


**Report  
of the Third Meeting  
of the Working Group  
on Education for All**



UNESCO  
Paris  
22-23 July  
2002



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The draft report was shared with all participants in the second meeting of the Working Group on Education for All. Comments and reactions on the draft document are gratefully acknowledged.

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# Preface

The EFA Working Group is unique in its role as an international forum where leading educational professionals from a wide variety of countries, networks and organisations can meet for substantive dialogue around EFA. This session of the Working Group demonstrated that the EFA movement, two years on from Dakar, is gathering significant momentum.

Partnership is the name of the game in EFA, and it is here that I was pleased to note a very positive change of tone. This year there was deeper and more transparent dialogue, coupled with a real concern to listen to each other. Each partner built on their strengths and brought their perspective to bear in the debate, recognising the role of others as they did the same. Working together in such mutual and complementary ways augurs well for increased consistency and coherence in international support to EFA.

The meeting acknowledged openly outstanding issues and problem areas in EFA and sought to address them seriously and concretely, as this report makes clear. Participants examined closely the experience of India and Burkina Faso, presented as case studies, and manifested a desire to know how these two countries had addressed difficulties and dealt with the implications of their experience. This betokens the value of a forum such as the Working Group, as well as the need to find opportunities on other occasions and in other places for EFA partners to come together in dialogue and debate.

The Working Group received the new document entitled *An international strategy to put the Dakar Framework for Action on Education for All into operation*, on which it began work a year ago. The five major elements identified in the Strategy (planning, communication and advocacy, financing, monitoring and evaluation, international and regional mechanisms) emerged as an effective way of structuring the international dialogue around EFA. We must build on this Working Group meeting to turn this dialogue into effective and sustained support for national-level implementation.

We are conscious of the urgency of Education for All, both because of the specific Dakar deadlines and because of the crucial role which basic education plays in all aspects of development. This meeting of the Working Group demonstrated through its cooperative spirit that an improved partnership process will significantly enhance our collective response to this urgency.

*John Daniel*  
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# List of abbreviations

AIDS	Acquired Immuno-Deficiency Syndrome
CIDA	Canadian International Development Agency
E-9	Nine high-population countries (Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria, Pakistan)
EFA	Education for All
FAO	Food and Agriculture Organization of the United Nations
G-8	Group of eight countries with the largest economies : Canada, France, Germany, Italy, Japan, Russian Federation, United Kingdom and United States
HIV	Human Immunodeficiency Virus
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development
PRSP	Poverty Reduction Strategy Paper
SIP	Sector Investment Program
SWAP	Sector-Wide Approaches
UIE	UNESCO Institute for Education
UIS	UNESCO Institute for Statistics
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

# I. Introduction

As one of the key mechanisms in the international coordination of Education for All (EFA), the third meeting of the Working Group built on the growing momentum of action in support of the Dakar goals. In accordance with its advisory role, the Working Group focused on giving greater impetus to four key areas – planning, financing, advocacy and monitoring – in the context of strengthening partnerships and joint commitment.

In his opening address the Director-General of UNESCO, Mr Koichiro Matsuura, welcomed old and new participants and recalled that the previous meeting of the Working Group took place as news of the 11 September events was breaking. He noted that this underlines how vital EFA is in learning to live together and how basic education must be linked to broad social purposes. In this respect Mr Matsuura emphasized how important the varied perspectives of Working Group members are because ‘by harnessing and harmonizing our different approaches, strategies and priorities, our EFA partnerships bring a variety of strengths into play.’ The Director-General went over areas of significant progress in EFA in recent months, notably in planning, financing and advocating for EFA, and went on to highlight two further areas of change. These are the establishment of a team to work on the annual *EFA Monitoring Report*, and the changes in the nature and dynamics of the High-Level Group meeting. He also remarked that the Working Group and the High-Level Group ‘share common ways of working’, both in terms of constituencies represented and the focus of their agendas, with the latter structured around the elements of the newly published *EFA International Strategy: planning, advocacy, funding, implementation, monitoring, and building and strengthening partnerships*. He concluded by urging the Working Group to keep the whole of the Dakar agenda at the centre of their deliberations.

In his opening remarks as Chair of the meeting, Mr John Daniel, UNESCO Assistant Director-General for Education, observed that the EFA movement, two years on from Dakar, is gaining in maturity, cohesiveness and dynamism, which it is the Working Group’s task to reinforce. He called on the meeting to clarify and give greater impetus to four areas: planning and implementation, financing, in particular regarding the Fast-Track Initiative, advocacy and communication, monitoring and reporting. He noted that reports from discussion groups on these topics would not lead to a declaration but would guide the work of the High-Level Group meeting in Abuja, Nigeria, in November 2002.

The meeting, lasting one-and-a-half days, adopted a programme which included plenary presentations and discussions, discussion groups on four different topics and feedback to the whole group.

## Structure and purpose of the current report

This report follows the structure of the agenda, which is appended. Plenary presentations are summarised, followed by a digest of the subsequent discussion and recommendations. Group discussions are introduced by the questions the groups were asked to address, with a report on the groups’ findings drawn from the summaries they presented to the meeting as feedback.

The Director-General’s opening address, the discussion group briefing notes, the list of participants and observers, the agenda and a complete list of documents are appended to this report. □

# II. Planning and implementing EFA

December 2002 is the deadline towards which EFA partners are working to complete planning processes. As a way of assessing progress India and Burkina Faso presented their experience of planning to date, each country telling the story from the point of view of government, civil society and academia. Presenters were asked to give attention to the organization of EFA planning, partnerships and consultation, and to sources of financing. The principal issues raised and the lessons learned are summarized below. The full papers are available on the EFA website: [http://www.unesco.org/education/efa/global\\_co/working\\_group/3rd\\_meeting\\_presentations.shtml](http://www.unesco.org/education/efa/global_co/working_group/3rd_meeting_presentations.shtml), or on request from UNESCO.

## Experience in India and Burkina Faso

EFA planning and implementation in **India** have been enhanced by a constitutional amendment enshrining the fundamental right to education. Central government EFA targets on primary school (eight years of quality basic education available to all children by 2010), adult literacy (75% literacy by 2005) and gender equality (by 2010 for first eight years of schooling) are more ambitious than the Dakar horizons. Planning for this involves a series of consultations at state and national level, with the inclusion of NGOs, research institutions and professionals as well as government at each level. School mapping and micro-planning at community level are also envisaged. Challenges in the planning process include inter-state disparity, and the need to reach remote and minority groups, and to avoid discriminatory provision based on gender and socio-economic parameters. Developing state-specific programmes, giving emphasis to early childhood education, linking literacy with life-skills and improving quality will require special attention. Financing is largely internal, and its effective use is a critical challenge. Partnership with civil society has brought school and community closer together; and the voice of civil society in moulding public opinion could be strengthened through interaction with the international community.

‘Indian democracy has the potential to provide more space for direct participation of people in education management.’

‘...irrespective of the policies adopted by the State, the poor have always found their own ways of overcoming the limitations facing them... The real issue is whether the policies and programmes aimed ostensibly for their benefit recognize this and support them in their endeavour.’

The urgent situation of child workers and the total incompatibility of child labour with universal quality education formed the basis for the civil society perspective. Along with a clear commitment to the right to education should go an unequivocal conviction that no child should work. Educational provision must respond to parental demand, and the system should provide an environment compatible with the needs of those families and children who are experiencing school for the first time – this implies, for instance, flexibility of admission rules and consciousness of the forces operating on children outside school. Schools need to give attention in their organization and their pedagogy to retaining children in school. Alternative educational provision should give the possibility to enter mainstream schooling. EFA planning and implementation must be based on firmly establishing children’s right to education.

