



Chapter 5

Meeting international commitments: the response to Dakar

The Dakar Framework for Action (World Education Forum 2000) declares a strong collective commitment to implementation of the EFA goals. Partners to that commitment comprise governments (in partnership with civil society institutions) in cooperation with regional and international agencies and institutions. The latter are expected to support the EFA process through resource mobilization, underpinned by a new global initiative. They are also expected to undertake 'consistent, coordinated and coherent' work with other partners in support of national EFA plans, based on comparative advantage. Strong national strategies must be supported with effective development cooperation. Countries with less-developed strategies, including countries in transition, those affected by conflict and post-crisis countries, must also be given the support they need to achieve more rapid progress towards education for all. The challenge is judged to be greatest in sub-Saharan Africa, in South Asia and in the least developed countries.

UNESCO has been requested to continue its mandated role in coordinating EFA partners and maintaining their collaborative momentum through the work of an annual, small and flexible High-Level Group and to facilitate the preparation of an annual monitoring report to assess progress on the EFA goals. The Organization has also been called upon to refocus its education programme in order to place the outcomes and priorities of Dakar at the heart of its work.

The purpose of this chapter is to assess the extent to which international commitments to EFA are being met. It begins by examining the recent record of aid provided by funding agencies for education in developing countries. Although there is good information covering the 1990s, owing to time-lags in reporting, more recent shifts in the composition of education aid in support of the EFA goals since 2000 are not easy to document. Accordingly, recent statements and commitments made by the international community in support of the EFA targets are also assessed here to determine both whether they reflect the Dakar process, and what their likely impact will be. The final sections of the chapter briefly consider the progress made with specific international programmes and initiatives, and include a review of UNESCO's role and responses since Dakar.

Total aid flows to developing countries

Aid flows to developing countries did not prosper during the last decade of the twentieth century.¹ Table 5.1 shows that they peaked in 1991 and declined thereafter. By 2000, grants and concessional loans to developing countries had fallen from US\$60 billion to approximately US\$50 billion. Of this amount, approximately 70% was from bilateral agencies. The largest proportion of multilateral assistance was from the World Bank (IDA), and the European Community. These two agencies together provided 64% of total multilateral assistance in 2000.² However, the real value of aid flows stood at only about 80% of their 1990/91 levels. This downward trend affected both bilateral and multilateral aid, although flows of the latter peaked slightly later in the decade.

1. More detailed accounts of the trends reported here can be found in Al-Samarrai (2002) and Colclough et al. (forthcoming).

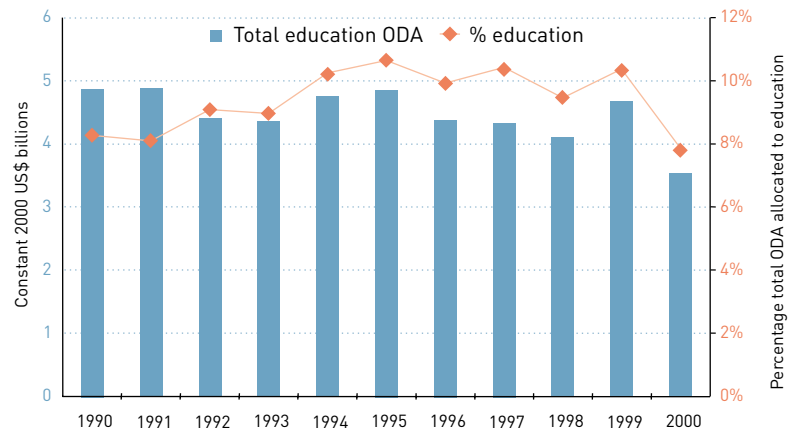
2. The other multilateral agencies in Table 5.1 have been included because they represent the larger multilaterals in terms of assistance or they have specific education programmes.

Table 5.1. Total official development assistance (ODA), net disbursements in billions of US\$

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Current prices											
Total	52.0	59.2	60.4	55.6	59.9	59.1	55.8	47.9	50.2	52.2	49.6
Bilateral	38.7	43.2	43.1	39.4	41.3	40.6	39.1	32.4	35.2	37.9	36.0
Multilateral	13.3	15.9	17.2	16.3	18.6	18.5	16.7	15.4	15.0	14.3	13.5
Constant 2000 prices											
Total	55.1	60.6	57.6	54.1	55.8	49.8	48.8	44.8	48.6	49.8	49.6
Bilateral	41.1	44.6	41.4	38.3	38.6	34.4	34.5	30.6	34.6	36.5	36.0
Multilateral o/w	14.0	16.1	16.3	15.8	17.2	15.5	14.2	14.2	13.9	13.3	13.5
UNICEF	0.6	0.6	0.7	0.8	0.8	0.7	0.6	0.5	0.5	0.5	0.6
IDA	4.2	4.5	4.7	4.4	5.3	0.4	5.1	5.0	4.7	4.3	4.2
Inter-American Development Bank	0.2	0.1	0.1	0.1	0.1	4.2	0.4	0.3	0.3	0.2	0.2
UNDP	1.0	1.0	0.8	0.7	0.5	0.2	0.5	0.6	0.6	0.5	0.4
African Development Fund	0.6	0.6	0.7	0.7	0.6	0.5	0.5	0.6	0.6	0.4	0.3
Asian Development Fund	1.2	1.1	0.9	0.9	1.1	1.0	1.0	1.0	1.0	0.9	0.9
European Community	2.5	3.2	3.6	3.5	4.0	3.6	4.1	4.4	4.3	4.3	4.4
Other	3.7	5.0	4.9	4.7	4.9	4.8	2.1	1.9	2.0	2.1	2.6

Notes: Official Development Assistance (ODA) consists in grants or concessional loans to developing countries. Net disbursements are defined as total disbursements less any repayments of loan principal during the same period. Other multilateral donors include other United Nations agencies, International Fund for Agricultural Development (IFAD), Arab Funds and parts of IMF assistance. The OECD Development Assistance Committee (DAC) deflators used for producing constant price estimates adjust for both inflation in the domestic currency and changes in the exchange rate between the domestic currency and US\$ amounts. The currency effect tends to dominate for the period 1992–99.

Source: DAC online database, Table 2a.

Figure 5.1. Bilateral ODA to education (1990–2000)

Source: DAC online database.

Throughout this period, sub-Saharan Africa, South and Central Asia and Far East Asia received about 65% of total development assistance. However, the proportion of total aid going to Far East Asia increased following the financial crisis of 1997, while that for sub-Saharan Africa fell. The decline in the share of aid going to sub-Saharan Africa was particularly marked for multilateral assistance, falling from 50% in 1990 to 36% by 2000. Given the trends in overall development assistance, and these regional trends, total development assistance to sub-Saharan Africa declined by 14% in real terms, between 1990 and 2000.

Bilateral aid to education

As with total aid, the trend of bilateral aid flows to education has been downwards – from around US\$5 billion at the start of the decade to less than US\$4 billion by 2000 (Figure 5.1).³ The most dramatic decline occurred in 2000, when commitments fell to US\$3.5 billion, representing approximately a 30% decline in real terms from 1990 and accounting for about 7% of total bilateral aid.

The aggregate figures, however, hide major differences across the agencies. Five countries (France, Japan, Germany, the United States and the United Kingdom) accounted for between 75 and 80% of all bilateral aid commitments to education between 1990 and 2000 (Table 5.2). With the exceptions of Germany and Japan, where commitments remained relatively unchanged, real commitments to education for the other three major providers declined dramatically between the early and late 1990s. Moreover, while some countries did report increases, taken all together, real commitments declined over the period by approximately 16%.

Table 5.2 also shows the percentage of total aid commitments made to education. Again, wide differences between bilateral aid agencies are noticeable. Some countries (Australia, France, Ireland and New Zealand) have committed well above the bilateral average of 9% to 10% of total commitments, while others have committed far less (e.g. Denmark, Finland, Italy, Norway, Switzerland and the United States).

The final column of Table 5.2 shows the absolute percentage change in the proportion of total commitments allocated to education between 1990–92 and 1997–2000. A similar number of aid agencies reported a decline in the proportion of aid allocated to education as those who reported an increase, and the overall change between the early and the late 1990s was small. Accordingly, the fall in the volume of aid to education was similar to that of total aid flows, despite the inter-national commitments to increase aid to education that had been expressed at the World Conference on Education for All in 1990.

Reliable information on composition of aid to education is difficult to obtain. This is because of under-reporting and because a significant proportion of educational aid straddles each of the subsectors, and therefore cannot be allocated to just one. There are two particular problems with the available statistics. First, most agencies, including the Development Assistance Committee (DAC) of OECD, distinguish between 'basic' education and other subsectors (secondary, tertiary, etc). Although definitions of 'basic' education vary, that of DAC – which includes primary schooling, basic life skills for youth and adults, and early childhood education – is the most common formulation. In most definitions, literacy programmes are included in the notion of basic education. Because the statistics are reported in this manner, this chapter uses this definition to assess aid flows to basic education. It should, however, be recognized that much of the greater part of aid flows to basic education, classified in this way, are accounted for by support to primary schooling.

Total development assistance to sub-Saharan Africa declined by 14% in real terms between 1990 and 2000.

3. The data in these and subsequent tables, from the OECD DAC database, are for commitments, not disbursements. In recent years, the latter have been lower than the former by between 17% and 43%.

Table 5.2. Bilateral average annual official development assistance (ODA) commitments for education in millions of constant 2000 US\$ (1990–2000)

	TOTAL			EDUCATION				EDUCATION AS % OF TOTAL			
	1990-1992	1993-1996	1997-2000	1990-1992	1993-1996	1997-2000	% change	1990-1992	1993-1996	1997-2000	% change
Australia	521	856	714	127	189	161	27	24	22	23	-2
Austria	628	473	422	87	77	85	-2	14	16	20	6
Belgium	484	404	447	76	49	51	-33	16	12	11	-4
Canada	1 661	1 524	1 295	136	111	120	-12	8	7	9	1
Denmark	636	828	733	38	38	43	13	6	5	6	0
Finland	466	186	209	14	8	16	14	3	4	8	5
France	5 945	5 008	4 280	1 512	1 253	1 186	-22	25	25	28	2
Germany	5 221	5 098	3 653	675	812	636	-6	13	16	17	4
Greece	n.a.	20	63	n.a.	7	7	n.a.	n.a.	34	10	n.a.
Ireland	27	86	133	7	15	24	250	25	18	18	-7
Italy	2 053	1 197	575	118	54	25	-79	6	5	4	-1
Japan	14 401	14 834	14 898	930	1 051	952	2	6	7	6	0
Luxembourg	19	37	75	1	4	17	1 425	6	10	22	17
Netherlands	1 773	1 807	2 005	186	97	147	-21	10	5	7	-3
New Zealand	66	65	86	19	22	22	19	29	34	26	-3
Norway	640	769	853	31	29	67	119	5	4	8	3
Portugal	198	149	218	33	31	20	-40	16	21	9	-7
Spain	937	608	785	46	53	99	114	5	9	13	8
Sweden	1 169	1 145	1 024	73	84	64	-12	6	7	6	0
Switzerland	626	576	558	50	27	18	-63	8	5	3	-5
United Kingdom	2 285	1 919	2 310	290	204	178	-39	13	11	8	-5
United States	18 308	8 657	8 569	533	395	223	-58	3	5	3	0
Total	58 068	46 247	43 906	4 981	4 608	4 161	-16	9	10	9	1

Notes: Official Development Assistance (ODA) consists of grants or concessional loans to developing countries.

