant additional resources will be necessary to cover the extra direct costs of enrolling all children in school, improving education quality and reducing the direct costs of education, such as user fees. Raising overall literacy levels in line with the 2015 goal will also require greater resources, particularly to support context-sensitive programmes which provide high-quality and relevant learning opportunities for youth and adults.

For most countries, national resources would need to be complemented with substantial additional external financing. Higher levels of international support would, however, be premised on more effective utilization of resources, and would be additional to demonstrable increased national effort.

None of these goals can be achieved by a single stroke. Transforming resource inputs into learning outcomes requires not only a sufficient level of investment, but also effective delivery systems fuelled by the right mix of resources, from teachers to learning materials. This mix must be developed within an overall national context of sound economic and social policies embracing gender equity, health and nutrition, water and sanitation, rural infrastructure and economic opportunities. A major threat in this context is the HIV/AIDS pandemic.

### **New information technologies**

Distance education could be used to expand teacher education using evidence-based advice for cost-effective practices. Information and communication technologies could also be to expand exponentially access to life-long learning.

### **Looking ahead**

Over the last quarter-century the nations of the world have demonstrated a growing and increasingly sophisticated interest in pursuing the goal of Education for All. Participants in the Jomtien conference made 'EFA' part of the normal lexicon of developmental activities at the national, regional and global levels.

The 1990s brought increased recognition of the fact that promoting access in the absence of quality is a hollow vic-

tory. Recent years have thus produced groundbreaking work in the field of assessment and new insights into how to use scarce resources in the most effective manner. So, too, educational policy makers and other stakeholders have become increasingly conscious of the fact that Education for All means just that – education, and for all. Thus growing attention is now being paid to serving excluded populations, from handicapped persons to those displaced by military conflicts.

The challenge of attaining EFA by 2015 is daunting, but the goal is achievable. Momentum has been established, and the need now is to increase not only the pace of investment of financial and human resources devoted to basic education but the political will to make EFA a reality for every child, young person and adult in every nation. Thus will be laid the foundation for, in the words of the Dakar Framework, 'peace and stability within and among countries'.

# Appendices

## Consultations

### Civil society and NGOs

Working through the NGO Collective Consultation on Education for All (CCNGO/EFA) and in collaboration with the NGO Liaison Committee (NGO-LC), which is the representative body for NGOs in official relationship with the organization, UNESCO has worked to strengthen and reform its own ties to civil society. Important events include the following:

#### Bangkok 2001

The regular annual meeting of the CCNGO/EFA attracted about 100 organizations, the largest number ever, and produced agreement on ways to enact major reform of the organization aimed at expanding the range of CSOs and NGOs in dialogue with UNESCO. NGOs from Asia and the Pacific gathered in Bangkok in July 2001 to share effective and innovative experiences and lessons learnt by NGOs in implementing EFA activities in the region.

Delegates approved a concrete plan of collective action aimed at enhancing the role of civil society in national EFA plans, reinforcing civil society capacity in developing and conducting lifelong learning activities, monitoring and evaluating EFA goals. Other reforms were directed to assessing, documenting, disseminating and developing NGO/CSO contributions and innovations in EFA and a strategy for improving communication in the framework of the CC network.

These plans for collective action demonstrate the clear commitment of NGOs to all aspects of implementing the Dakar Framework and their determination to ensure that their perspectives, approaches and programmes are fully voiced. Participants all agreed to review the reform proposal and work towards final agreement in a year's time.

#### Geneva 2001 Special Session on Involvement of Civil Society in EFA

A special meeting on the involvement of civil society in EFA was held as part of the 46th Session of the International Conference on Education in Geneva in September 2001.

#### ICE in Geneva 2001

Attended by a large number of Education Ministers, this meeting affirmed the full and entire commitment of the international community to Dakar goals, with a focus on quality education for tolerance and understanding, learning to live together and many other important EFA issues.

#### Bamako 2000 workshop in sub-Saharan Africa

Following a Heads of State conference, some seventy participants from non-governmental and civil society organizations, ministries of education, as well as other EFA partners, agreed on time-bound recommendations to reinforce the contributions of these groups and ensure their active participation in the development and implementation of national action plans on EFA.

#### Santiago 2001 Consultation of Latin American NGOs

Representatives of thirty-one leading international, regional and national non-governmental organizations active in EFA in Latin America and the Caribbean met in Santiago, Chile, at the first Collective Consultation of civil society in this region (23–24 August 2001). The participants drafted and presented at the end of the meeting the short-term proposal for mobilization by civil society organizations (2001–2002) outlining the strategies needed to strengthen civil society participation in the preparation of national EFA plans of action and lists a series of recommendations for international organizations.