A ten-year plan for basic education, adopted by **Burkina Faso** in 1999, is now in the process of updating to include the Dakar goals more specifically. This dovetails with PRSP processes, and also with regional efforts to put the education goals of the New Partnership for Africa’s Development (NEPAD) into operation. The planning process became more inclusive in 2002 with the establishment of a joint committee bringing relevant ministries and civil society together, with a national forum in July 2002. Civil society, included after lobbying efforts during the Global EFA Week, is represented through a formal grouping of NGOs, teachers’ unions and parents’ associations (Cadre de Concertation des

ONG et Associations en Éducation de Base au Burkina Faso – CCEB/BF). Newly established EFA steering committees at central, regional and provincial levels are charged with planning, supervising and evaluating educational planning. Flexibility in the implementation of plans is achieved by drawing up yearly plans of action in each province.

Funding is largely from three sources: the state budget, HIPC funding and external support. Flexibility in funding EFA is felt to be essential, with funding not too tightly targeted or timed. An inclusive process of planning will enhance flexibility, and this is seen notably in the creation of a fund for non-formal education administered jointly by governmental and non-governmental partners. Implementation should also proceed flexibly, avoiding rigid mechanisms or tight timetables, and working to include all the Dakar goals. Otherwise, to borrow a metaphor from football – ‘there is the danger of getting to the goalmouth very quickly, but without the ball!’

## Response to country presentations

Mr John Morris, of the Canadian International Development Agency (CIDA), responded to the country presentations by offering reflections on four areas: national EFA forums, EFA goals, EFA plans and key policy options. He began by noting the strong contrast between the size and situation of India and Burkina Faso, while observing that the goal is the same. His remarks highlighted the lessons to be learnt from the experience of each country.

National EFA forums: with different approaches, consultations and partnership-building are taking place. It was less clear how much information-sharing is part of this. Does it take place informally?

EFA goals: on an analysis of all six Dakar goals, both countries address primary education, adult literacy, gender equality and quality. There was less clarity about early childhood care and development, with questions about the nature of ‘care’, ‘development’ and ‘education’. Similar issues surround the promotion of lifeskills.

EFA plans: there is still some confusion between EFA planning and a national education plan. Burkina Faso described efforts to reconcile these two approaches. Consultation with civil society in planning is apparent in both places, though there remains a question whether this implies significant participation also. India indicated a

pro-active approach to excluded groups, such as minorities, remote and rural populations, refugees, and so on, using disaggregated data and school mapping.

Key policy options: Burkina Faso intends to use schools more effectively to increase opportunity for access. The improvement in the *quality* of education (in terms of teachers, textbooks, etc.) is well identified in both plans. Stimulating *demand* is another key policy option: making schools attractive, removing constraints and barriers have been addressed partially. India is making efforts in *non-formal education*. Two issues were not part of planning in either place: the role of universities in EFA, and the problem of HIV/AIDS.

Summing up, Mr Morris drew three questions from his observations:

- ▷ What kind of schools we are putting children into?
- ▷ How can we ensure that adults continue their education?
- ▷ Will tomorrow’s solution bring tomorrow’s problem?

## Discussion and recommendations

The plenary discussion developed further a number of issues:

- ▷ Efforts must be made to avoid multiple planning processes and to link EFA planning with other development sectors
- ▷ EFA planning processes should be increasingly inclusive, particularly with regard to the full participation of civil society. Several civil society representatives called for capacity-building so that NGOs and other civil society organizations are better equipped to take part in the policy debate and particularly to turn their extensive experience into policy input. It was noted that civil society action through the Global EFA Week in Burkina Faso had resulted in a more inclusive process. In addition, teachers’ organizations, not mentioned in the presentations, should participate in EFA planning.
- ▷ The distribution of resources of all kinds is crucial – finance, people, learning resources – and begs the question of how to transform the system of distribution. This is linked to policy choices.
- ▷ The broader scope of EFA was emphasized, both the goals beyond the formal school system and the links with secondary education and vocational training.
- ▷ The 2005 gender goal must be adhered to, with planning for it linked to the United Nations Girls’ Education Initiative (UNGEI); the issue of girls’ work, often invisible, and of child workers in general, needs urgent attention. □

# III. Financing EFA

## The Fast-Track Initiative

In his introductory remarks, Mr Robert Prouty of the World Bank highlighted the following points:

- ▷ The Fast-Track Initiative should not be seen merely as a World Bank initiative; the World Bank sees itself as the facilitator of a process working towards a broad international consensus.
- ▷ The Fast-Track Initiative is only a part of EFA efforts, alongside other plans in support of EFA. Although it concentrates on universal primary completion (UPC), it should also cover the gender and quality goals. Moreover, the other Dakar goals should also 'be part of the picture'.

In his presentation Mr Prouty quoted World Bank research which shows that 89 countries are currently not on track to meet the UPC goal by 2015. Some emerging challenges compound the problem: HIV/AIDS (particularly in Southern Africa), conflict situations, the widening knowledge and digital gap, and the distribution of information technology resources. Noting positive developments in EFA such as broader commitment within countries and in the international community, Guinea, Uganda and India (Uttar Pradesh) were cited as examples of significant progress. The indicative framework, which details targets for the efficient functioning of the primary education system, focuses on domestic commitment and service delivery. On the one hand, it should be seen as a global analysis, but on the other hand, it depends on a country-by-country assessment. Taking the example of teacher salaries: in some countries, they are not enough paid, in others, they are paid too much (in relation to the national budget). The indicative framework is a necessary but not sufficient condition for a good system – issues of distribution, context and management are crucial parameters.

External support under the Fast-Track Initiative should be incremental, flexible (including support for recurrent costs), better coordinated with lower transaction costs for recipients and predictable in order to enable planning over the medium term. The eighteen countries 'invited to apply', qualified on the basis of a completed PRSP and an existing education sector plan. For five additional countries, where out-of-school rates are the highest and where the largest absolute numbers of unschooled children live, the World Bank has 'made an effort', as these countries (four E-9 countries and the Democratic Republic of Congo) do not satisfy all the criteria.

## Discussion and recommendations

While welcoming the Fast-Track Initiative as an important step in honouring the commitments made in Dakar, Working Group members engaged in a lively debate around issues which must be borne in mind in implementing the initiative:

**Dakar agenda:** all six EFA goals should be kept in focus and equally need financial support – the EFA agenda must not be replaced by the education targets of the Millennium Development Goals (MDGs). The Fast-Track Initiative must avoid being too results-oriented, whereas the EFA movement is a process.

**Country selection:** the process of selection lacked transparency and not all selected countries have demonstrated a commitment to participatory consultation, which is a clear part of the spirit of Dakar. Selection should not be limited only to countries seen as 'donor darlings'. In this respect USAID proposed that increased aid should be linked to 'developing country readiness', which refers to a set of 'clear, concrete and objective criteria for measuring the commitment of countries and their progress in achieving EFA', and civil society, developing countries and the donor community should further develop such criteria.

**Funding modalities:** implementation of the Initiative should allow a range of funding modalities to be used, including coordination with existing arrangements. There is a need to go beyond the Initiative also, as many more resources are needed for EFA.

**Contextual factors:** in negotiating the implementation of the Initiative, special attention should be given to the role of teachers' organizations – current plans may lead either to confrontation with them or to their being co-opted. It was observed that the role of the disabled and their networks is neglected in current plans. HIV/AIDS and its impact on EFA must be fully factored in.