Commitments are defined as firm obligations, expressed in writing and backed by the necessary funds, undertaken by a specific donor to provide specified assistance to a recipient country. Bilateral commitments are recorded as the total amount regardless of the time required for the completion of disbursements.

In the majority of cases, data for each year in a given period was available to calculate average annual commitments. Where this is not the case, average annual total and education commitments are calculated using the same years to ensure consistency.

Source: DAC online database, Table 5, Official Commitments (or Disbursements) by Sector, Bilateral and Regional Banks.

Secondly, the reporting of aid flows to each subsector of education is partial. For example, during the period 1993 to 1996, the 'big five' bilateral education agencies reported between 0% (France) and 83% (Germany) of their education commitments by sub-category. In all cases, this record improved by the later period (1997–2000), most donors having provided the information by this point. However, although under-reporting was much less marked than before, at the turn of the century the 'unspecified' category (representing aid which could not be apportioned to one of the subsectors) still represented 30% of reported education commitments.

Between the two periods shown in Table 5.3, the allocation of aid towards basic education increased in twelve of the eighteen agencies where data were available. Marked increases in the proportion of education aid allocated to basic

education occurred in Denmark, Switzerland and the United Kingdom. These were compensated to some extent by large declines in Finland and Germany. Accordingly, the average allocation to basic education increased slightly between the two periods. Allocations to secondary education appear to have increased, with substantial reallocations from post-secondary education occurring in Austria and Italy.

Given the low levels of reporting of education subsector allocations, particularly during the first part of the decade, the data reported in Table 5.3 need to be interpreted cautiously. However, estimates based upon direct surveys of funding and technical assistance agencies suggest that by the mid-1990s about 20% of bilateral educational aid was committed for basic education (Bennel and Furlong, 1998; Bentall et al., 2000). These magnitudes are not inconsistent with the DAC data.

4. Since it is not possible to use the DAC data to explore the regional distribution of bilateral education commitments, the OECD's Creditor Reporting System (CRS) has been applied. The CRS suffers from lack of coverage: in 2000, only 70% of education commitments were recorded in the CRS database. These data are used in Figure 5.3.

Table 5.3. Composition of bilateral education assistance

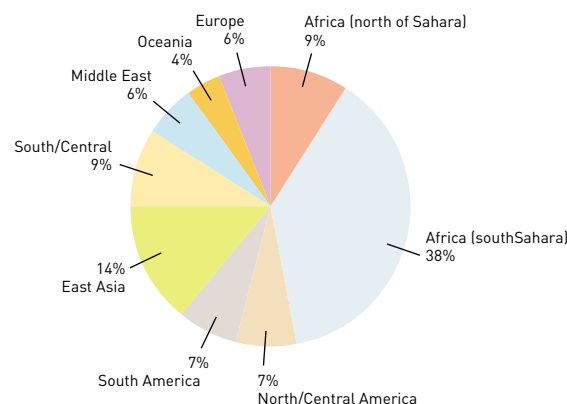
	TOTAL EDUCATION ODA, 1993-1996					TOTAL EDUCATION ODA, 1997-2000					Change in allocation to:			
	% total education ODA reported by subsector	Allocation (%) to:				% total education ODA reported by subsector	Allocation (%) to:				Unspecified	Basic	Secondary	Post-secondary
		Unspecified	Basic	Secondary	Post-secondary		Unspecified	Basic	Secondary	Post-secondary				
Australia	100	7	8	5	80	100	9	20	8	64	1	12	3	-16
Austria	50	8	1	11	80	100	3	2	31	64	-6	2	21	-17
Belgium	72	36	3	9	52	100	26	5	13	57	-11	2	4	5
Canada	65	27	7	0	66	100	45	7	5	44	18	-1	5	-22
Denmark	98	65	8	17	10	100	53	27	18	2	-12	19	0	-8
Finland	90	42	41	0	16	100	60	25	5	10	18	-16	5	-6
France	0	-	-	-	-	69	32	22	20	25	-	-	-	-
Germany	83	53	21	7	19	100	7	12	18	62	-45	-8	11	43
Greece	100	100	0	0	0	100	49	0	0	50	-51	0	0	50
Ireland	0	-	-	-	-	39	100	0	0	0	-	-	-	-
Italy	100	10	2	4	83	100	57	1	24	19	46	-1	19	-65
Japan	19	39	14	16	31	51	57	16	10	18	18	1	-6	-13
Luxembourg	0	-	-	-	-	100	46	31	17	7	-	-	-	-
Netherlands	86	34	32	3	31	100	35	43	3	19	1	11	0	-12
New Zealand	70	0	0	4	95	69	2	13	6	79	1	13	2	-16
Norway	82	43	40	7	10	100	28	48	4	19	-14	8	-3	9
Portugal	58	17	5	19	59	100	24	5	19	52	7	0	0	-7
Spain	89	37	15	11	37	100	44	10	12	34	7	-4	1	-3
Sweden	77	31	51	1	16	100	24	56	3	17	-8	5	2	1
Switzerland	100	25	11	36	28	100	36	34	17	13	11	23	-18	-16
United Kingdom	47	65	8	5	23	100	61	27	6	6	-4	19	1	-16
United States	46	61	39	0	0	100	21	48	10	21	-40	9	10	21
DAC Total	41	42	19	7	32	80	30	21	14	34	-11	2	7	2

Notes: See notes to Table 2. The percentage of education ODA reported by subsector is the proportion of ODA in each period broken down into the subsectors (i.e. unspecified, basic, secondary and post-secondary) for each bilateral donor.

Source: DAC online database, Table 5, Official Commitments (or Disbursements) by Sector, Bilateral and Regional Banks.

Figure 5.2 shows the regional breakdown of these education commitments.⁴ Africa received 47% of education commitments in 2000, representing a slightly greater proportion of aid to education than its share of total development assistance (37%). The reverse held for South Asia and Far East Asia, which received 23% of new education commitments but 34% of total development assistance in 2000. The greater concentration of education commitments to Africa are particularly marked, with almost 50% of all new bilateral education commitments being allocated to basic education in SSA in 2000.

In summary, bilateral aid to education appears to have declined since the mid-1990s – substantially so in 2000 – by which date bilateral education commitments stood at US\$3.5 billion. The share of these commitments going to basic education appeared to have increased only slightly during the period, accounting for about 21% of aid to

Figure 5.2. Regional distribution of bilateral education commitments (2000)

Note: In each region, a small percentage of commitments is not allocated to the sub-regions included in the graph; they have been allocated evenly over each sub-region.

Source: CRS Database, ODA/OA Commitments, Form 1, aggregated by DAC5 sectors, 1990–2001.

Marked increases in the proportion of education aid allocated to basic education occurred in Denmark, Switzerland and the United Kingdom.

education in the late 1990s. By contrast, commitments to secondary education increased substantially over this period.⁵ Finally, in 2000, Africa received a larger share of education commitments than its share of overall development assistance.

Multilateral aid to education

As Table 5.1 showed, the World Bank and the European Council provide roughly similar levels of multilateral assistance, accounting for approximately 65% of total multilateral flows. However, a larger proportion of World Bank assistance has traditionally been allocated to the education sector and the Bank itself claims to be the largest external funder of education.⁶ For this reason it is treated first, before exploring other multilateral aid to education.

World Bank assistance

The World Bank was certainly one of the major providers of concessional finance to education during 1990.⁷ With the exception of 1997, IDA loans to education ranged from US\$0.7 to 1.2 billion annually. However, after 1998, real IDA commitments to education fell to US\$0.4 to 0.6 billion. IDA education commitments as a proportion of the total also declined over 1990 – from 13% to 10% of IDA commitments between the first and last three years shown in (Table 5.4.)

The World Bank does not regularly provide a breakdown of its education lending by subsector. Table 5.5 presents rough allocations to basic education (defined as before), based on the brief descriptions given for all projects in its Annual Reports. The data indicate that concessional commitments aimed exclusively at basic education increased from 32% to 52% between 1990–93 and 1994–97, but fell back to 33% between 1998 and 2001. If a broader definition is taken (to include loans which had any basic education component) a similar trend can be seen.⁸

Regional allocations of IDA education commitments are shown in Figure 5.3. As with bilateral education commitments, the main regions receiving World Bank education assistance are located in sub-Saharan Africa, South and Central Asia and Far East Asia. The figure shows that the share of commitments for sub-Saharan Africa has declined during the period. More importantly, the real value of IDA education support to this region fell by 37% between 1990–93 and 1998–2001.

Other multilateral assistance

Information on other multilateral assistance to education is difficult to compile. Using the DAC database, information on aid flows for some of the main multilaterals is presented in Table 5.6.

5. These results from the DAC database need to be interpreted with care, given the data issues alluded to earlier in this section.

6. See www.worldbank.org/education

7. For example, from 1990 to 1999 the World Bank committed US\$8.5 billion in concessional (IDA) funds to education compared to US\$13.5 billion for France and US\$10.1 billion for Japan.

8. *The World Bank Annual Report 2001* suggests that from 1991 to 2000, basic education received approximately 44% of total education commitments (World Bank 2001a, p. 89). In addition, information contained on the World Bank website suggests that primary education received approximately 30% of all education lending (IDA and IBRD) between 1990–94 and 36% in 1995–99. (www.worldbank.org/education/primary.asp). These figures are broadly similar to those shown in Table 5.5. The website also indicates that the share of lending going to secondary education increased from 12% to 23% over the same period.