### Other consultations

#### The E-9 Ministers Meeting in Beijing

With the adoption of a Beijing Declaration, this group strongly reaffirmed their commitment to achieve Dakar goals, specially literacy for all, elimination of the gender gap, improving ECCE, and the role of ITs for basic Education. The Ministers also stressed that strategies against poverty will succeed only if full attention is given to all fields of EFA, in particular literacy, skills training and adult education.

# Statistical tables

## Introduction

The tables in this appendix are based largely on data reported to the UNESCO Institute for Statistics (UIS), supplemented by data from the World Bank. Data were collected during 2000 as part of the Institute's regular data collection programme, and refer to 1998 unless otherwise specified. While these data are the best available at the international level, they must be interpreted with care and should be regarded as indications of magnitude rather than as precise measurements. In view of the differences between school systems even in neighbouring countries, one should be prudent when comparing data across countries or attempting to rank countries by any single indicator.

The tables that follow present education indicators for each country<sup>1</sup>, at pre-primary and primary levels and on literacy, as well as some economic indicators that may affect the development of the education system.

The indicators related to literacy, enrolment and intake rates are derived using the UN population data for all countries, which in some cases, differ from nations' estimates of population size.

The *Gross enrolment ratio* in pre-primary education (column 1) is the number of children enrolled in pre-primary education, regardless of age, expressed as a percentage of the population in the relevant official age-group. This indicator measures the general level of participation of young children in education preceding the primary level. It also indicates a country's capacity to prepare young children for primary education.

The *Apparent intake rate* (column 3) refers to the number of new entrants in the first grade of primary education, regardless of age, expressed as a percentage of the population at the official primary school-entrance age. The *Apparent intake rate* reflects the general level of access to primary education. It also indicates the capacity of the education system to provide access to grade 1 for the official school-entrance age population. The *Net intake rate* (column 4) gives a more precise measurement of access to primary education, as it takes into account only the new entrants in the first grade of primary education who are of the official primary school-entrance age.

The *Gross enrolment ratio in primary education* (column 5) corresponds to total enrolment in primary education, regardless of age, expressed as a percentage of the population in the relevant primary school-age group. This indicator is widely used to show the general level of participation in and capacity of primary education. The *Net enrolment ratio* (column 6) gives a more precise measurement of the extent of participation in primary education, as it refers only to those children belonging to the official primary school age-group. It can also be used together with the gross enrolment ratio to measure the extent of over-aged and under-aged enrolment. In most cases, a large difference between gross and net enrolment ratios suggests the presence of over-aged pupils, resulting from late entrance and frequent grade repetitions.

The *percentage of repeaters* (column 7) is the number of pupils who are enrolled in the same grade as in a previous year, expressed as a percentage of the total enrolment. This indicator measures the phenomenon of pupils repeating a grade, and is one measure of the internal efficiency of the primary education cycle.

The *Pupil/teacher ratio* (column 8) is the average number of pupils per teacher in primary education in a given school-year. This indicator is used to measure the level of human resources input, in terms of numbers of teachers, in relation to the size of the pupil population.

The *Adult literacy rate* (column 9) is defined as the percentage of the population aged 15 years and over who can both read and write with understanding a short simple statement on their everyday life. The adult literacy rate reflects the accumulated achievement of primary education and adult literacy programmes in imparting basic literacy skills to the population, thereby enabling people to apply such skills in daily life and to continue learning and communicating using the written word. Literacy represents a potential for the individual's further intellectual growth and enhanced contribution to socio-economic and cultural development of society.

*Public expenditure on education as a percentage of GDP* (left part of column 10) shows the share of the value of the total national production of goods and services in a given financial year that has been devoted to education. The *public expenditure on education expressed as a percentage of total government expenditure* (right part of column 10) shows the proportion of a government's total expenditure for a given financial year that has been spent on education. It reflects the level of commitment of a government to devote financial resources to the development of its educational system. These two indicators give a rough measure of a country's financial effort in favour of education in relation to its means. Both indicators, when compared with similar indicators for other sectors (Defence, Health, etc.), also measure the relative emphasis given to investment in education.

*Total debt services as a percentage of gross national income (GNI)* (left part of column 11) shows the proportion of a country's wealth generated during a given financial year that has been devoted to debt services. *Total debt services as a percentage of exports of goods and services* (right part of column 11) shows the proportion of a country's total exports during a given financial year that has been devoted to debt services. Total debt service is the sum of principal repayments and interest actually paid in foreign currency, goods, or services on long-term debt, interest paid on short-term debt, and repayments (repurchases and charges) to the International Monetary Fund (IMF).

Related to these two indicators, the Highly Indebted Poor Countries Initiative (HIPC) was the first comprehensive approach to reducing the external debt of the world's poorest, most heavily indebted countries. This initiative was proposed by the World Bank and IMF and agreed by governments around the world in 1996, and represented an important step forward in placing debt relief within an overall framework of poverty reduction. The HIPC initiative targets the poorest countries, those that are only eligible for highly concessional assistance from the International Development Association (IDA), the part of the World Bank that lends on highly concessional terms, and from the IMF's Poverty Reduction and Growth Facility (previously the Enhanced Structural Adjustment Facility). Within the Dakar Framework for Action, it is expected that the HIPC debt relief will release resources from debt servicing and enable poor countries to increase budgetary allocations to ensuring Education For All (EFA).