**Administrative arrangements:** the Fast-Track Initiative should avoid duplicating existing plans, for example in the area of monitoring EFA. Its secretariat should be the minimum necessary. The lessons of the pilot phase should be learned before any further phase is embarked upon. □

# IV. Strengthening partnerships

Strengthening partnerships is one of the central goals of the Working Group, with the aim of improving the coordination, coherence and impact of joint efforts. These purposes underlie the document entitled *An International Strategy to Put the Dakar Framework for Action on Education for All into Operation*, published in time for this meeting.

## The EFA International Strategy

Mr Abhimanyu Singh of UNESCO opened the session underlining the importance of the process that led to the elaboration of this new version of the EFA International Strategy from the last working group meeting, the High-Level Group, electronic consultation and task force meetings to this year's working group meeting. He also emphasized the fact that the Strategy is intended to be a living document, open to change. He encouraged all participants to help fine-tune this version further.

Mr Clinton Robinson of UNESCO presented the strategy, emphasizing that consultations had led to the change of the name from Comprehensive Strategy to International Strategy. This signals the role and usefulness of the Strategy as a reference document which proposes ways to maximize support from the international community to the national level. The Strategy is divided into two major parts: first, a presentation of five major elements of EFA and, second, proposals for the implementation of the twelve strategies set out in the Dakar Framework for Action. The five elements are:

- ▷ Planning
- ▷ Communication and advocacy
- ▷ Financing
- ▷ Monitoring and evaluation
- ▷ International and regional mechanisms

Four of these major elements are a necessary part of EFA promotion and support at national level, cast in a way that makes explicit the links with international action. The last

element addresses international coordination. Examples of Strategy 7 on HIV/AIDS and Strategy 9 on enhancing the status, morale and professionalism of teachers served to illustrate how international support may enhance the implementation of the Dakar Framework. Asking the question 'What value does the International Strategy add?', Mr Robinson suggested a threefold role:

- ▷ A tool for setting priorities
- ▷ A grid in assigning responsibilities
- ▷ A reference guide to areas of mutual support

In conclusion, the International Strategy will serve as a working document in discussions and negotiations between national and international partners, and among international partners themselves, as exemplified by this meeting.

## Discussion and recommendations

In a brief discussion, members of the Working Group were concerned to link the International Strategy with existing and planned actions, in particular with the United Nations Literacy Decade, and with regional projects and programmes. Inter-agency meetings should define linkages, identify common issues and focus the partnership. There was also a call for a task force to be created to explore an education paradigm appropriate for the twenty-first century.

The representative of the Food and Agriculture Organization of the United Nations (FAO) announced a new flagship on education for rural people. The flagship intends to create synergy between education in and out of schools across age groups and fighting poverty and hunger. The representative underlined that 70% of the world's poor live in rural areas.

While welcoming the Strategy as a way to bridge the gap between the national and international levels in EFA, questions were posed regarding the best way to use it and to monitor its effectiveness. □

# V. Group discussions

Four groups each took a major aspect of EFA partnership and structured their discussion around a set of questions, based on a briefing note (see Appendix 2). The questions and a summary of the group's deliberations are presented here.

## Group 1. Sustainable political commitment with particular attention to advocacy and communication, including Global EFA week

Questions for discussion (*facilitated by UNESCO*)

1. In the light of your experience of promoting EFA at national level, or with national partners, what are the principal obstacles to increasing political commitment, and what steps would you propose to overcome them?
2. In what ways can all ministries concerned with EFA best join forces to build political commitment to EFA?
3. From your experience, how adequate are the advocacy instruments, current and envisaged, for building political commitment? How can the *Monitoring Report* in particular enhance efforts in this regard?

The following were identified as obstacles to increasing political commitment and ways to overcome them:

- ▷ Inclusion and acceptance by governments of civil society and NGOs as fully fledged partners, participating at the highest political levels.
- ▷ Use of the untapped knowledge and experience of the disabled community and networks; both governments and media tend to ignore these groups whose needs will only be met on the basis of consultation.
- ▷ Need for mobilization, planning and funding at sub-national level.
- ▷ Need to mobilize for EFA within donor countries also, where EFA awareness is very low among the public.
- ▷ Inclusive approaches to the establishment of EFA forums or other consultation groupings, with broad engagement of stakeholders early in the EFA process.

On the question of inter-ministerial cooperation, there was agreement that this is complicated by education responsibilities being divided among a number of different ministries. Moving beyond this requires high levels of political will and coordination.

Ideas flowed freely with regard to the use of instruments of advocacy and communication:

- ▷ Getting newspapers/their publishers involved in EFA: newspapers do carry stories about education but not under the heading of EFA; they are mostly interested in emergencies and what goes wrong
  - Positive example: Nigeria. During EFA week, six Dakar goals published in newspapers in local languages – positive feedback!
  - Positive example: 'Newspapers in Education' (newspapers distributed as supplementary learning/reading materials to schools);
  - Positive example: Raising the status of reporting on education by training journalists.
- ▷ Importance of tailoring messages to different target audiences: present the same message in different versions for different target audiences (e.g. develop different versions of the EFA website for students, teachers); develop messages for use through specific means of communication (e.g. rural radio).
- ▷ Need for right 'packaging': EFA as a topic of little interest to newspapers, but literacy is; EFA stories need to be presented with a human face, with easy-to-grasp information and data; accessible messages; no bombarding of media with press releases and huge reports; tie EFA into larger political context and to current political topics to make it more attractive to the media (example: EFA in the context of globalization).
- ▷ Develop advocacy tools to reach those not reached by current tools: people with no access to internet, disabled people, people not interested in/able to read publications like the *Monitoring Report*. Current tools address mostly the higher administrative/political level (and preach to the converted).
- ▷ EFA week: need for earlier notification of all concerned partners to allow for better preparation and avoid duplication.
- ▷ *Monitoring Report*: need to monitor EFA achievements by social group, including breakdown for disabled people.
- ▷ Get inspiration from other successful publicity campaigns (e.g. Rights of the Child): posters for schools; bookmarks with the EFA logo; develop prototype EFA materials for use by students, teachers.

- ▷ Use UNESCO Clubs and Associated Schools Network for dissemination of EFA messages.

Later discussion on this feedback in plenary produced the following additional suggestion:

- ▷ Efforts should be made to lobby parliaments for EFA, facilitating visits during which parliamentarians can see progress for themselves.

## Group 2.

### Planning and implementation: role of international agencies and donors

Questions for discussion (*facilitated by UNICEF*)

1. How can international agencies and donors help to ensure that EFA plans, and the planning process, are properly grounded through greater involvement of civil society and other interest groups?
2. How can we ensure that countries have the total resource package they need for successful planning and implementation, rather than just the financial slice of that package?
3. What role can donors and international agencies play in putting this new concept ('accompanying countries') into operation in the countries most in need of being 'accompanied'?

The following were recommended as strategies that would enable international development partners to support EFA planning at national level:

- ▷ Ownership at country level by all stakeholders, at all levels, including indigenous people, minority groups, private sector.
- ▷ Support innovations and south-to-south experience sharing, creating opportunities for reflection.
- ▷ Need for coherent messages, and transparency of roles and responsibilities.
- ▷ Decentralized planning and the use of 'bottom-up' approach that is country-driven rather than donor-driven.
- ▷ Harmonize social services and macro-economic reform policies.
- ▷ Include crosscutting issues such as HIV/AIDS and child labour.
- ▷ Enlarge donor table to include INGOs and other development partners, as equal partners. Build capacity of all players at the table, including civil society.
- ▷ Include finance, expertise and experience in resource package.

A number of further strategies were suggested to enable international development partners (IDPs) to support implementation at national level.

- ▷ Although the country remains in charge of the process, IDPs need to ensure support to a quality process of implementation.
- ▷ The concept and process of IDPs 'accompanying' should have its base in the principles of flexibility and common responsibility for success or failure.
- ▷ Build capacity for leadership at community levels in order to sustain EFA strategies for implementation.
- ▷ Ensure the inclusion and partnership of academia and the private sector.