Table 5.4. World Bank commitments in billions of constant 2000 US\$ (1990–2001)

	Total			Education			Education as % of total		
	IBRD	IDA	IBRD+IDA	IBRD	IDA	IBRD+IDA	IBRD	IDA	IBRD+IDA
1990	18.8	6.8	25.6	0.7	1.2	1.8	3	17	7
1991	19.6	7.5	27.1	1.8	0.9	2.7	9	12	10
1992	17.7	7.6	25.3	1.5	0.7	2.2	9	9	9
1993	19.3	7.7	27.0	1.1	1.2	2.3	6	15	8
1994	15.9	7.3	23.2	1.6	0.7	2.3	10	10	10
1995	18.4	6.2	24.6	1.4	0.9	2.3	8	14	9
1996	15.5	7.3	22.9	1.0	0.8	1.8	6	11	8
1997	15.2	4.9	20.1	0.8	0.3	1.1	5	6	5
1998	21.9	7.8	29.7	2.0	1.2	3.2	9	16	11
1999	22.7	7.0	29.7	0.8	0.6	1.4	4	8	5
2000	10.9	4.4	15.3	0.2	0.5	0.7	2	11	4
2001	10.3	6.6	16.9	0.4	0.4	0.8	4	6	5

Notes: DAC deflator for the United States used to produce constant price series.

Source: *World Bank Annual Reports 1990–2001*.

Table 5.5. World Bank commitments to basic education in billions of constant US\$ (1990–2001)

	Loans exclusively basic				Loans to basic and some basic			
	IBRD	IDA	% total ed. IDA	% total	IBRD	IDA	% total ed. IDA	% total
1990-1993	1.25	0.95	32	24	2.11	2.33	54	49
1994-1997	1.43	1.08	52	34	1.99	2.22	73	56
1997-2001	0.89	1.05	33	32	1.33	2.05	50	55

Notes: The first column of percentages for the two sets of loans indicates the proportion of total IDA assistance for education that was assigned exclusively to basic education or basic and some basic education. The second column of percentages indicates the proportion of total assistance (IBRD+IDA) in any year which was assigned exclusively to basic education or basic and some basic education.

Source: Calculated from *World Bank Annual Reports*, 1990–2001.

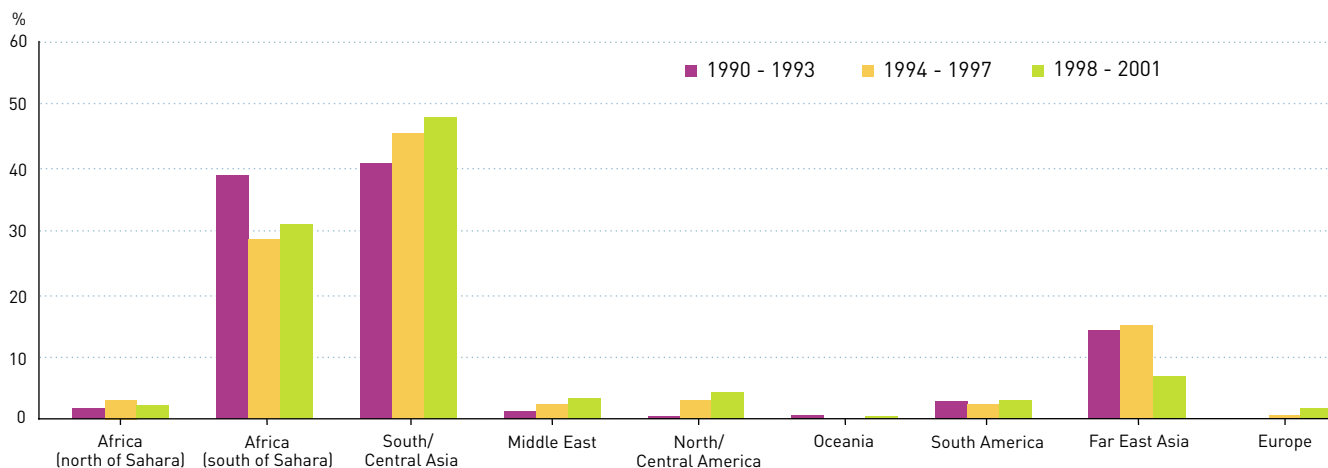
The EC is by far the largest of these, committing US\$0.4 billion to education in 2000. Education accounts for about 6% of total aid from these multilateral agencies – rather less than the bilateral shares, but similar to the World Bank.

In terms of allocations to education subsectors, data are only available for two of the multilateral donors shown in Table 5.6. UNICEF reports to DAC that all education assistance is committed to basic education (comprising primary and early childhood education). For the EC, approximately 50% of commitments went to basic education in 1995, increasing to 66% by 2000. This increase entailed a decline in the share of commitments going to secondary and post-secondary education during this period.

In terms of expenditures, UNESCO is an important support agency for education. Education programmes account for one-quarter of its budget, and their real value increased by 30% over 1990–2003, to approximately US\$100 million per year. One source suggests that basic education accounted for between 3% and 50% of all UNESCO education commitments between 1991 and 1997, and, on average, 30% throughout the period (Bentall et al., 2000, p. 21).

In summary, just as with bilateral flows, multilateral aid to education declined sharply over the period from 1990–2001. World Bank IDA support for education appears to have been roughly halved since the mid-1990s, falling to US\$0.4 billion in 2001. However, the proportion

Multilateral aid to education declined sharply over the period from 1990–2001.

Figure 5.3. IDA education commitments, percentage by region (1990s)

Note: The bars represent the proportion of total IDA education commitments allocated to each region for each of the three periods.

Source: Source: Calculated from *World Bank Annual Reports* 1990–2001.

Table 5.6. Multilateral official development assistance (ODA) commitments in millions of constant 2000 US\$ (1995–2000)

	Total			Education						Education as % of total		
	1995	1998	2000	1995	1996	1997	1998	1999	2000	1995	1998	2000
Inter American Development Bank	699	633	442	19	10	46	45	28	30	3	7	7
African Development Fund	61	933	360	16	n.a.	115	145	96	46	26	16	13
Asian Development Fund	929	1 192	1 135	50	147	n.a.	121	96	89	5	10	8
European Community	1 450	n.a.	7 226	29	n.a.	n.a.	n.a.	n.a.	392	2	n.a.	5
UNICEF	n.a.	307	580	n.a.	n.a.	42	n.a.	44	52	n.a.	n.a.	9
Total	3 138	3 065	9 743	115	157	203	310	264	608	4	11	6

Notes: Official Development Assistance are grants or concessional loans to developing countries.

Commitments are defined as firm obligations, expressed in writing and backed by the necessary funds, undertaken by a specific donor to provide specified assistance to a recipient country. Commitments are recorded as the total amount regardless of the time required for the completion of disbursements.

No data was available for UNDP.

DAC deflator for the United States used for all multilateral agencies apart from the EC.

Source: DAC online database, Table 5, Official Commitments (or Disbursements) by Sector: Bilateral and Regional Banks.

In 2002 the G8 adopted a series of recommendations to assist developing countries achieve universal primary education.

allocated to basic education was higher than in the case of bilateral education commitments, and appears to have been maintained over the decade at about 40% (depending on the definitions used). The real value of IDA education commitments to South and West Asia, and particularly to sub-Saharan Africa, fell between the beginning and the end of the decade. Finally, the available data suggest that the real commitments to education from other multilateral agencies also declined after 1998. Over 60% of this assistance came from the European Union (EU), of which approximately two-thirds was allocated to basic education.

Total aid flows to education and the EFA goals

Table 5.7 draws together the information contained in previous figures and tables to provide estimates of total aid flows to education and to basic education in 1999 and 2000.⁹ It shows that total assistance to education, from all bilateral and multilateral sources combined, stood at an estimated US\$5.98 billion in 1999 and at US\$4.72 billion in 2000. As regards its composition, the more optimistic estimates shown in the table suggest that external funding to basic education was about US\$1.34 billion in 1999 and approximately US\$1.45 billion in the year 2000. It has been seen in the analysis in Chapter 4 that this is equivalent to only about one-quarter of the additional external assistance likely to be needed each year to 2015, in order to achieve universal primary education alone.¹⁰ Thus, aid to primary schooling would need to be quintupled – much of it concentrated in the

countries of sub-Saharan Africa. Increases in external funding will, therefore, need to be focused upon that region to a much larger degree than has happened to date.¹¹ Because this takes account of universal primary education (UPE) with gender equity only, external-funding agencies would need to increase aid for EFA still more, if all six Dakar goals are to be achieved.

Recent international initiatives

A number of new international initiatives have, however, been announced in support of education since the World Education Forum in Dakar. Extensive lobbying by the Global Campaign for Education partly through UNESCO and the World Bank (Global Campaign for Education, 2002b; Murphy and Mundy, 2002), together with stronger coordination of the core EFA partners by UNESCO, made education an important part of the debate at the United Nations Special Session on Children and the World Summit on Sustainable Development, both held in 2002. Education has also been a central part of the deliberations of the G8 nations both before and after Dakar, but particularly at Okinawa in 2000 and at Genoa in 2001 (Japan, Government, 1999a, b; Japan, Ministry of Foreign Affairs, 2000; Italy, Government, 2001). At its most recent meeting in Kananaskis in 2002, the G8 focused upon fighting terrorism, on strengthening global economic growth and sustainable development and on building a new partnership for Africa's development. Under the chairmanship of Canada – a strong supporter of basic education – the G8 also adopted a series of recommendations to assist developing countries achieve universal primary education and equal access to education for girls with a special

9. A number of assumptions have been used in compiling Table 5.7 – e.g. in estimating the proportion of aid allocated to 'basic' education – that are detailed in the notes to the table. It should also be recalled that not all multilateral agencies are included. However, as Table 5.1 showed, those that are represented account for over 80% of all multilateral disbursements in 1999 and 2000. Furthermore, the agencies included in Table 5.7 are the main education aid providers.

10. The estimates in Chapter 4 suggested that annual additional external aid to support universal primary education (UPE) would be likely to amount to up to US\$5.6 billion, if the goals of UPE, quality and gender were to be achieved by 2015.

