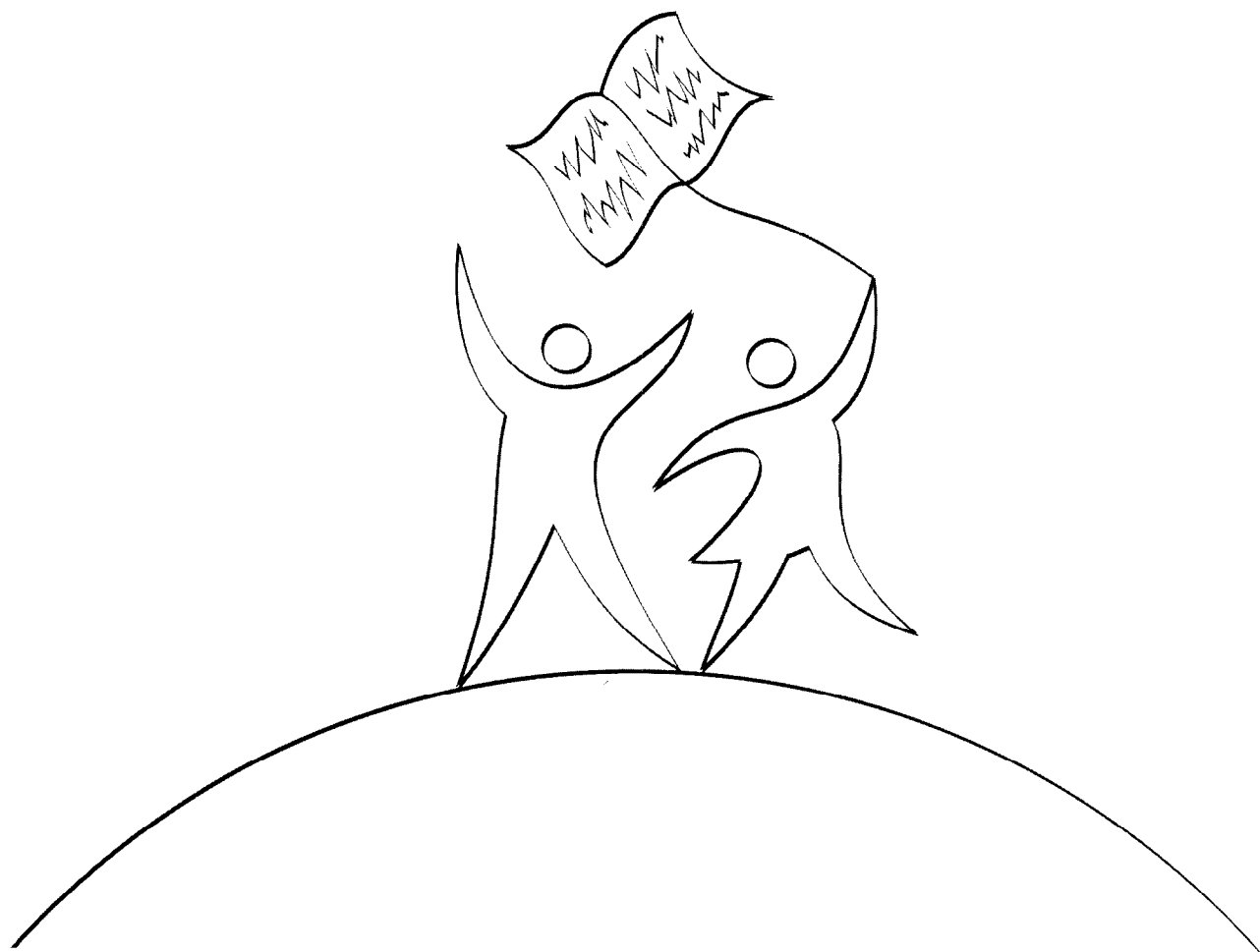


# Education for All



An international strategy to put  
the Dakar Framework for Action  
on Education for All into operation

2002



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# Preface

**T**he world has set clear targets to reach Education for All by 2015. Two years ago at Dakar, there was unprecedented worldwide solidarity in making a commitment to those targets – by governments, civil society and international organizations. Since then, new plans have been made and old ones revitalized, particularly at the national level. In the course of planning, the complexities of building partnerships for EFA and the difficult challenges of diverse contexts have emerged all the more strikingly. Therefore, it has clearly been important to maintain and to strengthen the international consensus and to keep the entire international community engaged in supporting EFA at the national level. Building convergence around the vision, processes and mechanisms necessary to achieve all six Dakar goals is central to these efforts. This is no easy task given the need for in-depth communication between very different partners who represent a wide variety of constituencies and interests.