The group identified two action points:

- ▷ Elaborate the concept of 'accompanying' as one strategy for supporting EFA partnerships
- ▷ The Fast-Track Initiative, in the spirit of an initiative owned by the IDPs and as a concrete response to the promises made at Dakar, should include the following criteria:
  - Partnership
  - Consultation
  - Flexibility
  - Process driven

## Group 3.

### Financing EFA: domestic resource mobilization and external support

Questions for discussion (*facilitated by the World Bank*)

1. What are the prospects for increased domestic resource mobilization for EFA, particularly in the poorest countries? What is the role for the international community in this?
2. Money talks. Money silences. How can funders ensure that their financial muscle does not skew national priorities?
3. Current external financing initiatives above all address primary schooling. What needs to happen so that more external support is made available to other parts of the Dakar agenda: early childhood care and development, life-skills for youth, adult literacy, quality issues?

Noting that these questions are related, the group tackled them as a whole and identified important contextual parameters: first, that external resources are small in proportion to national budgetary provision for EFA; second, that EFA covers various levels and aspects of education; and third, that there are multiple mechanisms for financing.

For coordination of financing at national level, the following are necessary:

- ▷ Real ownership and in-country coordination.
- ▷ Need for donor meeting regarding specific financial framework.
- ▷ Government leadership in planning, qualitative and quantitative monitoring, and evaluation.
- ▷ Genuine partnerships with civil society and donors.
- ▷ Harmonization of donor agency procedures and mechanisms and a code of conduct plus multi-donor consortium.
- ▷ Institutional capacity for effective coordination.

The Fast-Track Initiative, based on an estimate of a financing gap for UPE of US\$2.5 – 5 billion, was accepted as a way forward for the pilot countries. Absorptive capacity can be increased by channelling funds to school level.

Optimal domestic mobilization of funds will involve: improving efficiency in using national resources; increasing involvement of private sector; and encouraging more equitable mobilization of revenue and expenditures.

As part of building the capacity to improve and increase EFA implementation, a number of measures will be needed:

- ▷ Strengthening institutional framework for financing EFA.
- ▷ Including civil society in training plans and programmes.
- ▷ Providing training at national and regional and school levels.
- ▷ Finding ways and means to ensure that the capacity is sustained.

The group called for a better use of knowledge, seeing it as a shared commodity. Data must be relevant and available in order to inform policy, planning and implementation. Some issues for immediate action were identified:

- ▷ Countries in crisis – need a tailor-made approach.
- ▷ Abolition of user fees and charges.
- ▷ Funding procedures among donors – common priorities, simplified procedures, code of conduct, common framework for measurement and evaluation.
- ▷ Policies for equitable revenue and expenditures in-country.
- ▷ Improved national accountability.

In a brief feedback discussion in plenary, further remarks focused on:

- ▷ Establishing criteria for Fast-Track funding beyond the pilot phase.
- ▷ Factoring in the new development funding commitments made at the Development Financing Conference in Monterrey and ensuring aid effectiveness.
- ▷ Donor behaviour: should they also reflect on stages of their own readiness in EFA funding?
- ▷ Using the five elements of partnership and action in the EFA International Strategy – they are a concrete way to look at the implementation of the twelve Dakar strategies.

## Group 4.

### Assessing progress: bridging the data gap

Questions for discussion (*facilitated by the UNESCO Institute for Statistics (UIS)*)

1. What processes should be adopted to determine new EFA indicators and to manage their development?
2. What are the relative advantages of different sources of data including administrative data, school surveys and household surveys? How can a combination of sources be best mobilized to monitor EFA?
3. What channels and means are there to obtain data from post-conflict countries, countries in crisis and other countries lacking adequate infrastructure?
4. How can we balance the short-term requirements of data for the *EFA Monitoring Report* and the long-term needs for sustainable capacity-building of national statistical systems?
5. There are gaps in data provision even for some key indicators and the time lag for receiving data to feed into international monitoring is unacceptably long. In the light of these problems what can be done to help in collecting more comprehensive up-to-date data in order to monitor progress towards EFA goals as expeditiously as possible?

Addressing these questions in a holistic manner, the group first identified two principal objectives for monitoring and the use of data:

- ▷ Assist national policy-making.
- ▷ Allow assessment of progress towards the Dakar goals for all countries.

It was noted that these can create a tension between building sustainable data collection systems in country and provision of timely data internationally. At an international level progress could be made in the following areas:

- ▷ Agree a set of core indicators to be used by all international organizations – these might be five or six in number, but certainly fewer than the eighteen EFA indicators. This responds to pressure to measure outcomes and will require intensive dialogue between partners. However, a reduced set of indicators could result in a partial picture which may not always useful at national level.
- ▷ Recognize that data collection is expensive and consider the possibility of donor funding.
- ▷ Make better use of existing data, including greater use of survey data to complete administrative data. At country level the following suggestions were made:
  - ▷ Recognize that priorities for data needs change over time.
  - ▷ Make greater use of qualitative measures.
  - ▷ Collect data on gender, HIV/AIDS, health, etc. on a sample basis, using more innovative approaches and building partnerships to use data from other sources.
  - ▷ Build upon existing databases.
  - ▷ Need for independent verification – this could be done by education-specific bodies or general statistical bodies.

Discussion of the group's recommendations in plenary session added the following recommendations:

- ▷ Data on rural areas must be collected specifically in order to monitor the rural/urban gap.
- ▷ A forum needs to be established where new indicators can be developed, for example on adult literacy, with participation of civil society.
- ▷ School-level management of data should be strengthened – this can be a direct and rapid way of ensuring reporting of data, using electronic communication technologies. □

# VI. The EFA Monitoring Report

Professor Christopher Colclough, Director-Designate of the *Monitoring Report* team, traced briefly the history and vision of the *Report*, recalling the EFA High-Level Group's requirement that it should be authoritative and analytical. It should also hold EFA partners accountable for the commitments made in Dakar. Its aims are fourfold:

- ▷ To monitor progress towards the six Dakar goals.
- ▷ To assess the EFA planning process.
- ▷ To monitor the commitment of lenders, donors and civil society.
- ▷ To measure the gap in resources required to meet EFA goals.

Mr Simon Ellis of the EFA Observatory at UIS reported on the structure of the section to be devoted to monitoring the six Dakar goals, noting that indicators will for the most part measure national progress, with a few core indicators for international comparison. Data will be included from all sources, with a particular need to collect data from NGOs. He raised the following issues with regard to each of the Dakar goals:

- ▷ Early childhood care and education: data are needed on the wide range of provision – public, private, and other. What is the age range under consideration? Could health indicators be utilized?
- ▷ Universal primary education/completion: moving from gross enrolment ratio to net enrolment ratio. What do children actually learn? What is happening in school?
- ▷ Life-skills: this is the most problematic – what do we mean by life-skills? An international consultation is needed to lay a conceptual basis. Existing measures are inadequate.
- ▷ Literacy: existing measures are inadequate here also. Work on survey methodologies is being undertaken.
- ▷ Gender: indicators revolve around enrolment and survival in school, but what about learning content and quality from a gender perspective?
- ▷ Quality: a large number of indicators exist (teachers, infrastructure, achievement, etc.) but little consensus around them. UIS will seek to set out a framework.

Measurement of the education Millennium Development Goals should be consistent with measuring EFA progress. NGO data are especially needed for non-formal education; otherwise there is a danger of under-estimating progress.

Professor Colclough concluded by outlining the contents of the other sections of the *Monitoring Report* – planning, financing and the assessment of international commitments.