11. See Figures 5.2 and 5.3.

Table 5.7.
Total bilateral and multilateral assistance to education in billions of constant 2000 US\$ (1999 and 2000)

	Education		Basic education			
	1999	2000	1999		2000	
			high	low	high	low
Bilateral	4.68	3.52	0.67	0.67	0.82	0.82
Multilateral o/w	1.31	1.20	0.67	0.53	0.62	0.54
IDA	0.55	0.47	0.24	0.14	0.21	0.14
EC	0.39	0.39	0.26	0.26	0.26	0.26
UNESCO	0.10	0.12	0.03	0.04	0.04	0.04
Inter American Development Bank	0.03	0.03	0.01	0.01	0.01	0.01
Asian Development Fund	0.10	0.09	0.04	0.03	0.04	0.03
African Development Fund	0.10	0.05	0.04	0.01	0.02	0.01
UNICEF	0.04	0.05	0.04	0.04	0.05	0.05
Total	5.98	4.72	1.34	1.20	1.45	1.36

Notes: In 1999 (2000) 14.3% (23.4%) of bilateral education aid that was broken down into sub-categories was committed to basic education. This figure is used to estimate total bilateral commitments to basic education in 1999 (2000).
IDA and UNESCO commitments are for fiscal years and therefore do not match exactly with calendar years.
Two estimates for the percentage of IDA education commitments allocated to basic education are used (a high estimate of 44% and a low estimate of 30% based on data provided in the text).
Due to lack of data, EC data for 2000 are used for 1999.
UNESCO data are budget figures derived from biennial figures in Table 7. It is assumed that 30% of UNESCO education aid goes to basic education.
The same high and low estimates for basic education, used to calculate IDA commitments to basic education, are used to estimate allocations from the Inter-American Development Bank, Asian Development Fund and African Development Fund.
It is assumed that all UNICEF education commitments go to basic education.
Source: Authors' calculations from tables and figures in this paper.

emphasis on sub-Saharan Africa (Canada, 2002a, b, c, d, e).

Education was also the particular focus of the spring meeting of the Development Committee of the World Bank in 2002, with specific reference to the Millennium Declaration and its development goals. The meeting was held in the context of a consensus on a new global approach to financing development that had been put together at the United Nations International Conference on Financing for Development at Monterrey in 2002 (United Nations 2002b).

The EU (European Council, 2002) and a number of its member countries have been redesigning their policies to strengthen the focus on education, basic education and/or Education for All. New regional initiatives, such as the New Partnership for Africa's Development (NEPAD), have had human resources development as a central priority (<http://www.nepad.com>).

The EU hailed the meetings on Finance for Development in Monterrey and on Sustainable Development in Johannesburg as a 'Global Deal' (Spain, 2002).¹² It involved a strengthened partnership in which the developing countries would assume greater responsibility for, and ownership of, their own development process, while the industrialized countries would

recognize their own responsibilities for reducing global poverty. Investment in education and health, along with good governance and sound economic policies supporting entrepreneurship and enterprise, comprised the three strategic means that were seen as necessary for achieving sustainable development. These three items were also highlighted in the development compact proposed by the United States at Monterrey, based on the need to 'work with the flow of market principles' and the assumption that 'assistance works best when it is provided in the context of a strong commitment to market principles and a very strong economic policy framework' (U.S. Department of State, 2002).

The Monterrey 'consensus' resulted in new, stated commitments for official development assistance (ODA) from the EU, from its individual member states and from the G8 itself. The main pledges are summarized in Table 5.8. As announced at Monterrey, the new pledges for increased ODA amounted to US\$12 billion per year by 2006 of which the EU is expected to raise an additional US\$7 billion and the United States an additional US\$5 billion. The commitments by the EU were stipulated in the context of achieving the 0.7% GNP target by its member states, set by the United Nations several decades ago. Some individual member countries have also set

The Monterrey 'consensus' resulted in new, stated commitments for official development assistance.

12. Also included in these meetings were the Fourth Ministerial Conference of the World Trade Organization held in Doha in 2001, which set a new development agenda in recognition of the need for special efforts to be made to integrate developing and, in particular, the least developed countries in the global economy (World Trade Organization, 2001).

Table 5.8. Stated new commitments for ODA, education and its regional distribution

	ODA overall	Education	Regional
G8	March 2002, new commitments announced at Monterrey to increase ODA by US\$12 billion per year by 2006. ¹	March 2002, significantly increase support from bilateral agencies to countries that demonstrate strong policy and financial commitment to education.	March 2002, half or more of new ODA commitments could be for African nations that govern justly, invest in their own people and promote economic freedom. Fast-Track countries would be taken fully into account in efforts to achieve universal primary education.
EU	March 2002, an additional US\$7 billion per year by 2006 which is at least US\$20 billion extra for 2000–2006. ²	April 2002, commission aid for education to be doubled. EU to mobilize US\$1 billion per year for EFA. Collectively, the EU by 2006 will reach the target of at least 15% of its aid budget going to education (currently 11.3%). ³	The least developed countries (LDCs) and low-income countries will be given priority. ⁴
Belgium	March 2002, substantially increased ODA would reach 0.7% of GNP by 2010. ⁵		
Canada	March 2002, the ODA growth rate of 8% per annum over recent years would continue by at least the same percentage or better in future. ⁵	June 2002, double its investment in basic education in Africa by 2005, as part of support for G8 African Action Plan. Invest US\$100 million annually by 2005 to help achieve UPE in Africa. Overall, resources for basic education will quadruple by 2005. ⁶	March 2002, one-off, approximately US\$340 million (Can\$500 million) for the Africa action plan and additional measures to improve African countries' access to Canadian markets. ⁷
Finland	March 2002, as a first step, increase to 0.4% of GNP by 2007. ⁸		
Ireland	March 2002, reach 0.7% by 2007 and increase by 55% to meet interim target of 0.45% by 2002. ⁸		
Japan		September 2002, separately from G8 EFA Action Plan, pledged an additional US\$2 billion for education over the next five years. ⁹	
Luxembourg	March 2002, pledged to increase from 0.74% toward 1% by 2005. ⁸		
Netherlands	March 2002, continue to meet or exceed 0.7%. ⁸	April 2002, committed 135 million euros for Education. ¹⁰	
Norway	March 2002, increase from 0.92% to 1% of GDP by 2005. ⁸	June 2002, pledged to increase ODA for basic education by 15%. ¹⁰	
Sweden	March 2002, reaching 1%. ⁸		
Switzerland	March 2002, increase ODA progressively to 0.4% by 2010. ⁸		
United Kingdom		September 2002, significant increase in aid to education. ⁹	Doubling aid (from £472 million) to Africa from 2001 to constitute US\$1.5 billion (£1 billion) by 2006, excluding humanitarian aid and debt relief. ⁷
United States	March 2002, additional US\$5 billion annual increase over current levels of about US\$10 billion to a running rate of US\$15 billion per year by 2006. ODA to rise by US\$1.7 billion in 2004, US\$3.3 billion in 2005 and US\$5.0 billion in 2006 and beyond. ⁸	ODA for basic education to increase by 50% from 2001 to 2003. ¹¹	July 2002, pledged US\$100 million more in education aid for Africa, representing US\$20 million per year for five years. From 2001 to 2003, increase of 30% for Africa. ¹²
World Bank		Increase IDA support for basic education by US\$700 million. ¹³	

Note: This table is based on information listed in the sources. It is indicative only, since it has not been possible to verify whether some of the commitments represent double counting.

Source:

1. United Nations, 2002a. The US\$12 billion is equal to the commitments from the European Union and the United States. This estimate should be considered with caution because it includes assistance from non G-8 EU members, and does not include assistance committed by Japan and Canada.
2. Spain, 2002. EU ODA is to increase from the current level of 0.33% to an average 0.39% ODA target by 2006 towards the 0.7% target. Member countries not having reached this level individually will strive to reach at least 0.33% ODA/GNP by 2006. The translation of these targets into funding figures is shown in the table and represents the most modest assumption based on a low-growth scenario.
3. European Council, 2002.
4. European Commission, 2000.
5. United Nations, 2002a.
6. Canada, 2002b, e.
7. Oxfam, 2002.
8. United Nations, 2002a.
9. Oxfam, 2002; Murphy and Mundy, 2002.
10. Murphy and Mundy, 2002.
11. USAID, 2002b.
12. Murphy and Mundy, 2002; USAID, 2002b.
13. Global Campaign for Education, 2002c.

ultimate and interim targets to achieve that same goal, while others, including Canada, Japan, Netherlands and Norway, have pledged significant increases in their assistance for basic education. New support has also been committed for Africa in the context of the G8 Africa Action Plan in response to NEPAD.

How do these commitments measure up to the financial challenge faced by developing countries attempting to achieve the Dakar goals? This question raises the matter of how to interpret the commitments summarized in the table. The extent to which the different undertakings of bilateral agencies are, or are not incorporated in EU or G8 pledges is not entirely clear. Nor is the available documentation from the agencies of much help in clarifying this. The US\$12 billion appears to comprise the commitments made by the EU (US\$7 billion) and US (US\$5 billion). However, this incorporates aid from some EU countries that are not individual members of G8. Moreover, Canada and Japan, neither of which are member of EU, are also substantial providers of aid. Be that as it may, were the sum of US\$12 billion to be spent in the same pattern as the current average across all sectors, US\$1 billion would be made available to the education sector, of which US\$0.3 billion would be allocated to 'basic' education.

In addition to the above, there are likely to be additional increases of total aid and/or support to basic education from European non-EU states – Norway and Switzerland – and from other non-G8 countries such as Australia and New Zealand. Given the size of their existing programmes it seems unlikely that these would together amount to more than US\$0.1 billion per year in support of the EFA goals.

However, much more substantial additional pledges are indicated from Japan, which is increasing its aid to education by US\$0.4 billion, separate from its G8 commitments. Furthermore, the World Bank has indicated an intention to increase IDA support to basic education by up to US\$0.7 billion annually.

It seems, then, that in addition to whatever is implied by the G8 commitment, about US\$1.2 billion additional annual assistance was pledged

during 2002 to support basic education by the World Bank, Japan and the non-EU European States. In order to bridge the annual financing gap of up to US\$5.6 billion anticipated in Chapter 4, approximately US\$4.4 billion of the additional G8 pledges would need to be added to this to meet the UPE and gender goals in 2015. As indicated earlier, the costs of meeting the early childhood, adult literacy and life-skills goals have not been included in these figures. Even so, US\$4.4 billion for EFA is vastly more than would be forthcoming if the sectoral distribution of the US\$12 billion were allocated in a similar fashion to the existing pattern of support. It is also considerably more than the extra US\$1 billion of support for basic education from EU that is suggested by the middle column of the table.