The Dakar Framework for Action called for the establishment of a High-Level Group that would serve two main functions: as a lever for political commitment and for technical and financial resource mobilization, and as an opportunity to hold the global community to account for commitments made in Dakar. At its first meeting, this group asked for an over-arching international strategy to operationalize the Dakar Framework for Action; I now have great pleasure in presenting this strategy. The Task Force requested by the High-Level Group

met to give shape and focus to the current document.<sup>1</sup> This strategy has grown out of extensive collaboration and participation, with inputs from a wide range of EFA partners. It draws on other initiatives that have been proposed for enhancing the level of international engagement and its coherence. It responds to the concern for more effective co-ordination within the international community. It is a living document, amenable to adaptation as dialogue is further pursued, for example, in the EFA Working Group, in regional forums and at the next meeting of the High-Level Group.

The strategy builds on the Dakar values of partnership, collective ownership and respect for diversity. It maintains a focus on the national level, the heart of EFA action, by emphasizing the supporting measures that require international commitment and co-ordination. By focusing on five major actions – planning, advocacy and communication, financing, monitoring and evaluation, international and regional mechanisms – it provides a clear framework for current and future actions.

Two years after Dakar, we have all become more aware of the complexity and size of the EFA challenge. The need for effective partnerships and co-ordinated efforts between all the partners has become abundantly clear. In this context, ensuring the commitment of international support to countries and maximizing the benefits of that support through effective co-ordination are vital and urgent if substantive progress is to be made. This international strategy aims to contribute to these key tasks.

Koïchiro Matsuura  
Director-General, UNESCO

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# List of acronyms

ADEA	Association for the Development of Education in Africa	IDA	International Development Association
AIDS	Acquired Immune Deficiency Syndrome	ILO	International Labour Organization
AMU	Arab Maghreb Union	INEE	Inter-agency Network for Education in Emergencies
ANCEFA	African Network Campaign on Education for All	IPEC	International Programme on the Elimination of Child Labour
ARC	Arab Resource Collective	ISESCO	Islamic Educational, Scientific and Cultural Organization
ASEAN	Association of Southeast Asian Nations	LAIA	Latin American Integration Association
ASPBAE	Asia South Pacific Bureau of Adult Education	LDC	Least Developed Country
AU	African Union (formerly, OAU, Organization of African Unity)	MD	Millennium Declaration
CARE	Care International	MINEDAF	Conference of Ministers of Education of African Member States
CIDA	Canadian International Development Agency	NEPAD	New Partnership for Africa's Development
CARICOM	Caribbean Community	NGO	Non-Governmental Organization
CCA	Country Common Assessment	OAS	Organization of American States
CCNGO/EFA	Collective Consultation of Non-Governmental Organizations on EFA	OCHA	Office for the Co-ordination of Humanitarian Affairs
CDF	Comprehensive Development framework	ODL	Open and distance learning
CEART	Committee of Experts on the Application of the Recommendation concerning the Status of Teachers	OECD	Organisation for Economic Co-operation and Development
CNN	Cable News Network	PANA	Pan African News Agency
CONFINTEA V	5th International Conference on Adult Education	PRSP	Poverty Reduction Strategy Paper
CSO	Civil Society Organization	SAARC	South Asian Association for Regional Cooperation
CSN	Country Strategy Note	SADC	Southern Africa Development Community
DAC	Development Assistance Committee	SIDA	Swedish International Development Agency
DANIDA	Danish International Development Agency	SC	Save the Children
EC	European Commission	SPF	South Pacific Forum
E-9	Nine high-population countries: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria, Pakistan	SWApS	Sector-Wide Approaches
ECOSOC	Economic and Social Council of the United Nations	UN	United Nations
ECOWAS	Economic Community of West African States	UNAIDS	Joint United Nations Programme on HIV/AIDS
EFA	Education for All	UNDAF	United Nations Development Assistance Framework
EU	European Union	UNDG	United Nations Development Group
FAO	Food and Agriculture Organization of the United Nations	UNESCO	United Nations Educational, Scientific and Cultural Organization
FRESH	Focusing Resources on Effective School Health	UNFPA	United Nations Population Fund
G-8	Group of 8 countries with the largest economies: Canada, France, Germany, Italy, Japan, Russian Federation, United Kingdom, United States	UNGEI	United Nations Girls' Education Initiative
GCE	Global Campaign for Education	UNHCR	United Nations High Commission for Refugees
HLG	High-Level Group	UNICEF	United Nations Children's Fund
HIV	Human Immunodeficiency Virus	UIE	UNESCO Institute for Education
HIPC	Highly Indebted Poor Countries	UIS	UNESCO Institute for Statistics
IADB	Inter-American Development Bank	UPE	Universal Primary Education
IAEA	International Association for Learning Assessment	USAID	United States Agency for International Development
ICT	Information and Communication Technology	WFP	World Food Programme
		WGEFA	Working Group on Education for All
		WHO	World Health Organization