## SUB-SAHARAN AFRICA

Countries and territories	1			2	3			4			5		
	PRE-PRIMARY EDUCATION			Duration (in years)	PRIMARY EDUCATION			PRIMARY EDUCATION			PRIMARY EDUCATION		
	Gross enrolment ratio (%)				Apparent intake rate (%)			Net intake rate (%)			Gross enrolment ratio (%)		
Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls		
Angola #	...	...	...	4	88	100	77	**24	**27	**22	91	99	83
Benin #	5	5	5	6	...	...	...	...	...	...	84	102	66
Botswana	...	...	...	7	111	113	108	**22	**20	**23	105	106	105
Burkina Faso #	2	2	2	6	44	51	36	19	22	15	42	50	34
Burundi #	0.8	0.8	0.8	6	**70	**77	**62	**25	**27	**23	**51	**56	**46
Cameroon #	12	12	11	6	...	...	...	...	...	...	90	99	82
Cape Verde 1	...	...	...	6	...	...	...	...	...	...	...	...	...
Central African Republic #	...	...	...	6	**43	**50	**36	...	...	...	**57	**69	**46
Chad #	...	...	...	6	77	91	64	23	27	19	67	85	49
Comoros #	166#	169#	164#	6	71	65	78	16	16	16	76	82	70
Congo #	2	2	3	6	35	36	34	**10	**11	**10	57	59	56
Côte d'Ivoire #	3	3	3	6	74	82	66	30	34	27	78	89	66
Democratic Rep. of Congo #	...	...	...	6	47	46	49	21	20	22	46	48	44
Djibouti	0.5	0.4	0.6	6	34	39	29	25	29	21	39	46	32
Equatorial Guinea 1	...	...	...	5	...	...	...	...	...	...	...	...	...
Eritrea	5	6	5	5	55	60	49	17	18	16	53	58	48
Ethiopia #	2	2	2	4	85	100	69	22	25	20	63	79	48
Gabon 1	...	...	...	6	...	...	...	...	...	...	...	...	...
Gambia #	26	28	25	6	89	92	87	**10	**10	**10	81	88	75
Ghana #	...	...	...	6	...	...	...	...	...	...	...	...	...
Guinea #	...	...	...	6	55	62	49	21	23	20	59	72	45
Guinea-Bissau 2, #	4	4	4	6	110	127	94	33	38	29	82	98	67
Kenya #	39	37	40	7	106	108	104	...	...	...	92	92	92
Lesotho	20	19	22	7	94	93	94	16	16	15	102	97	106
Liberia #	48	55	41	6	65	80	51	**39	**48	**31	83	95	70
Madagascar #	...	...	...	5	103	104	102	**51	**56	**46	93	94	92
Malawi 1, 3, #	...	...	...	4	...	...	...	...	...	...	...	...	...
Mali #	2	2	3	6	**54	**61	**46	...	...	...	**53	**63	**44
Mauritania #	...	...	...	6	...	...	...	...	...	...	83	86	81
Mauritius	100	99	101	6	105	105	105	27	27	27	108	108	108
Mozambique #	...	...	...	5	82	90	73	12	13	12	71	83	60
Namibia	...	...	...	7	117	115	119	65	63	67	126	125	127
Niger #	1	1	1	6	41	50	33	26	32	21	31	38	24
Nigeria	...	...	...	...	...	...	...	...	...	...	...	...	...
Rwanda #	...	...	...	6	150	133	167	...	...	...	114	115	114
Saint Helena 4	...	...	...	6	...	...	...	...	...	...	...	...	...
Sao Tome-and-Principe 4, #	...	...	...	6	...	...	...	...	...	...	...	...	...
Senegal #	3	3	3	6	71	...	...	39	...	...	70	76	63
Seychelles 4	...	...	...	6	...	...	...	...	...	...	...	...	...
Sierra Leone 2, #	4	4	4	6	70	72	69	70	72	69	57	60	55
Somalia #	...	...	...	...	...	...	...	...	...	...	...	...	...
South Africa 1	...	...	...	7	...	...	...	...	...	...	...	...	...
Sudan #	24	22	26	6	65	70	61	...	...	...	56	60	51
Swaziland	...	...	...	7	99	101	98	42	41	43	117	121	114
Togo #	3	3	3	6	100	105	94	40	43	38	124	141	107
Uganda 1, #	...	...	...	7	...	...	...	...	...	...	...	...	...
United Republic of Tanzania #	...	...	...	7	69	70	68	**12	**11	**13	65	65	65
Zambia #	3	2	3	7	91	91	91	41	40	42	86	89	84
Zimbabwe 2	...	...	...	7	122	124	120	40	39	40	109	111	107