## Discussion and recommendations

The discussion showed the importance attached to the *Report* by the Working Group. The following issues were raised:

- ▷ The quality of data must be ensured, by improving the timeliness of collection and monitoring data from additional sources.
- ▷ The whole Dakar agenda – all six goals – must form the focus of the Report.
- ▷ The *Report* must take care to look for data to address the situation of particularly marginalized groups, such as rural populations, ethnic minorities, the poorest, orphans and other out-of-school children, mothers' education, conflict situations, non-formal education.
- ▷ The *Report* should also assess whether there may be better ways of investing limited resources than simply putting more children in school.
- ▷ Peace and international understanding should be monitored along with the proposed human rights and human capabilities framework.
- ▷ A common framework for assessing plans and planning processes should be adopted, including mobilization.
- ▷ The *Report* should ensure mutual evaluation – including the evaluation of international partners, for instance donor coordination.
- ▷ The *Report* should look at where resources other than money actually end up – books, equipment, etc.
- ▷ Human interest stories will be an important dimension.
- ▷ A number of perspectives should be included in the *Report*, avoiding the impression that EFA is being viewed through a single lens.

In the light of the number of comments made, members of the Working Group were invited to give further written input to the *Monitoring Report* team. □

# VII. The High-Level Group

Mr Abhimanyu Singh, Lead Manager of UNESCO's Dakar Follow-up Unit, presented the main lines of the provisional programme and agenda of the second High-Level Group Meeting on education for all, to be held in Abuja, Nigeria (19-20 November 2002). First, he recalled that the Dakar Framework for Action stipulates in paragraph 19 that '...UNESCO's Director-General will convene annually a high-level, small and flexible group. It will serve as a lever for political commitment and technical and financial resource mobilization.' During the first meeting in 2001, there were concerns about its structure and process. The group could have been smaller, but its representative structure and its flexibility should be maintained.

Concerning the 2002 meeting, Mr Singh highlighted the importance of close consultation among major EFA partners. The work done by the Working Group is closely linked to that of the High-level Group which will also consider the major elements of EFA: planning, advocacy, financing and strengthening partnerships. After a public opening session the meeting will be divided into six substantive sessions:

- (1) EFA Monitoring report 2002
- (2) Achieving gender equity
- (3) EFA planning
- (4) EFA financing
- (5) EFA partnerships
- (6) Adoption of the Final Communiqué

Following the Abuja meeting, a donors' meeting is scheduled for 27 November in Brussels, the major working document for which will be the 2002 EFA *Monitoring Report*.

In subsequent discussion, concerns were expressed about the size of the group and the shape of the proposed agenda. Since it appears to focus on information-sharing, would the meeting lead to a problem-solving approach and to time-bound actions as a result? A small group of 'sherpas' would take the agenda forward in this respect; the issue of size must be balanced with the need to be representative. Questions were asked also about the use of the *Monitoring Report* – to which Mr Singh responded that it would be used to highlight the challenges that emerge in terms of the six goals. It was suggested that consideration be given to widening participation in the High-Level Group beyond education ministers to include ministers of finance and of development, even of health with respect to early childhood issues. In response, it was noted that finance and development ministers have been invited. □

# VIII. Conclusion

## Key outcomes and recommendations for action

**Planning for EFA:** planning processes for EFA may take place legitimately in a number of frameworks – what matters is that the processes are fully inclusive and that they address all the six Dakar goals; special attention must be given to ensuring the participation of civil society.

**Communication and advocacy:** the communication job is never done! Sustained and creative communication and advocacy strategies will focus on influencing policy-makers, increasing political commitment and building awareness among the public.

**EFA financing:** the Fast-Track Initiative will best be implemented by giving full attention to its negotiation in particular contexts. The financing of Dakar goals beyond UPE must urgently be addressed.

**Monitoring and evaluation:** the *Monitoring Report* will provide a high-profile tool; it should monitor the full range and complexity of the Dakar goals, as well as evaluating the performance of all EFA partners.

**International coordination:** the High-Level Group will be most effective if it is action-oriented. The EFA International Strategy may serve as a tool in structuring partnerships between national and international partners.

## Final remarks

The UNESCO Assistant Director-General for Education summed up by offering an assessment of the one-and-a-half days of talks, noting first of all that this is not a long-term perspective dating back to Jomtien, but rather a more recent one. He detected a real and significant change in the spirit and style of this meeting, in comparison to last year's event. In particular

- ▷ Full engagement by all the participants – a collaborative spirit seeking to drive the EFA movement forward.
- ▷ Keen focus on the issues rather than statement of particular experience.
- ▷ Encouraging reports from India and Burkina Faso demonstrating substantial progress and in which Working Group members showed real interest.
- ▷ Important lessons from these reports on engaging civil society and recognizing the process as being as important as the output.
- ▷ Intensive work on EFA financing, with a commitment to keep working on it in partnership, and the need to give shape and reality to the Fast-Track Initiative in the next year.
- ▷ Appreciation for the welcome given to the International Strategy which would serve as a desk reference guide.

In conclusion, he stated that EFA is possible if pledges are kept, and the quality and intensity of partnership in evidence at this meeting are maintained. □

# Appendices

## 1. Address by Mr Koïchiro Matsuura

Director-General of UNESCO

Colleagues,  
Ladies and Gentlemen,

It gives me great pleasure to welcome you to the third meeting of the Working Group on Education for All (EFA). I see before me a number of faces that are familiar from previous meetings of the Working Group or other occasions but, in addition, there are many new participants, to whom I offer a particularly warm welcome and my special thanks for coming here. I believe it is very important that the Working Group combines the benefits of continuity with the refreshment brought by new voices and different constituencies of opinion and interest. I will return to these considerations later.

During the course of our meeting last year, we received the shocking news of the events of 11 September. These events occurred just days after the 46th session of the International Conference on Education (ICE) in Geneva, organized by UNESCO's International Bureau of Education (IBE). The theme of this Conference, which was attended by Ministers of Education from around the world, was "Education for all for learning to live together". Clearly, someone's finger was on the pulse of our times.

It has to be said that the Conference was not a response to terrorism or its threat, but was focused on the divisions, tensions and conflicts within and between societies that make peace vulnerable or place it out of reach. Addressing this broader agenda, the Conference's participants agreed that much more must be done through education, and education for all in particular, to foster learning to live together.

My reasons for raising this matter are two-fold. First, I wish to emphasize that learning to live together is a vital and fundamental educational issue not simply for UNESCO, for whom it has a natural appeal and resonance, but for all of us. The theme of learning to live together has a somewhat subdued presence in the Dakar Framework for Action but it

is certainly part of what EFA is all about. Second, this issue reminds us that, while EFA is important in its own right, it serves a number of other purposes. This is evident from the way that different partners bring different perspectives, interests and priorities to bear upon the EFA agenda. Some may see basic education first and foremost as a vital factor of economic growth or social development. For others, EFA is a vehicle for national mobilization or national reconstruction. Some may see EFA mainly in terms of gender, especially the educational rights, needs and opportunities of girls and women, while others may regard it as a way to overcome social exclusion and poverty or to promote universal values, human rights and fundamental freedoms.

These alternatives, of course, do not exhaust the range of perspectives available, nor are they mutually exclusive. But they do serve to highlight the fact that the EFA movement is broad and pluralistic. The strength of our partnership, in fact, derives from two main sources. On the one hand, the EFA vision and the Dakar goals are agreed and attract our collective commitment. On the other hand, by harnessing and harmonizing our different approaches, strategies and priorities, our EFA partnerships bring a variety of strengths into play.

Ladies and Gentlemen,

Today, the EFA vision is more compelling than ever. It is a vision which continues to shape the purposes and processes of this Working Group and which has found expression in a number of encouraging ways since we last met. I would like first to recall several positive developments of the past months before outlining some changes affecting the specific context of this meeting.