## INTRODUCTION

# From the Jomtien Declaration to the six EFA goals

**A**t the heart of Education for All (EFA) is the vision of every person – female and male, of every age, in every community – engaged in learning, the key to unfolding their full potential as human beings.

In the World Declaration on Education for All, adopted in 1990 in Jomtien, Thailand, the world community adopted an expanded vision of what basic education means, calling for a learning environment in which everyone would have the chance to acquire the basic elements that serve as a foundation for further learning and enable full participation in society. This vision implied both access to education for everybody and meeting the diverse learning needs of children, youth and adults. It focused on learning societies, and saw broader and deeper partnerships at every level as the way forward.

In Dakar in 2000, the World Education Forum re-affirmed this vision, and adopted a Framework for Action that emphasized the need for quality in basic education as well as access to it (see Figure 1). Focus was placed squarely at the national level and on the responsibility of national governments towards education. The Dakar Framework clearly states the commitment to create the right conditions for EFA in each country, recognizing that some countries will need help in doing so and recognizing, too, the responsibility of those with the means to make such help available. Education for All is a joint endeavour involving all humanity, and we all stand to benefit from our own learning and the learning of our neighbours. In a globalized world, it is not only unacceptable, it is dangerous to allow a situation of educational ‘haves’ and ‘have-nots’ to persist.

This strategy document does not review the challenges or problems of EFA; it does not describe the scope of the problem; and it does not tell governments what they should do. Rather, it outlines the dimensions of both international

### The six Dakar goals

- (i) expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- (ii) ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- (iii) ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
- (iv) achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- (v) eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- (vi) improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.



support at national level and co-ordination between international agencies, taking into account the comparative advantage of each agency and the need for cohesion and effective co-operation in support of EFA. Its purpose is to make the Dakar Framework for Action operational. It is complementary to existing EFA documentation, which the reader may consult elsewhere.<sup>2</sup> The Dakar Framework for Action spelled out the commitments which the governments of the world, together with civil society and the international agencies made to address the EFA challenge – in terms of six goals (see box above) and twelve strategies. The Expanded Commentary put flesh on the bones of these commitments, as did the Regional Frameworks for Action in the context of specific geographical areas.

In March 2002 the Monterrey Consensus emerged from the Conference on Financing for Development – with clear implications for investment in Education for All. It recognized education as part of the basic economic and social infrastructure for sustainable development. It also offers the prospect of increased aid for development in general.

Since increased external aid is the only way for some of the poorest countries to build capacity in basic education and other social domains, it is now urgent to ensure that these new commitments translate into significant new resources for EFA. Financing agencies and bilateral donors must not shy away from the long-term investment in education in favour of short-term results, but rather commit themselves to the six Dakar goals all the way to 2015.

This international strategy is related to a number of development planning initiatives. It draws on them and must be understood as a specific EFA component in relation to these wider processes, bringing a focus on basic education. EFA processes are neither in competition with other processes and initiatives, nor separate from them; they include planning and negotiation around the Millennium Development Goals, the Poverty Reduction Strategy processes, the United Nations Development Assistance Framework, Sector-Wide Approaches (SWAs) and a number of

<sup>2</sup> The World Declaration on Education for All articulated the expanded vision of basic education at the beginning of the 1990s – the same vision that Dakar re-affirmed. The EFA 2000 Assessment presented the status of basic education prior to the World Education Forum, indicating the progress, the failures, the scope and the challenge of EFA.

regional processes (e.g. the New Partnership for Africa's Development). The Millennium Goals have become a means of focusing global attention on a limited number of fundamental development targets and a framework for structuring development cooperation – with a concern to ensure accountability on the part of all partners for their part in achieving them. These processes are described more fully in Appendix 1, where their relationship to EFA planning is spelled out in greater detail. This strategy paper presents what the international community needs to carry out in order to realize the Dakar goals, which are to be understood as an essential aspect of sustainable and equitable development. This strategy complements the EFA strategies of specific multilateral and bilateral agencies. It accompanies individual EFA strategies to which agencies have committed themselves, serving as a stimulus for full co-operation in implementing the twelve strategies of the Dakar Framework for Action and as a reminder and checklist of essential contributions which the international community must make in supporting national-level actions. It can further serve national governments, each with their own EFA plans, as an indication of the areas in which they can expect support and collaboration from the international community.