## Notes and symbols:

1 Enrolment ratios have not been calculated due to inconsistencies between enrolment and population data.

2 Data on pre-primary and primary education refer to 1999.

3 Data on pre-primary and primary education refer to 1997.

4 Enrolment ratios have not been calculated due to the lack of data on population by single year of age.

6			7			8	9			10		11	
PRIMARY EDUCATION						ADULT LITERACY			PUBLIC EXPENDITURE		TOTAL DEBT SERVICES,		
Net enrolment ratio (%)			Percentage of repeaters			Pupil/teacher ratio	Estimated adult (15 years and over) literacy rates, 2000			ON EDUCATION		1999	
Total	Boys	Girls	Total	Boys	Girls		Total	Men	Women	As % of GDP	As % gov. expenditure	As % of GNI	As % of exports of goods and services
57	**61	**53	35	33	38	...	...	...	...	2.6	6.4	38.6	21.1
...	...	...	...	...	...	53	40	57	25	2.5	...	3.0	10.9
81	79	82	3	4	3	28	77	74	80	...	...	1.5	2.4
34	40	28	18	18	18	49	24	34	14	...	...	2.5	15.7
38	**41	**34	**25	**26	**25	...	48	57	41	**3.9	...	4.1	45.6
...	...	...	...	...	...	52	76	82	70	**2.6	**10.9	6.3	24.3
...	...	...	12	13	10	29	74	85	66	**4.4	...	3.8	10.6
53	**64	**43	**33	**33	**32	...	47	60	35	**1.9	...	1.8	12.1
55	68	42	26	26	26	68	43	52	34	1.8	...	2.1	10.3
50	54	46	26	26	25	35	60	67	53	4.1	23.5	4.0	16.1
...	...	...	39	40	38	61	81	87	74	4.7	...	1.5	1.4
59	67	51	24	...	...	43	47	55	39	4.3	15.9	13.9	26.2
32	33	31	16	19	12	26	61	73	50	...	...	...	...
32	37	27	17	...	...	40	65	76	54	**3.4	...	0.9	...
...	...	...	12	9	15	57	83	93	74	1.8	...	0.9	0.8
34	36	31	19	18	21	47	56	67	45	5.0	...	0.5	1.9
35	41	30	11	11	12	...	38	44	33	4.7	...	2.5	16.8
...	...	...	...	...	...	44	...	...	...	3.3	9.6	14.1	19.3
61	65	57	11	11	10	33	37	44	29	...	...	5.5	8.5
...	...	...	...	...	...	...	72	80	63	...	...	6.9	19.9
46	54	37	26	25	27	47	...	...	...	**1.8	**25.8	3.9	16.1
53	62	44	24	24	25	35	39	60	19	1.7	...	4.7	16.4
...	...	...	...	...	...	28	82	89	76	6.5	...	6.8	26.7
60	56	64	20	23	17	25	83	72	94	13.2	25.5	4.6	9.4
41	**46	**35	...	...	...	39	54	70	38	...	...	...	...
63	62	63	*33	34	32	47	66	74	60	1.9	10.2	4.5	17.1
...	...	...	**16	**16	**16	61	60	74	47	4.6	24.6	3.9	11.4
42	**49	**34	**18	**18	**18	62	41	49	34	3.0	...	4.2	14.3
60	62	58	...	...	...	47	42	53	32	4.3	18.9	11.4	28.4
93	93	93	4	4	3	26	85	88	81	4.0	17.7	6.3	9.7
41	45	37	**26	**25	**27	61	44	60	29	**3.0	**14.3	3.3	20.0
86	83	90	12	14	11	32	82	83	81	9.1	22.5	...	...
26	32	20	12	12	12	41	16	24	8	...	...	2.5	16.8
...	...	...	...	...	...	...	64	72	56	...	...	2.9	6.0
91	90	92	29	29	29	54	67	74	60	**2.5	...	1.6	29.6
...	...	...	...	...	...	9	...	...	...	...	...	...	...
...	...	...	31	33	29	36	...	...	...	...	...	10.2	29.1
59	64	54	14	14	14	49	37	47	28	3.4	...	5.1	16.1
...	...	...	...	...	...	15	...	...	...	6.8	10.7	4.7	5.4
57	60	55	...	...	...	30	...	...	...	1.0	...	3.3	29.9
...	...	...	...	...	...	...	...	...	...	...	...	...	...
...	...	...	8	9	7	...	85	86	85	6.0	22.2	3.8	13.9
46	**50	**42	**12	**11	**12	...	58	70	46	**3.8	...	0.6	6.5
77	**76	**78	**15	**18	**13	33	80	81	79	6.6	...	2.3	2.6
88	99	78	31	31	32	41	57	74	41	4.5	24.4	2.9	7.7
...	...	...	**7	**7	**6	60	67	78	57	...	...	2.9	23.7
48	47	49	3	3	3	38	76	85	67	...	...	2.2	15.6
73	74	72	6	6	6	45	78	85	71	2.3	17.6	14.6	46.6
90	90	91	...	...	...	41	89	93	85	10.1	...	12.3	25.3