HIPC debt relief funding was an important source of additional finance for education in twenty-six countries in 2002. Although estimates vary it seems that average debt relief under this programme over the period 2001–2005 will amount to around US\$1 billion per year, of which approximately 40% should be available for education spending. (World Bank 2002c; IMF 2002). On the other hand, since many of these countries would otherwise be in default, it is unclear what proportion of these funds represents genuine new resources to the nations concerned, if not to their education sectors.

The only other source of available aid support would be a redirection of existing educational aid to other subsectors. As the earlier sections of this chapter showed, this amounted to some US\$3.3 billion in 2000 (Table 5.7), most of which originated from bilateral sources. It seems to be an inescapable conclusion, then, that the financing of EFA will not only require strong policy reform in the countries which are currently far from the goals, but also a very significant increase in the proposed levels of external finance for education together with some further redirection of bilateral assistance towards EFA (and away from other education subsectors), in those and other countries. This represents a very challenging agenda for all parties to the partnership.

The costs of meeting the early childhood, adult literacy and life-skills goals have not been included in anyone's figures.

The Fast-Track Initiative (FTI)

The emphasis on universal primary education – undoubtedly the most costly of the goals – is partly the consequence of the most visible initiative since Dakar influencing the ‘Global Deal’. This is the Fast-Track Initiative (FTI), launched at the meeting of the Development Committee of the World Bank in April 2002 (World Bank Dev. Com., 2002a, b). Under this initiative, a first group of eighteen low-income and low-enrolment countries, each of which had a Poverty Reduction Strategy Paper (PRSP), were selected as recipients for early external assistance in achieving the education Millennium Development Goals (MDGs). The FTI is reflected in the recommendations of the G8 Task Force and in the new EU draft policy statement (European Commission, 2002a, 2002b; European Parliament, 2001).¹³ It stipulates a set of key policy and financing norms against which countries’ EFA plans may be evaluated and costed: the basis for gauging progress and for defining the rules of engagement between countries and their external partners. It has three main goals: (1) deeper developing-country commitment to education policy reform and the efficient use of resources; (2) increased and better coordinated aid from industrialized countries, to be provided within the framework of PRSPs; and (3) improved assessment based on improved data.

In designing the FTI, the analysis and conclusions of the World Bank’s simulation analyses for forty-seven countries (World Bank 2002a) were drawn upon. The overall financial parameters of the FTI were based upon that analysis, and countries’ reform programmes are expected to aim at achieving the revenue and efficiency ‘norms’ suggested by the study (as discussed in Chapter 4). In return, external partners would undertake to support the reforming countries (World Bank Dev. Com., 2002a, b, p. 7). Implementation was to be undertaken through a multi-partner consortium that would align the external financing needs of these countries with available financial support, which in turn would take into account existing programme designs, indicators and financing frameworks (World Bank, 2002c, p. 4).

The FTI has been widely welcomed and supported by core EFA partners, including UNESCO and UNICEF, by bilateral agencies, by regional organizations, such as the EU and by the Global Campaign for Education. Nevertheless, three types of concern have been expressed: (1) the speed and extent of domestic policy reform required both to improve efficiency and raise revenues may be too ambitious; (2) there may be a danger of ignoring countries which do not fulfil the criteria for eligibility to the FTI; and (3) its exclusive focus on the Millennium Development Goals may result in the remaining Dakar goals being overlooked.¹⁴ It is also questionable whether the FTI quite lives up to the spirit of a ‘Global Initiative’, as defined in the Dakar Framework for Action (para. 11). This required the international community to assist national efforts in achieving EFA, based on six underlying dimensions of development cooperation and financing (UNESCO, 2001*i*).

As suggested by Figure 5.4, the six dimensions constitute a package, determined by country-specific conditions and based on a principle of inclusion rather than exclusion. Negotiated according to principles of transparency and ownership, it relies on institution and human-capacity building as concomitants to the process. Both the Global Deal and the FTI focus upon the Millennium Development Goals, accepting that investment in education is a core dimension of reducing and eliminating poverty. Although this notion is also fundamental to EFA in the Dakar Framework, the latter places much more emphasis upon education as a right, and upon basic education constituting the necessary foundation for lifelong learning, with all the implications that brings for personal and societal development.

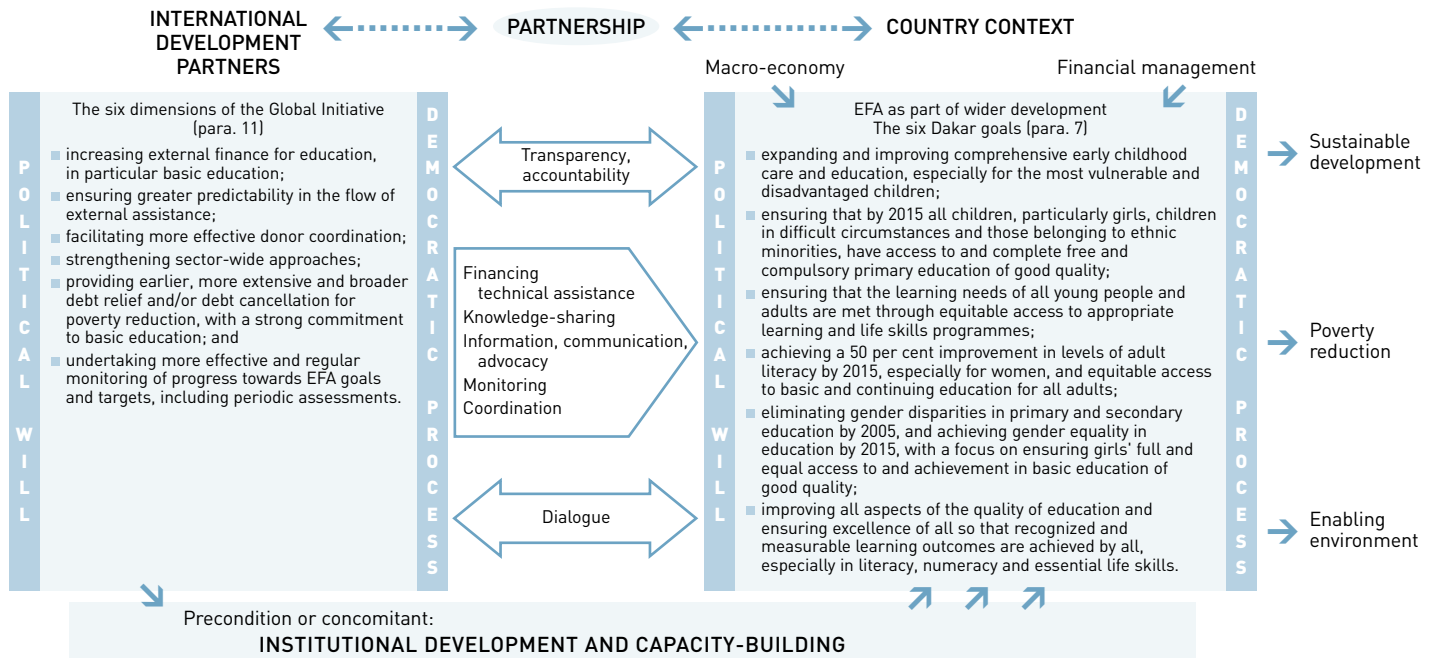
The FTI is properly judged as a new funding mechanism with an emphasis upon urgent action. It is less satisfactory as a framework for medium to long-term education reform. As argued in Chapter 4, the FTI’s proposed solutions in the form of norms and benchmarks have been derived from education system analysis isolated from a wider societal context.

There may be a danger of ignoring countries which do not fulfil the criteria for eligibility to the FTI.

13. Murphy and Mundy argue that the Initiative has such strong similarities with Oxfam’s original Global Action Plan proposed in Dakar that there seems to be a line of influence (2002, p. 11).

14. It should be noted, however, that the World Bank is planning to extend the costing exercise to ‘all the countries which have not yet achieved EFA’ and broaden it to ‘other EFA goals such as gender equality in primary and secondary education and adult literacy’ (World Bank, 2002c, p. 4).

Figure 5.4. Diagrammatic representation of the Global Initiative



Source: UNESCO (2001), adapted from Sida (2000), p. 30.

As regards country-choice, the FTI initially incorporated a limited number of countries having a 'credible' education plan aligned with a PRSP. They included some countries, such as Mozambique, where existing aid receipts appear to be beyond their domestic implementation capacity (Gustafsson, 2002). On the other hand, the FTI omitted a significant number of countries that could be considered as 'high priority' if aid effectiveness were interpreted in relation to highest need rather than highest efficiency. Table 5.9 compares the eighteen Fast-Track countries, five countries held in Fast-Track reserve (of which four are E-9 countries) and a group of fifteen other countries with poor development and education indicators.¹⁵ As shown in the table, all three groups of countries have weak development and education indicators and clearly deserve external assistance. By contrast, those selected as initial FTI countries are, in fact, slightly better off than the other two groups. Table 5.9 indicates that the integration of the reserve countries into the Initiative could have a positive and strong impact upon global adult literacy rates and upon reducing the number of out-of-school children if these particular

elements were specifically addressed. The 'other' country group not only have lower incomes than the FTI group, they also have higher rates of adult illiteracy, and much lower primary enrolment ratios. Attention to this 'other' group of countries would require the kind of flexibility implied by the Global Initiative and not necessarily insistence upon the existence of PRSPs in the countries concerned.

The emphasis placed by the FTI on UPE will make an important contribution to national development processes. However, its simple expansion may be to the cost of a more systemic approach focusing upon all six Dakar goals. Some have argued that an exclusive emphasis upon primary school enrolment and completion may come to dominate national educational agendas to the cost of more qualitative aspects of education reform (Gustafsson, 2002). Moreover, there is an obvious risk that the higher levels of external support entailed by FTI will increase aid dependency, as the extent of national ownership of plans and policies formulated via the PRSP instrument remains uncertain.

Existing aid receipts in Mozambique appear to be beyond domestic implementation capacity.

15. This 'other' group comprises countries that were non Fast-Track, having the lowest net enrolment ratios in 2000. The full list of countries and their key development and education indicators are shown in Table 5.10.