In the two years since Dakar, we have all been concerned to see real and measurable progress in EFA at the national level. Planning and the allocation of resources are central

strategies, and there has been progress on both fronts. The planning deadline of December this year is focusing effort in many countries, though it is clear that some will have difficulty in meeting that deadline. There was some questioning of the framework within which national EFA planning should take place, but there is now a broad-based consensus on the need for flexible processes. What is important is that EFA planning should take place, as a deliberate and inclusive process at national level, whether the framework is education sector planning, a PRSP process or some other planning framework. This consensus, I believe, has enabled clearer lines of communication and support to be established among partners – particularly between the national and international levels. The insights of India and Burkina Faso at today's meeting will be instructive in this respect. Moreover, the regional forums on EFA planning, which UNESCO has facilitated, have maintained the planning momentum and enriched national efforts.

Last year, concerns were expressed about the coherence and coordination of international efforts in support of EFA, so I am particularly pleased to present to you the 'International Strategy to put the Dakar Framework for Action on EFA into operation', which has been published in time for this meeting. This Strategy reflects in large measure the fruit of the labours of the Working Group's meeting last year. You tackled frontally the challenge of giving shape to such a strategy and you gave professional leadership to the task of structuring its contents. The High-Level Group picked up the work and delegated to a representative Task Force the job of producing the document. It now presents five core elements of EFA strategy, as well as spelling out what it will mean to put the twelve Dakar strategies into operation. It thus provides a framework for EFA partnerships, particularly how international agencies can best support action at the national level.

With regard to EFA financing, recent meetings have increased the likelihood of fulfilling the Dakar commitment that "no countries seriously committed to education for all will be thwarted...by a lack of resources." We welcome the pledges of Monterrey and the G8 Summit in Canada. The idea of a development compact is highly attractive and the broad emphasis on issues of good governance, such as democracy, human rights, accountability and responsibility, is welcome. Allow me, however, to briefly raise a cautionary note by asking whether this stress on governance will always be helpful to education. If increased support to education is made dependent on the wide-scale reform of an entire system of governance, education may be held back through no direct fault of its own. Perhaps it would be preferable for educational assistance to be linked to the reform of the administration, governance and accountability of the education system itself. I believe that careful

monitoring of how the development compact influences education should be undertaken. I would welcome the Working Group's reflections on this matter.

With regard to the G8 meeting in Canada in particular, the G8's concern to reduce the burden on recipient countries is commendable, as are the G8's efforts to maintain convergence among EFA partners. It is clear that the work of the G8's Education Task Force raised awareness among the world's leading industrialized countries of the challenge and fundamental value of investing in education. I should add that I had a very useful exchange of views with members of the Task Force at its final meeting in Paris in mid-May.

The educational challenge in Africa remains daunting, not least because efforts are seriously threatened by the HIV/AIDS crisis whose impact may reduce life expectancy by over 40 years in some countries. I am heartened by the emerging support for the New Partnership for Africa's Development (NEPAD), which was endorsed at the G8 Summit in Canada. The US\$6 billion promised in new support to Africa must include substantial allocations to basic education in order to develop the full potential of the continent's rich human resources.

The World Bank's 'fast-track' initiative, part of its action plan for EFA, provides a mechanism for moving resources effectively and quickly to countries ready to implement plans for primary education. The World Bank deserves much credit for this initiative and for raising the profile of education within its own scheme of priorities. In addition, we should acknowledge that the role of civil society in shaping these financing schemes and moving them forward has been crucial.

Communication and advocacy are important strategic tools, as illustrated by the Global EFA Week held last April which included activities in 90 countries. I would like to express my appreciation for the efforts made by civil society organizations to publicise the event and to engage national civil society and non-governmental networks in planning activities to mark the Week. This expanded considerably what was undertaken by national governments, sister UN agencies and UNESCO's regional and cluster offices. I look forward to increasing such fruitful cooperation in the coming year. Please note that, during a recent video conference on girls' education arranged by the United Nations Development Group (UNDG), I suggested that next year's EFA Week might take gender equity as its main theme, bearing in mind the imminence of the 2005 deadline. This suggestion received support on that occasion. The advice of the Working Group on this matter would be appreciated.

I turn now to two important developments occurring over the past months which help to contextualize this Working Group meeting: first, the new investment in the EFA Monitoring Report and, second, the changing nature of the High-Level Group.

Both the Working Group and the High-Level Group called last year for an analytical and authoritative monitoring report. It is therefore gratifying that a competent team has been put together and that it is hard at work to produce the 2002 Report. As agreed, this team will enjoy the independence it needs to produce a rounded and objective report.

While the team is hosted by UNESCO and benefits from the logistical support of the Dakar Follow-up Unit here at Headquarters and the professional expertise of the Institute for Statistics in Montreal, the EFA Monitoring Report is very much an exercise in broad partnership. Thus, it will draw upon the financial data of OECD regarding aid flows and on data generated by the World Bank, whose valuable analytical work has been vital for identifying EFA-related financing gaps.

I would like to express once again my particular thanks to DFID (UK) for its support for the EFA Monitoring Report. DFID's support has been both generous and timely and has made a great difference. I should also mention that we have received an indication of potential support from SIDA of Sweden for the EFA Monitoring Report, in recognition of its importance for the work of Dakar follow-up and the International Strategy. We very much welcome such further support.

During your deliberations, you will have the opportunity to comment on progress made so far towards the generation of the 2002 EFA Monitoring Report. Indeed, the Working Group's advice to the team is a vital contribution to the whole process. In this regard, please note that the Editorial Board of the EFA Monitoring Report will meet immediately following this meeting of the Working Group. Your reflections and advice will therefore be quite timely.

The High-Level Group met for the first time last year and, amongst other things, called for changes in the way it functioned. This year, when it meets in November in Abuja, Nigeria, it will be smaller, more outcome-oriented, more business-like and with a more focused agenda, based on a high quality EFA Monitoring Report. I am optimistic that this year's meeting of the High-Level Group will provide a step-change in the dynamics of the Dakar follow-up process. A significant related development is that, back-to-back with the High-Level Group, on 27 November 2002 there will be an EFA Donors' Conference in Brussels hosted by the European Commission.

The Working Group adds value to the EFA process by being the only forum where technical and professional experts representing all parts of the EFA family gather internationally. The High-Level Group and the Working Group share common ways of working. Continuity is assured by the sustained presence of multilateral and bilateral representatives, while fresh perspective comes from a rotating membership from developing countries. Over a number of years, this approach will enable all developing countries to take part in these processes. Links between the two groups will be provided by a meeting of high-level aides ('sherpas'). In addition, commonality of agenda is ensured by being centred around the elements of the EFA International Strategy: planning, advocacy, funding, implementation, monitoring, and building and strengthening partnerships.

In conclusion, I return to the strategic timing of this meeting. Two years on from Dakar, we see progress in putting mechanisms and resources into place to move the EFA agenda forward. The six Dakar goals reflect that renewed commitment and, in a meeting like this, we must ensure that no aspect of these goals is neglected. We must take the measure of our joint international efforts to guarantee that no population group remains marginalized from appropriate educational opportunities and no country is abandoned or overlooked, including countries in conflict and in post-conflict situations. The vision of Education for All remains just that – I urge you to keep this vision before you in your deliberations, and wish you every success in your efforts.

Thank you.