# Heavily Indebted Poor Countries (HIPC)  
a Including children in other early childhood  
education programmes

\* national estimation  
\*\* UIS estimation  
... data not available

- magnitude nil  
. not applicable

## ARAB STATES

Countries and territories	1			2	3			4			5		
	PRE-PRIMARY EDUCATION			Duration (in years)	PRIMARY EDUCATION			PRIMARY EDUCATION			PRIMARY EDUCATION		
	Gross enrolment ratio (%)				Apparent intake rate (%)			Net intake rate (%)			Gross enrolment ratio (%)		
Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls		
Algeria	2	2	2	6	100	101	98	76	78	75	109	114	104
Bahrain	36	37	35	6	101	99	103	86	84	88	104	104	104
Djibouti	0.5	0.4	0.6	6	34	40	28	25	29	21	39	46	32
Egypt	10	11	10	5	**91	**93	**89	...	...	...	**100	**104	**96
Iraq	5	6	5	6	97	101	92	74	76	71	88	96	80
Jordan <sup>1, 3</sup>	27	28	26	6	106	106	105	**71	**70	**71	89	89	89
Kuwait	70	71	69	4	81	82	80	52	53	50	78	79	77
Lebanon	64	65	63	5	97	100	93	**14	**14	**14	110	113	108
Libyan Arab Jamahiriya	4	**4	**4	6	...	...	...	...	...	...	100	100	99
Mauritania	...	...	...	6	...	...	...	...	...	...	83	86	81
Morocco	70 <sup>a</sup>	91 <sup>a</sup>	48 <sup>a</sup>	6	126	130	122	57	59	55	97	107	87
Oman	5	5	5	6	70	70	69	56	57	56	75	77	72
Palestinian Auton. Territories <sup>1</sup>	39	40	38	4	101	102	101	...	...	...	104	104	103
Qatar	26	26	26	6	...	...	...	...	...	...	96	98	93
Saudi Arabia	5	5	5	6	67	67	67	41	49	33	71	73	70
Sudan	24	22	26	6	**65	**70	**61	...	...	...	**56	**60	**51
Syrian Arab Republic	9	9	8	6	109	112	105	61	62	60	104	109	99
Tunisia <sup>3</sup>	14	14	13	6	105	106	105	**79	**79	**80	119	123	116
United Arab Emirates	73	71	75	6	102	103	101	53	53	53	94	96	92
Yemen <sup>#</sup>	1	1	1	6	80	94	66	27	32	21	78	100	55

## Notes and symbols:

1 Enrolment and intake rates were derived using population data from the country.

2 Data include lower secondary education.

3 Data on expenditure refer to 1999.

# Heavily Indebted Poor Countries (HIPC)

a Including children in other early childhood education programmes.

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## ASIA

Countries and territories	1			2	3			4			5		
	PRE-PRIMARY EDUCATION			Duration (in years)	PRIMARY EDUCATION			PRIMARY EDUCATION			PRIMARY EDUCATION		
	Gross enrolment ratio (%)				Apparent intake rate (%)			Net intake rate (%)			Gross enrolment ratio (%)		
Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls		
Afghanistan	...	...	...	...	...	...	...	...	...	...	...	...	...
Bangladesh	...	...	...	...	...	...	...	...	...	...	...	...	...
Bhutan	...	...	...	...	...	...	...	...	...	...	...	...	...
Brunei Darussalam	52	52	52	6	106	108	105	...	...	...	106	109	104
Cambodia	**5	**5	**5	6	...	...	...	...	...	...	117	126	109
China	29	28	29	5	101	...	...	...	...	...	128	126	129
India	29	30	29	6	129	139	118	...	...	...	100	107	93
Indonesia <sup>1</sup>	19	18	19	6	101	104	97	...	...	...	99	101	97
Iran, Islamic Rep. of <sup>1</sup>	16	15	16	5	86	86	85	42	42	41	93	96	91
Korea, DPR	...	...	...	...	...	...	...	...	...	...	...	...	...
Lao PDR	7	7	8	5	113	120	107	51	52	50	111	120	102
Macao	80	83	77	6	84	84	85	60	58	62	98	100	95
Malaysia	55	56	55	6	95	95	94	95	95	94	99	99	99
Maldives <sup>1</sup>	50	50	50	7	...	...	...	...	...	...	135	134	135
Myanmar	3	...	...	5	*154	...	...	...	...	...	114	115	114
Nepal	...	...	...	5	136	153	117	...	...	...	114	128	100
Pakistan	8	11	5	5	...	...	...	...	...	...	86	109	62
Philippines <sup>2</sup>	31	30	32	6	142	145	138	...	...	...	116	115	116
Singapore	...	...	...	6	...	...	...	...	...	...	92	...	...
Sri Lanka	...	...	...	5	111	110	112	...	...	...	111	112	110
Thailand	92	93	92	6	97	100	95	...	...	...	94	95	92
Viet Nam	39	40	38	5	108	104	113	81	78	83	110	113	107