Table 5.9. Comparison of Fast-Track Initiative and other low NER countries: key education and development indicators

Variables	Fast-Track	Reserve Fast-Track	Other Low NER	Total
Number of countries	18	5	15	38
Population (000) 1999	316836.1	1 425 251.9	158 927.2	1 901 015.1
Average GNP per capita, current US\$ 1999	470.0	372.5	381.8	423.1
Average GNP per capita PPP 1999	2826.0	1 575.0	2 010.0	2 301.8
Average adult illiteracy rate (15+) 2000	38.8	46.8	43.4	41.7
Number of illiterates (15+) (000) 2000	58 280.2	416 797.9	32 351.3	507 429.4
Average GER 1999	83.6	84.9	75.5	80.6
Average NER 1999	67.2	61.8	54.8	61.3
Estimated out-of-school children (000) 1999/2000	9 364.2	n.a.	6 403.9	15 768.1
Average public expenditure on primary education as a percentage of total public expenditure on education (latest from 1997-99)	55.2	45.6	45.3	49.6
Average public current expenditure in primary education as a percentage of GNP (latest from 1996-99)	2.3	1.2	2.3	2.1

Note: Country groups are as follows:

Fast-Track Initiative countries: Albania, Bolivia, Burkina Faso, Ethiopia, Gambia, Ghana, Guinea, Guyana, Honduras, Mauritania, Mozambique, Nicaragua, Niger, Uganda, United Republic of Tanzania, Viet Nam, Yemen, Zambia

Reserve Fast-Track countries: Bangladesh, Democratic Republic of the Congo, India, Nigeria, Pakistan

Other low NER countries: Bhutan, Burundi, Central African Republic, Chad, Comoros, Côte d'Ivoire, Djibouti, Eritrea, Haiti, Islamic Republic of Iran, Lesotho, Madagascar, Mali, Oman, Yugoslavia

Source: Tables 5.2. and 5.10.

Education is maintaining its place at the centre of the international development agenda.

In summary, education is maintaining its place at the centre of the international development agenda and the pledges made since Dakar represent an important reconfirmation of this fact. The high degree of attention paid to universal primary education is justifiable because of its centrality to the Dakar agenda and its clear requirement for extensive and effective external support. However, this has at least two implications: first, the financial pledges far from cover the financing needed to pay attention to the full Dakar agenda; second, the short-term support for universal primary education is designed somewhat in isolation from the longer-term developments needed for systemic reform. Unless a medium- to long-term perspective is adopted, this will limit the capacity of governments to plan flexibly. Therefore, the FTI does not amount to the broader Global Initiative requested in the Dakar Framework for Action. Further, it risks being dominated by the concerns of a minority of the core partners, rather than reflecting the 'consistent, coordinated, coherent work' (UNESCO, 2000a, para. 17) seen as essential by the World Education Forum.

International coordination

The World Education Forum mandated UNESCO to play a leading role in sustaining international support for EFA and promoting better coordination of the global effort to achieve the Dakar goals. In doing so, it set down both a technical and a political challenge. However, it also provided UNESCO with an important opportunity to demonstrate international leadership at a critical point in the global effort to realize the right to education and eliminate poverty.

As this Report demonstrates, UNESCO is active in promoting the importance of good data for effective policy through the UNESCO Institute for Statistics, in encouraging the development of EFA Plans, in establishing and contributing to Flagship Programmes, and in giving priority to basic education in its regular programmes. It has also helped start the development of an EFA agenda in Europe (Box 5.1). In these ways, UNESCO is infusing EFA throughout its normative and technical functions in a direct response to Dakar (UNESCO, 2000a, para. 20).

However, UNESCO is finding other aspects of its international role more challenging. This is partly because the objectives of exercising major influence on the world's political leaders and of mobilizing significant international resources for EFA are intrinsically difficult to achieve.

Nevertheless, over the period 2000–2002, UNESCO's interpretation of its mandate was conservative, with an emphasis on facilitating dialogue and promoting partnerships, rather than attempting to provide strong international leadership. Partnerships and alliances are important, but in the context of the international events outlined above, UNESCO has had the opportunity to be more openly proactive in analysing and arguing the case for global action in support of EFA.

UNESCO arranged for the High-Level Group to meet twice – in Paris in 2001 and Abuja in 2002. At the 2001 meeting, UNESCO was asked to facilitate the development of a comprehensive strategy for EFA (UNESCO 2001g). This was prepared and presented to the EFA Working Group in July 2002 (UNESCO 2002b¹⁶). UNESCO describes the strategy as a reference guide to the essential elements of EFA and to the definition of areas of potential mutual support. The strategy appears to be conceived as a broad framework for understanding, rather than as an agenda for international action.

Both in the High-Level Group and in the three meetings of the Working Group on Education for all, UNESCO has been mindful of the importance of broad geographical representation and the need to involve civil society organizations. It has tended to draw on politicians and on expertise from within the education sector and, in the case of the Working Group, on the services of officials carrying less political authority and weight. This is an understandable approach for UNESCO, given its responsibilities to its Member States, but it is questionable whether this way of working will provide the urgency and the political commitment or the action that the Dakar agreements demand. There clearly is a place for sharing information and building alliances. But this will not necessarily lead to increased influence on the world's political and development community.

Box 5.1. Education for all in Europe

UNESCO has supported a number of initiatives aimed at publicizing the six Dakar goals and their implications for educational development in Europe. EFA Forums have been established and national plans have been developed. A common theme is the need for European countries to provide education for marginalized and disadvantaged groups. Initiatives have stretched from Belarus, Bulgaria, Georgia, Moldova, Russia, South Caucasus, Ukraine to the Baltic States, Nordic countries and the United Kingdom.

The United Kingdom National Commission for UNESCO is organizing six conferences and seminars, each linked to one of the six EFA goals. The objectives of the series are to give an overview of progress worldwide and in the United Kingdom towards achievement of the goals and to consider the main obstacles and identify ways in which relevant United Kingdom experience can support achievement of the goals.

The Baltic States and the Nordic countries have made particular efforts to develop mutually supportive efforts nationally, regionally and internationally. A sub-regional conference on Education for All in the Baltic Sea Countries was held in Riga from 24–27 January 2002, with participation from Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland and Sweden and with observers from Belarus and the United Kingdom. The Conference was organized by the Ministry of Education and Science of the Republic of Latvia and the Latvian National Commission for UNESCO, in close cooperation with the UNESCO Secretariat in Paris, the Latvian National Committee for UNICEF, UNDP Latvia, the World Bank Mission in Latvia and the Latvian Adult Education Association.

The meeting agreed that the objectives of the Dakar Framework for Action provided direction for educational development in the individual countries, particularly concerning educational quality and basic education as the foundation for lifelong learning. It also recognized that broad civic participation in discussions through the institution of National Education Forums, or similar bodies, is critical to ensure a good quality of education for all. An informal EFA Coordination Working Group composed of representatives from Latvia, Lithuania and Sweden was formed to take the work forward.

UNESCO has played its part in the development of the FTI and the G8 Education Task Force. It has created the Dakar Follow Up Unit in UNESCO's Education Sector to manage EFA-related consultations. On behalf of the international community, it has facilitated the development of the independent Global EFA Monitoring Report. Recently, it was successful in promoting EFA at the World Summit on Sustainable Development. However, in order for UNESCO to play a truly influential international role it needs to be better resourced, in ways that harness both strong technical capability and authoritative policy analysis. In-house capacity is needed to analyse international developments, changing aid modalities and requirements, and comparative experience of education policy trends across the world.

16. UNESCO, An International Strategy to Operationalize the Dakar Framework for Action, Paris, UNESCO, 2002b.

Box 5.2. Learning to live together

Political events since September 2001 have further emphasized the absolute importance of universal basic education. Given the complexity of global problems, in particular the inequalities between and within countries, learning to live together has become a necessity for all regions of the world. This was the theme of the 46th International Conference on Education organized by the UNESCO International Bureau of Education (IBE) in 2001, which was attended by over 600 participants from 127 countries, including eighty ministers and vice-ministers of education and regional and non-governmental organizations and foundations. It is the particular focus of ongoing work at IBE.

The Conference agreed that achieving the objective of Education for All goes well beyond the achievement of universal schooling. Within each country, the search for social cohesion, the struggle against inequality, the respect for cultural diversity and access to information and communication technologies could be achieved through policies that focus on improving the quality of education.

Learning to live together means accepting the universality of certain values while respecting cultural diversity. Yet everyone must acquire, through education, values that are part of humanity's common heritage, as expressed in the International Declaration of Human Rights.

The International Bureau of Education's programme on 'Curriculum change and social cohesion in conflict-affected societies' in Bosnia-Herzegovina, Guatemala, Lebanon, Mozambique, Northern Ireland, Rwanda, Sri Lanka and Tajikistan aims at developing sustainable processes of change of the school curriculum to enhance social cohesion in divided and conflict-ridden societies. It takes the view that education per se is no guarantee for peace since violence and social exclusion can be embedded in education systems. It proposes the concept of 'peace-building education', which would analyse the structural causes and the wider social-political context of divisions and tensions.

In Afghanistan, basic training for curriculum and textbook development and printing capacity aims to strengthen both the Ministry of Education and the Ministry of Higher Education in their process of national educational reform. The project covers curriculum renewal, revision and modernization, development of materials and methodologies for human rights, peace and citizenship education and capacity building within the Ministry to design and produce printed materials.

Programme activities

UNESCO was the only organization specifically requested to place the outcomes and priorities of Dakar at the heart of its work although many other agencies in the United Nations system are developing EFA-related programmes. UNESCO responded by allocating 41% of its regular education programme budget for basic education. As part of its reform process, it brought Education for All into the work of all Divisions in the Education Sector, as well as to the other parts of the Organization. Cross-sectoral collaboration is illustrated by the cooperation between the Communication and Education sectors in distance education and between the Social Sciences and Education sectors in human rights.

UNESCO strongly advocates all of the six Dakar goals. Its programme activities notably include those which are assigned less importance by other international agencies: early childhood care and education, inclusive education, life skills, non-formal education and its synergies with formal education, adult education and literacy, and the quality of education. UNESCO has been interpreting the right to education through learning how to live together (Box 5.2). It has supported systemic development, for example, in its work with teachers and educational personnel (Box 5.3). It is also involved in a number of special focus areas, including education in emergency and crisis situations, school health and HIV/AIDS. Regionally, UNESCO was involved in planning, and organizing a range of meetings of ministers and of regional and sub-regional forums during 2001 and 2002.