## 2. Discussion group briefing notes

### Group 1: briefing note

*Topic: Sustainable political commitment with particular attention to advocacy and communication.*

*Facilitator: UNESCO*

Political commitment to EFA is the cornerstone of progress at national level. With political commitment, governments will put in place a policy framework to put education high on the national agenda, with basic education having a central place within that. Political commitment is also the basis on which priorities will be set and thus by which resources will be allocated. Commitment to all six Dakar goals means vigorous inter-ministerial communication at national level, and strong inter-agency communication at international level.

The conceptual and motivational underpinning of political commitment to EFA is the extent to which education is seen as crucial to national development. How central to the national agenda is the full realisation of human potential of the population and the building of capacity through education? Where education is seen both as a human right in itself and as an instrument of development in all its facets, it is likely that political commitment to EFA will be high. In order to sustain this commitment in the long term – to the EFA target date of 2015 in the first instance – education must keep its place in the political agenda, however strongly competing priorities press for attention.

How are EFA messages communicated among national EFA partners and the wider public? Clear communication and sustained advocacy are essential for strengthening political commitment. At the national, regional and international levels, a number of advocacy instruments are already available and others are envisaged. These include the EFA electronic bulletin, the Global EFA Week and existing web-sites; the annual Monitoring Report could be a major advocacy tool, and a new independent and interactive EFA web-site is a possibility. Other means of communication and advocacy should be explored at each level.

#### Questions for discussion

1. From your experience, how adequate are the advocacy instruments, current and envisaged, for building political commitment? How can the Monitoring Report in particular enhance efforts in this regard?
2. In what ways can all ministries concerned with EFA best join forces to build political commitment to EFA?
3. In the light of your experience of promoting EFA at national level, or with national partners, what are the principal obstacles to increasing political commitment, and what steps would you propose to overcome them?

### Group 2: briefing note

*Topic: Planning and implementation : role of international agencies and donors*

*Facilitator: UNICEF*

There is now a consensus that EFA planning must build on existing plans and planning processes, in whatever framework best fits the national circumstances and partnerships. Such frameworks include SIPs, SWAPs, PRSPs and UNDAF, as well as major sector projects in some cases. To date these frameworks have been dominated by a financing culture that brings donors and the recipient country together, to review plans and agree on mechanisms for implementation, monitoring, evaluation, etc. This has two disadvantages: first, plans tend to be developed by technical experts with little, if any, real involvement of civil society and other interested parties. Second, there is a focus on financial resources that excludes other vital requirements. Countries need assistance to address these issues in a constructive manner. **How can international agencies and donors help to ensure that EFA plans, and the planning process, are properly grounded through greater involvement of civil society and other interest groups? How can we ensure that countries have the total resource package they need for successful planning and implementation, rather than just the financial slice of that package?**

Credible EFA plans are essential for countries to achieve the goals set out in the Dakar framework, as well as the MDGs. However, such plans in themselves are no guarantee of success. Another critical requirement is financial resources, and that is why international support can often be vital. It is important to recognise however that credible plans plus financial resources do not necessarily add up to successful achievement of the goals. How can we best assist countries with implementing these plans and using these resources in the most effective and efficient manner. This is partly a matter of being able to monitor progress and evaluate outcomes. However an important new concept in this area might be to ‘accompany’ countries on the road to achieving these goals. This goes beyond the conventional notion of partnership. It acknowledges that the country is in charge of the process, but entails walking the route in an everyday sense and being there to deal with the various problems and obstacles as they arise. It requires a non-dominating role, but one that also takes an objective approach of advocating what seems best for the country and is able to conduct an on-going dialogue on what is best. It is about empathy that does not condone negative practices and weak strategies. It is about going the extra mile whilst allowing the country to develop its own capacity for service delivery and development. **What role can donors and international agencies play in putting this new concept into operation in the countries most in need of being ‘accompanied’?**

## Group 3: briefing note

**Topic: Financing EFA:**  
**domestic resource mobilization and external support**

**Facilitator: World Bank**

The international community has made various estimates of the cost of the EFA goals, and of the additional external financing which will be necessary to cover the cost. As part of the EFA planning processes governments are making estimates of costs and resource needs at the national level. There is considerable variation in what is included in these costings, and it is clear that there is still a need to cost the whole of the Dakar agenda. More work must also be done at national level to produce cost projections for the next 13 years, with detailed estimates for the next five years.

Domestic resources represent the vast majority of funds available for EFA. In Sub-Saharan Africa on average 96%-97% of total education expenditures are covered from national budgets, although in a few cases less than 50% of the education budget is from national sources. Allocation of further resources at national level depends on political will (see Group 1) and on availability. In mobilizing national resources there must be no recourse to user charges of any kind – this has been shown to be totally counter-productive in terms of the aims of EFA. The options are therefore to increase the absolute amount of resources available by enhancing the tax base, or to re-allocate resources to education from other calls on the budget (eg reducing military expenditure to increase educational spending). There may also be options of raising resources through NGOs and civil society or the private sector.

In most cases, therefore, external resources make a modest contribution to national education budgets. In these circumstances, the providers of external funding partners must be sure to take the time to understand and fit into nationally determined priorities in the negotiation of aid. This is important in order to avoid the danger of the asymmetry of relationships that can arise when money, however little in relative terms, is on offer.

The ‘fast-track’ initiative is a welcome injection of funds, if it is resourced as foreseen. Other areas of EFA than primary education also need addressing in similar terms. Negotiations surrounding the application of the indicative framework, a condition of the ‘fast-tracking’ process, will require particular sensitivity to each context. With regard to any external support initiative, aid modalities need to ensure that the transactional costs on Southern governments are kept as low as possible and that the process serves to increase capacity, confidence and negotiating skills.

### Questions for discussion

1. What are the prospects for increased domestic resource mobilization for EFA, particularly in the poorest countries? What is the role for the international community in this?
2. Money talks. Money silences. How can funders ensure that their financial muscle does not skew national priorities?
3. Current external financing initiatives above all address primary schooling. What needs to happen so that more external support is made available to other parts of the Dakar agenda: early childhood care and development, life-skills for youth, adult literacy, quality issues?

## Group 4: briefing note

**Topic: Assessing progress: bridging the data gap**

**Facilitator: UIS**

Assessment of progress serves not only to indicate how far and how fast the world is moving towards the Dakar targets, but also to give input into identifying needs, into planning, and setting priorities. This requires data that are timely, as complete as possible, reliable and available.

Timely data: the time lag in collecting and collating data means that there are as yet few or no data from the post-Dakar period. Country data of more recent date may be available and it will be posted on the web as promptly as possible. However, data at the international level which provide the basis for calculating indicators takes longer to assemble. Timeliness, with full regard for reliability and accuracy, is a hard nut to crack.

Complete data for all countries: the goal is to compile data from each country, and capacity-building efforts are improving the situation. Countries in crisis and post-conflict situations present special difficulties. For some countries estimations may be used, based on partial data or past experience.

Complete data for all Dakar goals: again, this is the aim. Data for primary education are the most complete, being collected most consistently by countries. Several Dakar goals present more difficulty in terms of data collection, reliability and assessment: adult literacy, early childhood care and development, life-skills, quality issues. Work on developing and agreeing indicators for some of these is proceeding as a cooperative venture.

Reliable data: reliability depends on the quality of data, and this depends in turn on capacity at the national level. UIS has held regional capacity-building seminars to address this issue. A further strategy is to use data from a variety of sources – civil society and NGOs, multilaterals, bilaterals.

Available data: the Monitoring Report, whose editorial team is now at work, aims to provide an independent, analytical and authoritative assessment of EFA each year and will be widely disseminated.