## Notes and symbols:

1 Data on pre-primary and primary education refer to 1999.

2 Data on pre-primary and primary education refer to 1997.

# Heavily Indebted Poor Countries (HIPC)

\* National estimation

\*\* IHS estimation

6			7			8	9			10		11	
PRIMARY EDUCATION						ADULT LITERACY			PUBLIC EXPENDITURE ON EDUCATION		TOTAL DEBT SERVICES, 1999		
Net enrolment ratio (%)			Percentage of repeaters			Pupil/teacher ratio	Estimated adult (15 years and over) literacy rates, 2000			As % of GDP	As % govt. expenditure	As % of GNI	As % of exports of goods and services
Total	Boys	Girls	Total	Boys	Girls		Total	Men	Women				
94	96	92	12	15	9	28	68	78	57	...	...	11.7	37.8
97	96	98	4	5	3	**21	88	91	83	4.2	12.1	...	...
32	37	27	17	...	...	40	65	76	54	**3.4	...	0.9	...
*92	**95	**89	6	7	5	**23	55	67	44	**4.4	...	1.9	9.0
80	85	74	12	12	10	22	56	66	46	...	...	...	...
83	82	83	1	1	1 <sup>2</sup>	29 <sup>2</sup>	90	95	84	**6.1	...	8.2	11.8
67	68	67	3	3	3	13	83	85	80	...	...	...	...
*78	**79	**77	9	10	8	14	86	92	80	2.0	10.4	6.1	...
...	...	...	...	...	...	8	80	91	68	...	...	...	...
*60	**62	**58	...	...	...	47	42	53	32	4.3	18.9	11.4	28.4
79	85	73	12	14	10	28	49	62	36	6.0	...	9.1	24.3
66	67	65	8	9	6	25	72	80	62	3.9	...	...	9.7
95	96	95	2	2	2 <sup>2</sup>	31 <sup>2</sup>	...	...	...	...	...	...	...
86	86	85	...	...	...	13	81	80	83	**3.5	...	...	...
59	61	57	5	7	4	12	77	84	67	9.5	...	...	...
**46	**50	**42	**12	**11	**12 <sup>2</sup>	**26 <sup>2</sup>	58	70	46	**3.8	...	...	...
93	96	89	6	7	6	23	74	88	60	**3.5	...	2.5	6.4
98	99	96	18	20	16	24	71	81	61	6.9	...	7.6	15.9
83	83	82	3	4	2	16	76	74	79	1.9	18.5	...	...
61	77	44	11	12	9 <sup>2</sup>	22 <sup>2</sup>	46	68	25	...	...	2.5	4.0

\* National estimation

\*\* UIS estimation

... Data not available

- Magnitude nil

. Not applicable

6			7			8	9			10		11	
PRIMARY EDUCATION						ADULT LITERACY			PUBLIC EXPENDITURE ON EDUCATION		TOTAL DEBT SERVICES, 1999		
Net enrolment ratio (%)			Percentage of repeaters			Pupil/teacher ratio	Estimated adult (15 years and over) literacy rates, 2000			As % of GDP	As % govt. expenditure	As % of GNI	As % of exports of goods and services
Total	Boys	Girls	Total	Boys	Girls		Total	Men	Women				
...	...	...	...	...	...	...	37	52	22	...	...	...	...
...	...	...	...	...	...	**59	41	52	30	...	...	1.7	10.1
...	...	...	13	14	12	38	...	...	...	...	...	1.7	4.8
...	...	...	...	...	...	13	...	...	...	4.4	...	...	...
*100	...	...	...	...	...	**47	68	80	58	1.4	8	1.1	2.9
100	100	100	1	1	1	21	84	92	76	...	...	2.1	9.0
...	...	...	3	3	4	72	57	68	45	...	...	2.3	15.0
84	86	82	6	6	6	22	87	92	82	1.2	...	13.5	30.3
**79	**81	**78	5	7	4	**26	77	84	70	3.6	18.7	4.2	22.6
...	...	...	...	...	...	...	...	...	...	...	...	...	...
76	79	73	21	22	19	31	49	64	33	2.4	...	2.6	7.7
*83	**83	**83	6	7	5	31	...	...	...	...	...	...	...
98	98	98	-	-	-	22	88	91	84	4.8	...	6.4	4.8
100	100	100	...	...	...	24	96	96	96	...	...	5.5	3.9
...	...	...	*2	...	...	31	85	89	81	...	...	...	7.9
...	...	...	23	22	24	39	42	59	24	**2.5	**11.5	2.1	7.9
...	...	...	...	...	...	**32	46	60	31	2.6	**7.8	4.8	28.3
98	99	97	2	2	1	22	95	95	95	3.5	...	8.4	14.3
...	...	...	...	...	...	25	92	96	88	...	...	...	...
100	100	100	5	6	4	...	92	94	89	3.1	...	3.4	7.9
**77	**78	**76	3	3	4	21	96	97	94	4.7	...	13.6	22.0
...	...	...	4	4	3	30	93	96	91	...	...	4.9	9.8