Inter-agency Flagship Programmes

A range of inter-agency work is taking place through flagship programmes. An overview of all existing flagships is presented in Table 5.11. In the Communiqué of the first meeting of the High-Level Group, it was emphasized that 'multi-partner initiatives and programmes must be carefully synchronized with national priorities, form part of national EFA action plans, be properly coordinated by governments and pay special attention to the educational needs of out-of-school children' (UNESCO, 2001b). It appears from Table 5.11. that the common feature of the flagships is the fact that they cater to marginalized groups or countries. Although some have been linked with EFA planning processes at national level, most of them need to be strengthened in that regard.

In summary, programme activities, including the flagship programmes, indicate a concern with those areas of the Dakar agenda that are not the primary focus of the FTI. While constituting complementary agency efforts, they suggest a continued need to map the mandates and strengths of all EFA partners in order to ensure implementation of all the Dakar goals.

Box 5.3. National capacity-building of lead teacher training institutions in Africa

M. Siniscalco, in her study for the International Labour Office (ILO) and UNESCO, highlighted how declining working conditions and low salaries result in a declining number of teachers for the growing number of school children around the world. In order to improve the quality of education in Africa and support the achievement of the EFA goals, improvement of teacher training (TT) institutions in Africa is urgently needed.

UNESCO has launched a capacity-building programme for teacher training in Africa. It targets the lead teacher training institutions: *Écoles Normales (supérieures, d'Instituteurs des Écoles primaires, d'Institutrices des Jardins d'Enfants)*, university-level departments of teacher training and selected professional institutions that are the best national sources for quality education for the country and the training ground for future leaders in education.

The programme expects to assist the institutions in addressing more directly the challenges of teacher training as they relate to the development problems in the particular countries, especially those most in need. It also aims at creating a network to regroup the principal actors and the principal institutions in teacher training, and to bring forward the policy issue of teacher training development for Africa on the international agenda through ongoing communication with policy-makers, donors, the media and others.

Following an in-depth evaluation and analysis of the current conditions of the institutions in all forty-six Member States of sub-Saharan Africa during October–November 2002, the programme will begin to phase in the most urgently needed improvements of TT institutions. This will be based upon the recommendations of the evaluation and the priorities of the governments and the teacher training institutions. The immediate focus of the activities will be the *Écoles Normales Supérieures* that UNESCO played a fundamental role in establishing. Independent of the size of the country, only the lead teacher training institutions will be targeted. An analytic summary report of the evaluation results will be made available to major African mechanisms, such as MINEDAF VIII and NEPAD.

The activity will be carried out in partnership with the Commonwealth of Learning, International Council for Distance Education, Education International, World Confederation of Teachers, UNICEF, ILO, the Association for the Development of Education in Africa, relevant Working Groups on EFA and the World Council of Higher Education.

Source: From Siniscalco (2002).

Conclusions

This chapter has analysed the main trends in education aid between 1990 and 2001 and assessed the international commitments in support of Education for All made during the course of 2001–2002. It was shown that bilateral and multilateral aid to education declined towards the end of the 1990s. While there appears to have been a slight increase in the shares allocated to basic education, they too declined in real terms over the same period. Estimates of the additional external funding requirements necessary to achieve universal primary education suggest that current levels of assistance are far too low, particularly in view of the funding needs of all six Dakar goals. Achieving universal primary education alone will require a greater concentration on sub-Saharan Africa. Additional external funding for education, and particularly for universal primary education, was announced during 2002, but it is unclear whether this will lead to the very significant increases required. At the turn of the century, only 30% of educational aid was allocated to basic education. If the Dakar goals are to be met, further and sustained increases in educational aid are needed over the medium term, together with a significant redirection of educational aid towards the EFA sectors.

Major improvements have been made in the reporting of aid commitments to education, and particularly to basic education. However, there remains much room for further improvement in the coverage and quality of OECD DAC data. The priorities are to achieve greater conceptual clarity in reporting, and to provide much fuller information on education disbursements, including their subsectoral detail, in order to monitor actual aid flows.

Recent international commitments, initiatives and programmes demonstrate the cooperative spirit that exists among the international community as well as a widespread perception of the need for greater coherence and coordination at country levels. However, translating the commitments into real resources directed towards priority ends, and turning the language of coordination into real practice, remain some distance away. It is doubtful whether the international partners are yet working according to a commonly interpreted agenda as opposed to the separate mandates and strengths of their individual organizations. Further groundwork, therefore, remains essential in order to consolidate the individual initiatives into a movement that is enabled to focus upon all of the Dakar goals.

Translating international commitments into real resources remains some distance away.

Table 5.10. Comparison of Fast-Track and other low NER countries: key education and development indicators

Country	Population (000) 1999	GNP per capita (current US\$ 1999)	GNP per capita PPP 1999	Adult illiteracy rate (15+) 2000	GER 1999	NER 1999	Estimated out-of-school children (000) 1999/2000	Public expenditure on primary education as % of total public expenditure on education (Latest from 1997-99)	Public current expenditure in primary education as % of GNP (Latest from 1996-99)
Fast-Track countries									
Albania	3 131	930	3 300	15.3	109.2	100.0	3.1	...	...
Bolivia	8 142	980	2 310	14.6	115.6	99.1	11.2	71.8	2.3
Burkina Faso	11 246	230	2 470	76.1	42.9	34.6	1 298.2	59.7	1.6
Ethiopia	61 388	100	1 410	60.9	70.8	87.3	...	...	4
Gambia	1 267	...	440	63.4	75.1	69.8	56.0	40.9	2
Ghana	18 893	390	...	28.4	87.7	...	...	66.7	2.6
Guinea	8 021	490	8 830	...	53.5	49.0	642.3	27.9	2
Guyana	757	860	3 640	1.5	88.3	40.0	...	...	5
Honduras	6 258	780	2 290	25.0	97.3	85.7	...	37.1	1.8
Mauritania	2 582	390	1 570	59.8	84.3	63.0	...	44.6	1.4
Mozambique	17 936	220	...	56.0	85.4	50.1	1 232.2	...	...
Nicaragua	4 938	390	2 000	33.5	104.4	79.4	163.8	74.1	2.2
Niger	10 455	190	...	84.0	32.4	21.2	1 408.4	...	1.4
Uganda	22 611	310	...	33.0	140.9	87.3	...	62	2
United Republic of Tanzania	34 285	...	...	25.0	63.0	46.7	3 542.6	65.2	1.5
Viet Nam	77 118	...	...	7.5	107.7	96.3	342.6	35.8	1
Yemen	17 620	...	...	53.6	68.0	...	...	80	4.4
Zambia	10 187	320	...	21.8	78.7	66.4	663.9	51.4	1.4
Reserve Fast-Track Country									
Bangladesh	134 584	350	1 500	60.0	96.5	81.4	...	42.7	1.2
Dem. Rep. of the Congo	49 581	...	770	38.6	60.7	58.7	...	...	...
India	992 686	440	2 240	42.8	100.9	71.1	...	37.1	1.1
Nigeria	110 845	250	...	36.0	70.3	35.9	...	...	1
Pakistan	137 556	450	1 790	56.8	96.0	...	...	57	1.3
Other low NER Country									
Bhutan	2 029	570	1 360	...	71.9	52.9	...	61.1	1.8
Burundi	6 255	120	...	52.0	62.5	44.5	631.7	37.3	2.7
Central African Republic	3 649	280	750	53.3	60.5	42.3	...	57	1.1
Chad	7 641	210	9 090	57.4	70.3	56.6	564.1	37.5	1
Comoros	685	400	790	44.1	83.8	54.8	50.4	17.4	0.5
Côte d'Ivoire	15 685	...	750	51.4	76.9	58.4	1 081.0	59.5	4.9
Djibouti	617	850	...	35.4	36.9	30.6	71.7	65.9	2.2
Eritrea	3 524	200	...	44.3	61.2	40.3	288.4	46.8	2.1
Haiti	8 016	490	1 450	50.2	126.0	86.8	...	38.3	0.7
Iran, Islamic Rep. of	69 244	...	...	24.0	87.6	74.6	2 398.9	34.4	2.5
Lesotho	2 008	590	1 170	16.6	103.5	58.5	146.4	41.6	8
Madagascar	15 512	250	720	33.5	101.8	66.4	729.3	37.8	0.8
Mali	11 039	240	...	74.4	50.0	39.9	...	68.1	1.9
Oman	2 457	...	...	28.3	73.3	65.1	150.5	31.6	1.3
Yugoslavia	10 567	...	...	...	65.9	50.6	291.5	...	...

Source: Annex, Table 1, (first seven columns); UNESCO, 2000b (last two columns).