### Questions for discussion

1. What processes should be adopted to determine new EFA indicators and to manage their development?
2. What are the relative advantages of different sources of data including administrative data, school surveys, and household surveys? How can a combination of sources be best mobilised to monitor EFA?
3. What channels and means are there to obtain data from post-conflict countries, countries in crisis and other countries lacking adequate infrastructure?
4. How can we balance the short term requirements of data for the EFA Monitoring Report and the long term needs for sustainable capacity building of national statistical systems?
5. There are gaps in data provision even for some key indicators and the time lag for receiving data to feed into international monitoring is unacceptably long. In the light of these problems what can be done to help in collecting more comprehensive up-to-date data in order to monitor progress towards EFA goals as expeditiously as possible?

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# 4. Agenda

## **Expected outcomes:**

1. Increased mutual awareness and stronger partnerships for EFA
2. Overview and deeper mutual understanding of the progress and challenges of implementing EFA with regard to:
  - planning
  - financing
  - advocacy
  - monitoring
3. Broad consensus on the place and implementation of the EFA International Strategy
4. Recommendations for the programme of the second High-Level Group Meeting

## **MONDAY 22 JULY**

8:30 am Registration

*Chair: John Daniel, The Assistant Director-General for Education*

- |                 |  |
|-----------------|--|
| 9:30-9:45 am    | Welcome to participants<br>Koïchiro Matsuura, Director-General of UNESCO   |
| 9:45-10 am      | Objectives of the Third Meeting of the Working Group<br>John Daniel, Assistant Director-General for Education  |
| 10-10:30 am     | The experience of planning and implementing EFA (Document WGEFA3/3)<br>Panel presentation by Burkina Faso (Documents WGEFA3/3.1; WGEFA3/3.2; WGEFA3/3.3)   |
| 10:30-11 am     | The experience of planning and implementing EFA<br>Panel presentation by India (Documents WGEFA3/3.4; WGEFA3/3.5; WGEFA3/3.6)<br><i>Each of these two presentations will include the perspectives of government, civil society and academia. They will focus on what difference Dakar has made to the national processes of planning and implementing EFA, with an emphasis on key determining factors and challenges faced.</i> |
| 11-11:30 am     | Coffee   |
| 11:30 -11:45 am | Discussant: Response to country presentations: Mr John Morris, CIDA  |
| 11:45 am -1 pm  | General discussion on EFA planning   |
| 1 -2:30 pm      | Lunch  |
| 2:30-2:45 pm    | Financing EFA: The Fast Track Initiative<br>Robert Prouty, Principal Education Specialist, World Bank<br><i>Negotiations are underway with a selection of countries to put in place fast-track funding. The presentation will provide an update, share challenges in implementation and discuss prospects for the future.</i>  |
| 2:45-3:30 pm    | Discussion on fast-track initiative  |
| 3:30-4 pm       | Coffee   |

- 4-5 pm Strengthening partnerships for implementation of EFA Strategy  
Presentation and discussion  
Mr Abhimanyu Singh and Mr Clinton Robinson, Dakar Follow-up Unit, UNESCO  
*A brief presentation of the newly published 'International Strategy to put the Dakar Framework on Education for All into operation' will set the scene for discussion of its structure, contents and use. Four principal elements of the strategy will be taken up in the subsequent group work.*
- 5-6:30 pm The meeting breaks up in groups with resource persons from agencies:  
(Document WGEFA3/4)
- a) Sustainable political commitment with particular attention to advocacy and communication, including Global EFA week (UNESCO).
  - b) Planning and implementation: role of international agencies and donors (UNICEF).
  - c) Financing EFA: domestic resource mobilization and external support (World Bank).
  - d) Assessing progress: bridging the data gap (UIS)
- The aim of this group work is to explore elements of EFA where national-level action can be enhanced by international support and to explore how this support might be best structured. Groups are asked to write up their findings in up to three pages, and to prepare a 10-minute presentation for reporting back in plenary.*
- 6:45-8 pm Reception hosted by the Assistant Director-General for Education

## **TUESDAY 23 JULY**

*Chair: John Daniel, the Assistant Director-General for Education*

- 9-10 am Groups report back to plenary (10 minutes per group)
- 10-11:15 am The EFA Monitoring Report. Presentation and discussion  
(Document WGEFA3/6)  
Christopher Colclough (Report Team Director) and Simon Ellis (EFA Observatory)  
*The status of the 2002 report will be presented with matters relating to its development beyond 2002*
- 11:15-11:45 am Coffee
- 11:45 am-12:45 pm High-Level Group programme: presentation and recommendations  
(Document WGEFA3/5)  
Mr Abhimanyu Singh, Lead Manager, Dakar Follow-up Unit, UNESCO  
*The 2002 High-Level Group will meet on 19-20 November in Abuja, Nigeria, back to back with a donors' group meeting. The status of the planning for the meeting will be presented, with discussion of recommendations that the Working Group may like to make regarding the possible outcomes, format and programme of the High-Level Group.*
- 12:45 pm-1 pm Concluding remarks  
John Daniel, Assistant Director-General for Education

## 5. List of documents

- ▶ Provisional programme (Document WGEFA3/1)
- ▶ Provisional list of participants (Document WGEFA3/2)
- ▶ Terms of reference for panel presentations: India and Burkina Faso (Document WGEFA3/3)
  - ▷ Documents Burkina Faso: WGEFA3/3.1, WGEFA3/3.2, WGEFA3/3.3
  - ▷ Documents India/Inde: WGEFA3/3.4, WGEFA3/3.5, WGEFA3/3.6
- ▶ Briefing notes for group discussions (Document WGEFA3/4)
- ▶ Provisional programme for the High-Level Group (Document WGEFA3/5)
- ▶ Outline of the 2002 Monitoring Report (Document WGEFA3/6)
- ▶ An International Strategy to put the Dakar Framework for Action on Education for All into operation

### List of reference documents

1. ASPBAE
2. l'Initiative de Soutien à l'Education de Base pour la Croissance/BEGIN: Basic Education for Growth Initiative (Japan)
3. Japan's Efforts for Support in Education Sector
4. References : "L'Esprit des Cent Sacs de Riz" (Japan)
5. Education for all in Chile (Background information)
6. Canadian International Development Agency: background information paper
7. Launching a new flagship on education for the rural people: FAO
8. La France et la réalisation des objectifs de l'EPT/ France and the achievement of EFA's goals
9. Objetivos y acciones de cooperación de la oie y la educación para todos. Seguimiento al Foro de Dakar y Marco de Acción Regional de Santo Domingo (OEI)
10. Education for All : Dakar Follow-up, Latin America and the Caribbean. UNESCO/Santiago (Regional Bureau for Education)
11. Improving data quality. Paper prepared for the EFA Working Group, July 2002. Denise Lievesley, Director, UNESCO Institute for Statistics
12. Latvia's report. Progress on EFA since the World Education Forum 2000, Dakar
13. Una estrategia internacional para aplicar el Marco de Acción de Dakar sobre la Educación para Todos
14. EFA in the Caribbean – Progress report. Prepared by Dr Carole Maison-Bishop

The Working Group on Education for All (EFA) held its third meeting in Paris in July 2002, bringing together EFA partners from government, civil society, multilateral and bilateral agencies. It constitutes the only international forum where these stakeholders meet to debate the technical issues raised by international EFA cooperation.

Two years on from Dakar, the participants brought their varied and complementary perspectives to bear on core EFA issues:

- planning and implementing EFA
- financing EFA
- communication and advocacy
- the EFA Monitoring Report
- strengthening partnerships
- preparing the High-Level Group

The function of the Working Group is advisory; its proposed recommendations will be taken up by the participants in their respective areas of responsibility and will provide input into the deliberations of the High-Level Group. The meeting also served to deepen mutual understanding and strengthen the spirit of partnership.

This report details the outcomes and the debate of the meeting, based on the plenary sessions, presentations and group work sessions, giving a flavour of the concrete and committed nature of the discussions.