... Data not available

- Magnitude nil

. Not applicable

## LATIN AMERICA

Countries and territories	1			2			3			4			5		
	PRE-PRIMARY EDUCATION			Duration (in years)	Apparent intake rate (%)			Net intake rate (%)			Gross enrolment ratio (%)				
	Total	Boys	Girls		Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls		
Argentina	57	56	58	6	116	116	117	100	100	100	120	120	120		
Bolivia #	46	46	47	6	130	129	130	70	69	70	118	119	117		
Brazil	55	55	55	6	129	136	121	69	...	...	154	156	152		
Chile	74	74	73	6	98	98	97	38	37	38	106	108	104		
Colombia	35	34	35	5	135	...	...	56	...	...	112	112	112		
Costa Rica	82	82	81	6	102	102	102	59	58	60	108	110	107		
Cuba	96	93	98	6	92	92	92	90	90	90	100	100	99		
Dominican Rep.	34	34	34	4	136	141	132	60	59	60	133	136	130		
Ecuador	63	62	64	6	128	130	125	55	54	55	111	113	109		
El Salvador	40	39	41	6	134	137	131	57	59	56	102	108	96		
Guatemala	47	47	47	6	134	137	131	57	59	56	102	108	96		
Honduras #.1	16	16	16	6	...	...	...	...	...	...	108	107	110		
Mexico	76	75	77	6	114	114	114	92	92	93	114	114	113		
Nicaragua #.2	26	26	27	6	147	143	151	39	40	38	105	105	105		
Panama	...	...	...	6	...	...	...	...	...	...	...	...	...		
Paraguay	77	76	79	6	120	122	119	71	70	72	115	117	114		
Peru	60	59	61	6	127	127	127	97	97	96	126	127	125		
Uruguay	56	55	56	6	105	103	107	49	49	49	113	113	112		
Venezuela 2	54	54	54	6	103	104	102	63	63	64	102	103	101		

## Notes and symbols:

1 Data on pre-primary and primary education refer to 1997.

2 Data on pre-primary and primary education refer to 1999.

3 For Argentina, Brazil, Chile, Paraguay, Peru and Uruguay, the pupil teacher ratio is calculated using full-time equivalent numbers of teachers and pupils.

# Heavily Indebted Poor Countries (HIPC)

\* National estimation

\*\* UIS estimation

... Data not available

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## PACIFIC

Countries and territories	1			2			3			4			5		
	PRE-PRIMARY EDUCATION			Duration (in years)	Apparent intake rate (%)			Net intake rate (%)			Gross enrolment ratio (%)				
	Total	Boys	Girls		Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls		
Cook Islands	...	...	...	6	...	...	...	...	...	...	...	...	...		
Federated States of Micronesia	...	...	...	6	...	...	...	...	...	...	...	...	...		
Fiji	**17	**17	**17	6	131	133	128	86	87	85	**112	**113	**111		
Kiribati	...	...	...	7	...	...	...	...	...	...	...	...	...		
Marshall Islands	...	...	...	6	...	...	...	...	...	...	...	...	...		
Nauru	...	...	...	6	...	...	...	...	...	...	...	...	...		
Niue	...	...	...	6	...	...	...	...	...	...	...	...	...		
Palau	...	...	...	5	...	...	...	...	...	...	...	...	...		
Papua New Guinea	20	21	20	6	102	108	97	100	...	...	85	91	78		
Samoa	59	54	64	6	113	112	114	83	85	81	102	101	102		
Solomon Islands 1	**36	**38	**34	6	106	...	...	...	...	...	**99	**106	**91		
Tonga	...	...	...	6	...	...	...	...	...	...	...	...	...		
Tuvalu	...	...	...	6	...	...	...	...	...	...	...	...	...		
Vanuatu, Republic of	77	81	73	6	118	122	115	100	...	...	113	116	111		