Table 5.11. EFA Flagship Programmes

Title	Partners	Goals	Strategies	Activities and achievements
Flagship Programme on Early Childhood Regional Capacity-Building Initiative (Co-ordinated by UNICEF)	The Consultative Group on Early Childhood Care and Development (CG on ECCD) includes, among others: Aga Khan Foundation, Bernard van Leer Foundation, Christian Children's Fund, IADB, Save the Children Foundation (United States), UNICEF, UNESCO, USAID, World Bank, OECD, United Nations Family Unit.	Contribute to alleviating poverty by providing children, particularly those in disadvantaged situations, with early learning opportunities so that they grow up healthy, succeed in learning in school and become competent and productive members of society.	Establish/reinforce macro-policy structure of early childhood care and education in selected target countries. Establish regional policy forums for national policy-makers and decision-makers. Reinforce information management and networking in early childhood policy and practices.	Case studies on countries that have developed ECD strategies as part of their national EFA plans. Compiling and analyzing research studies that demonstrate the positive impact (both quantitative and qualitative) of ECD on broader EFA goals. Pilot programme on the financing of early childhood education. Improvement of existing and development of better ECCD indicators. Development of an ECD Flagship website. Achievement to date: Ongoing activities.
United Nations Girls' Education Initiative (UNGEI) (Coordinated by UNICEF)	DAW/DESA/UN, DGO, ILO, OCHA, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIFEM, WFP, WHO, World Bank and non-governmental organizations such as the Forum of African Women Educationalists (FAWE).	Contribute to the elimination of gender discrimination and gender disparity in education systems through action at global, national, district and community levels.	Encourage and facilitate strategic action on girls' education by building political and resource commitments, ending the gender gap, ending gender bias and discrimination within education systems, helping girls' education in crisis, conflict and post-conflict situations, and eliminating ingrained gender bias that limits the demand for girls' education.	Advocacy and global action: by bringing the issue of girls' education to the agenda of various international meetings and conferences. Support to countries: taking action to promote girls' education-related content of CCAs and UNDAFs (e.g. development and introduction of a 'hands-on clinic' on the MDGs and their application through the CCA-UNDAF process in the Induction Programme for Resident Coordinators and a training module on girls' education as it relates to United Nations country teams and their work). Partnership building in order to ensure the mainstreaming of Girls' Education issues into the other inter-agency initiatives. Development of a supportive environment for country work: Organization of meetings with bilaterals in order to strengthen the global coalition for girls' education. Identification of capacity for different substantive components of girls' education. Posting of examples of good practice on DevLink website. Achievements to date: <ul style="list-style-type: none"> ■ The United Nations Secretary-General's and other high-level international officials' commitment to promoting girls' education. ■ Increase in number of requests for information and presentations on UNGEI. ■ Six countries (from sub-Sah. Africa, S. Asia and the Arab States) expressed interest in participating in the Initiative, and working actively on improving the situation of girls' education. ■ Significant steps towards including Girls' Education in the agenda of UNICEF, WFP, UNHCR, WFP, UNESCO, The World Bank, UNFPA, ILO, DESA. ■ Gender issues mainstreamed in the work and materials developed by the Inter-Agency Network on Education in Emergencies.
The Initiative on Education in Situations of Emergency and Crisis (Coordinated by UNICEF, UNESCO, UNHCR, CARE and the Norwegian Refugee Council)	UNESCO, UNHCR, UNICEF, Norwegian Refugee Council, CARE International, Save the Children Alliance, other NGOs and bilateral agencies.	Assist Member States in situations of emergency and crisis to cope with their immediate education needs.	Support existing agencies and initiatives through the provision and sharing of information, learning materials, guidelines and training opportunities.	Information/experience sharing and research: promotion of greater donor understanding of education in emergencies, advocacy for education to be included in emergency response, advocacy for gender issues to be taken into account in emergency education initiatives, development of consensual guidelines on education in emergencies. Sensitization, advocacy. Training and capacity building. Achievements to date: <ul style="list-style-type: none"> ■ Teaching and learning resources as well as documented best practices made available on the website of the Inter-Agency Network for Education in Emergencies (INEE). ■ Comprehensive vision of educational needs adopted in the EFA Action plans of countries in emergency, crisis and reconstruction.

Table 5.11. (continued)

Title	Partners	Goals	Strategies	Activities and achievements
<p>The Inter-Agency Initiative FRESH: Focusing Resources on Effective School Health - (Coordinated by UNESCO, UNICEF, WHO and the World Bank, in collaboration with Education International)</p>	<p>UNESCO, UNICEF, WHO, the World Bank and Education International, in collaboration with UNAIDS, FAO, WFP, Roll Back Malaria and others.</p>	<p>Increase awareness within the education community about the value of school health programmes as a strategy for achieving EFA.</p>	<p>Broaden the scope of school health programmes to include and make more effective the following four components:</p> <ul style="list-style-type: none"> ■ school policies, ■ healthy, safe and secure learning environment, ■ skills-based health education, and ■ school-based health and nutrition services. 	<p>Advocacy at international and inter-agency meetings. Support to EFA Action Plans preparation: Sensitization and training seminars (in around sixty developing countries) for National EFA coordinators and Ministries of Education's personnel in charge of health education. Provision of FRESH consultants to support the EFA planning process in some countries in SSA and LAC regions. Launching of survey on finalized plans to verify whether HIV/AIDS and health education have been integrated.</p> <p>FRESH school health launched in 10 developing countries.</p> <p>Provision of sensitization textbooks for teachers, school personnel, communities and pupils.</p> <p>Achievements to date:</p> <ol style="list-style-type: none"> 1. The convener agencies (UNESCO, UNICEF, WHO, World Bank and Education International) have been joined by new partners who are reinforcing the Initiative. 2. Integration of FRESH health components in the draft National EFA Action plans of fifteen countries of the Pacific Regions and six countries in sub-Saharan Africa.
<p>The Impact of HIV/AIDS on Education</p>	<p>UNESCO, UNICEF, WHO, UNFPA, UNDP, World Bank, UNAIDS Secretariat, Education International, USAID, DFID, individual experts.</p>	<p>Mobilize commitment to preventive education and act as catalyst for the exchange of information about how education can be most effective in mitigating the effects of the HIV/AIDS crisis: reducing vulnerability and impact; interrupting transmission.</p> <p>Increase the Education Sector's contribution to two key and inter-linked targets: i) achieve 25% reduction in HIV infection rates among young people in most affected countries by 2005 and globally by 2010, and ii) ensure that by 2015, all children have access to and complete primary education of good quality.</p>	<p>Increase interagency cooperation by developing common approaches and frameworks, with a focus on work with children and young people at or near school age, as well as other educational settings.</p> <p>Facilitate the development of country level strategic plans for HIV/AIDS prevention and impact management in education systems, as part of an expanded global response to the pandemic.</p>	<p>Advocacy: Development of common advocacy approaches and materials.</p> <p>Advancement of knowledge and capacity building of key actors. Monitoring of progress on mitigating the impact of HIV/AIDS and on reducing vulnerability.</p> <p>Achievement to date: Development and adoption of a common strategic framework by all partners.</p> <p>(UNESCO leads the UNAIDS Inter-Agency Task Team on Education).</p>
<p>Teachers and Quality of Education (Coordinated by UNESCO, ILO, UNICEF and Education International)</p> <p>(Please also refer to Box 5.2 in Chapter 5, above.)</p>	<p>UNESCO, ILO, UNICEF, Education International and other partners.</p>	<p>Improvement of teachers' education, with the aim of enabling large numbers of teachers to provide quality basic education for all.</p> <p>Strengthened mechanisms for social dialogue in education by means of information sharing, consultation and negotiation on policies, financing, and teaching/learning conditions that ensure full participation of teachers, their organizations and other educational stakeholders in key reform decisions.</p>	<p>Strengthen high quality, relevant, and professional standard initial teacher education and lifelong professional development.</p> <p>Establish sub-regional, inter-ministerial and inter-sectoral processes for enriching the quality of teacher education reform in order to meet Dakar goals. Strengthen and institutionalize social dialogue mechanisms between education authorities and teachers' organizations.</p>	<p>Review of teacher education, recruitment and/or deployment, professional and material conditions and social dialogue mechanisms in the United Republic of Tanzania. This activity will be extended to six other pilot countries involved in the preparation of a Poverty Reduction Strategy Paper (PRSP) (two each in Africa, Asia and Latin America). Evaluation of selected Écoles Normales Supérieures in French-speaking Africa.</p> <p>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.</p> <p>Achievement to date: ongoing activities.</p>

Table 5.11. (continued)

Title	Partners	Goals	Strategies	Activities and achievements
Literacy in the framework of the United Nations Literacy Decade: Education for All (Facilitated by UNESCO)	UNESCO, UNICEF, World Bank, OECD.	Mobilize governments and civil society to recognize the importance of creating literate environments and providing quality non-formal learning opportunities.	Place literacy at the centre of all levels of national education systems. Adopt a two-pronged approach, giving equal importance to both formal and non-formal education modalities with synergy between the two. Promote an environment supportive of uses and culture of reading in schools and communities. Ensure community involvement in literacy programmes and their ownership by communities. Build partnership at all levels, particularly national. Develop systematic monitoring and evaluation processes at all levels, supported by research findings and databases.	Policy: development of a policy environment across communities, sectors, agencies and ministries that mainstreams the promotion of literacy. Programme modality: develop literacy programmes that cover the whole life cycle so as to ensure lifelong learning, are gender sensitive, and delivered through both non-formal and formal approaches. Capacity-building: ensure that partners and stakeholders are able to design and run these literacy programmes in a sustained manner. Research: undertake research activities that contribute to the formulation of literacy policies, the improvement of literacy programmes and the periodic review of progress towards Literacy for All. Community participation: take steps to secure community participation. Monitoring and evaluation: build functional monitoring information systems to provide reliable and meaningful information on literacy status, its use and its impact, and on literacy programmes performance and effectiveness. Achievement to date: this Flagship programme is still at a planning stage. The United Nations Literacy Decade will begin in 2003.
EFA and the Rights of Persons with Disabilities: Towards Inclusion (Facilitated by UNESCO)	Danish International Development Assistance, DfID, EENET, University of Manchester, Georgetown University Child Development Center, Inclusion International, International Council for Education of People with Visual Impairment, International Step by Step Association, International Working Group on Disability and Development, OECD, Rehabilitation International, UNESCO, University of Oslo, World Blind Union, World Federation of the Deaf.	Promote access to and completion of quality education for all children, youth, and adults with disabilities, and in that effort, incorporate the goals and approaches identified in the major conferences related to the rights of children, to equal opportunities for disabled people and EFA.	Serve as a technical resource for national, global and regional level activities. Mobilize resources. Assist the EFA monitoring process.	Support to the development and enhancement of national plans in regard to the right to education and the promotion of national policy and legislation that ensure the right to public education for all children with disabilities. Ensure that the right to education of people with disabilities is fully taken into account in all EFA activities and EFA flagships. Promote inter-agency and regional networking. Ensure dissemination of information about and respect for the principles of everyone's universal right to education. Promote international development assistance, the availability of assistance devices, the strengthening of human resources, and the like to support the education of persons with a disability. Develop disability-sensitive indicators to be used in monitoring EFA, to ensure that statistics reflect numbers of students with a disability who are receiving an education in regular schools and in special schools, as well as the number of children excluded from school. Support research to produce the data needed to inform governments and international financial institutions. Achievement to date: this flagship programme is still at a planning stage.
New flagship: Education for Rural People (Led by FAO)	FAO, UNESCO, ICRAF - World Agroforestry Centre of the CGIAR, IPGRI-International Plant Genetic Resources Institute, WFP, ILO, the Governments of Egypt and San Marino, Terre des Hommes, Italia and others.	Reducing the education gap among rural and urban populations.	Placing education of rural people at the core of national EFA plans and strengthen institutional capacity to do so. Expand access to and increase attendance in and completion of schools in rural areas by promoting and supporting initiatives that aim at improving children's nutrition and capacity to learn.	National level : technical support to countries willing to address the basic educational needs of rural people by formulating specific plans of action as part of the national plans on EFA. International level : i) Advocacy and mobilization of partnerships for education of the rural people concentrating on strategic global, regional and international events, and encouraging the same within countries. ii) Identification of capacities for different substantive components on education for rural people within partners institutions. iii) Support for exchange of good practices and knowledge on education for rural people. Achievement to date: this Flagship Programme was launched in September 2002.