## Notes and symbols:

1 Data on pre-primary and primary education refer to 1997.

2 Includes teachers at pre-primary and lower secondary education.

\* National estimation

\*\* UIS estimation

6			7			8	9			10		11	
PRIMARY EDUCATION						ADULT LITERACY			PUBLIC EXPENDITURE ON EDUCATION		TOTAL DEBT SERVICES, 1999		
Net enrolment ratio (%)			Percentage of repeaters			Pupil/teacher ratio	Estimated adult (15 years and over) literacy rates, 2000			As % of GDP	As % govt. expenditure	As % of GNI	As % of exports of goods and services
Total	Boys	Girls	Total	Boys	Girls		Total	Men	Women				
100	100	100	5	6	4	18	97	97	97	4.1	...	9.3	75.9
100	100	100	2	3	2	42	86	92	79	5.6	...	6.1	32.0
98	100	96	24	...	...	21	85	85	85	4.5	12.0	9.2	110.9
88	88	87	3	4	3	53	96	96	96	3.7	16.1	7.9	25.4
87	...	...	5	5	4	17	92	92	92	...	...	7.9	42.9
92	92	92	9	10	8	19	96	96	96	6.2	...	4.0	6.4
97	96	97	1	2	1	19	97	97	97	6.7	12.2	...	...
87	87	88	6	6	6	24	84	84	84	2.2	13.8	2.3	3.9
...	...	...	...	...	18	91	93	90	...	...	9.2	25.7	...
81	82	80	8	8	7	...	79	82	76	2.3	...	2.9	7.6
83	85	80	15	15	14	26	69	76	61	**1.8	**17.0	2.3	10.3
...	...	...	...	...	...	...	75	74	75	**4.0	...	7.0	13.5
100	100	100	7	8	6	22	91	93	89	4.2	...	8.5	25.1
80	80	80	5	5	4	26	69	67	70	**3.4	...	9.1	16.1
...	...	...	...	...	...	...	92	93	91	5.0	16.3	8.3	8.7
92	91	92	9	10	7	25	93	94	92	4.5	20.2	3.0	6.6
100	100	100	10	10	10	29	90	95	85	3.2	22.3	5.8	32.7
92	92	93	8	10	7	31	98	97	98	2.5	12.2	5.2	25.0
88	88	88	7	8	5	...	93	93	92	...	...	5.6	23.2

- Magnitude nil  
 . Not applicable

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6			7			8	9			10		11	
PRIMARY EDUCATION						ADULT LITERACY			PUBLIC EXPENDITURE ON EDUCATION		TOTAL DEBT SERVICES, 1999		
Net enrolment ratio (%)			Percentage of repeaters			Pupil/teacher ratio	Estimated adult (15 years and over) literacy rates, 2000			As % of GDP	As % govt. expenditure	As % of GNI	As % of exports of goods and services
Total	Boys	Girls	Total	Boys	Girls		Total	Men	Women				
...	...	...	1	...	...	19	...	...	...	...	...	...	...
...	...	...	...	...	...	14 <sup>2</sup>	...	...	...	11.5	...	...	...
**100	**100	**100	...	...	...	**23	93	95	91	4.9	...	2.2	3.5
...	...	...	...	...	...	24	...	...	...	...	...	...	...
...	...	...	*6	*7	*5	15	...	...	...	16.4	...	...	...
...	...	...	**1	**1	**1	**23	...	...	...	...	7.2	...	...
...	...	...	...	...	...	24	...	...	...	...	...	...	...
...	...	...	...	...	...	15	...	...	...	...	...	...	...
85	91	78	5	5	5	36	64	71	57	0.9	...	6.2	9.6
96	95	98	2	...	...	19	80	81	79	5.8	13.3	3.7	5.1
...	...	...	**9	...	...	*23	...	...	...	3.5	14.4	3.4	4.7
...	...	...	7	8	7	22	...	...	...	7.4	...	2.7	10.8
...	...	...	**6	**7	**5	...	...	...	...	...	...	...	...
100	100	100	11	12	10	23	...	...	...	8.1	17.4	0.8	1.1

... Data not available  
 - Magnitude nil  
 . Not applicable

# Monitoring Report on Education for All



The World Education Forum, meeting in Dakar, Senegal in April 2000, reaffirmed the vision of the World Conference on Education For All (Jomtien, Thailand, 1990) that all children, young people and adults have the 'fundamental human right' to a basic education that will develop their talents, improve their lives and transform their societies.

Representatives of 164 countries adopted the Dakar Framework for Action, which laid out a set of time-bound goals and strategies for attaining the goal of Education for All (EFA) by 2015.

Three fundamental operating assumptions underlie the strategies outlined in the Dakar Framework:

- The heart of EFA activity lies at the *national* level.
- *Partnerships* are important.
- Governments need to co-ordinate their efforts with institutions of *civil society*.

This report sets out to monitor progress that countries and agencies have achieved towards the goal of EFA, as well as to highlight important trends and findings and to point to future actions. It assesses the future effort required in terms of additional school places, literacy campaigns, teacher training, educational materials and so on, as well as the magnitude of the financial gap that needs to be closed in order to achieve the goals and targets set for 2015.