The international strategy is structured in four parts:

- Part I spells out what the strategy is and what it is not and proposes a way of making it a living – and therefore relevant and useful – document.
- Part II presents five major actions which are essential to achieving the Dakar goals and which will be the content of partnerships at national, regional and international levels.
- Part III addresses the implementation of the twelve Dakar strategies, enumerating the links between the national and international levels.
- Part IV discusses the time-line associated with achieving the Dakar goals.

The appendices trace the broader context and background of EFA and add some detail to complement the main text; they also include a summary mapping of donor interventions by country.

Figure 1. From Jomtien to Dakar and beyond: vision, values and principles

## Expanded vision of basic education

Access – Equity – Quality  
Focus on Learning – Gender equality  
Learning societies – Lifelong learning

Jomtien 1990 . . . . . Dakar 2000 →

Learning and social  
transformation  
Learning to be  
Learning to know  
Learning to do  
Learning to be together  
Full potential of individuals  
and communities

### Six goals

- 1. Expand and improve comprehensive early childhood care and education
- 2. Ensure that by 2015 all children have access to and complete, free and compulsory primary education of good quality.
- 3. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.
- 4. Achieve a 50 per cent improvement in levels of adult literacy by 2015
- 5. Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015.
- 6. Improve all aspects of the quality of education.

### Values and principles

Peace – Dialogue – Partnership  
Diversity – Right to education

## PART I

# What an international strategy is – and what it is not

**T**he principal actors in EFA are governments and civil society at the national level – the Dakar Framework for Action stated clearly that ‘the heart of EFA lies at the country level’. The Dakar Framework is a collective commitment. This international strategy focuses on the ways in which actors within countries can be supported by co-operation with regional and international agencies and institutions (see Figure 2). In addition to governments, a host of stakeholders were part of Dakar – United Nations agencies, regional bodies, civil society organizations and networks. These have been represented in both the Working Group on EFA and the High-Level Group.

**Fig. 2. Links between national, regional and international processes in EFA**



In October 2001, the High-Level Group expressed concern at its first meeting that the roles and relationships between all partners, particularly with regard to the support they are to give at national level, had not been clearly specified. This strategy paper will address the issues that were spelled out at that meeting:

- the major actions to be taken within specified time-lines;
- the roles and responsibilities of partners;
- the linkages among activities, including a clear description of how flagships are to be integrated into country-level activities; and
- a consensus on the global initiative.

The list below sums up what this strategy is and is not.

An international strategy:

- complements the Dakar Framework for Action
- focuses on support to the national level

maps key EFA processes and mechanisms  
specifies roles and responsibilities  
is a living document  
reflects and fosters collective ownership

it is **not**:

- a repetition of the Dakar Framework for Action
- a blueprint for what countries should do
- merely a list of ‘should’s’, ‘ought’s’ or ‘must’s’
- a particular agency’s view of EFA
- a once-and-for-all statement

The strategy is a living document which will be modified as circumstances and priorities evolve. It serves as a tool for setting EFA priorities and as a guide in assigning responsibilities, as part of other EFA processes, such as national forums and, at international level, the Working Group and the High-Level Group. The following chart proposes a process for ongoing strategy development.

**Table 1. Ongoing strategy development**

Date	Occasion	Action
July 2002	EFA Working Group	Discuss the implementation of key elements of the strategy
November 2002	EFA High-Level Group	Report on and assess partnerships, based on the Working Group’s application of the strategy  Set strategic priorities for coming year (2002–2003), on basis of a <i>Monitoring Report</i> (analysis of results and interpretation of trends)
December 2002	following the High-Level Group	UNESCO to process input from HLG and adjust strategy – new version and updated time-line

## PART II

# Partnerships and actions

**T**he key principle in the international co-ordination of EFA is partnership. It is thus imperative to view all of the provisions, recommendations and approaches of an international strategy through this lens. Partnerships will be linked together by means of a number of crucial processes or elements. Outlined in skeletal form in the Framework for Action, they are here the subject of specific initiatives. The following are the major actions around which the international strategy is articulated:

**Table 2. Major actions of the international strategy**

Major action	Intended results	Initiatives
Planning	Viable national EFA action plans	Support to planning process and capacity building (in some cases through PRSPs, UNDAF or other frameworks)
Communication + advocacy	Full backing at national and international levels	Statements of (sub) regional and international co-ordination mechanisms; advocacy and public awareness-raising, etc.
Financing	Finding and channelling new resources to EFA	Talks on setting up a financing framework
Monitoring and evaluation	Progress assessment, identification of gaps, priority-setting; clear and common understanding of effectiveness of EFA efforts	National monitoring and capacity-building; EFA Observatory; annual EFA <i>Monitoring Report</i> ; formal periodic assessment of progress in EFA at all levels
International + regional mechanisms	Communication, awareness, political will and co-operation at national, (sub-)regional and international levels	Fostering national partnerships; (sub)regional and international co-ordination mechanisms; inter-agency initiatives; flagship programmes

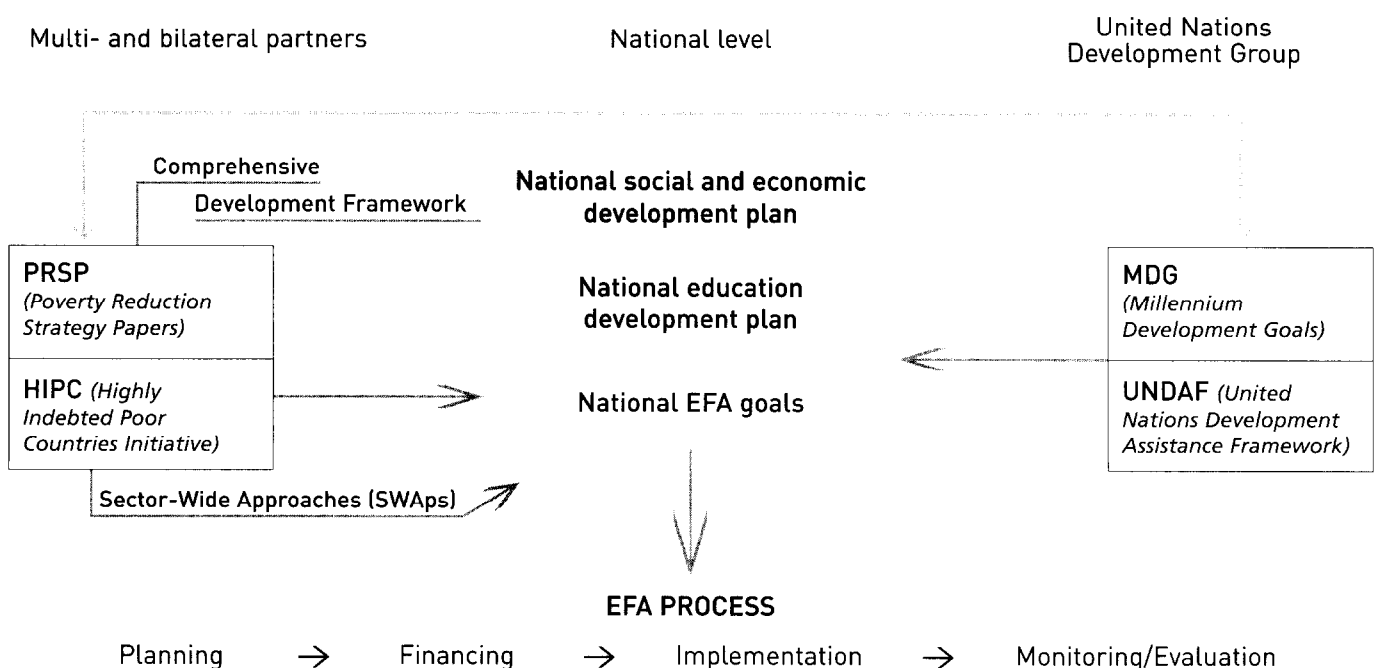
# 1. Planning for EFA

**National EFA forums:** Full participation in EFA and the harnessing of all possible energies depend in part on full ownership of the EFA process. It is therefore crucial at national level that EFA forums be established that include government, civil society and NGOs, parents' groups and teachers' syndicates, and so on. National EFA forums are consultative and co-ordinating bodies that bring together around one table the representatives of all those with a vital stake in basic education. They are both vehicles of partnership and dialogue and co-ordinating mechanisms focused on the planning, analysis and monitoring of progress towards the goals. They must be seen not as occasions for the sharing of information or government plans but as forums for policy input and formulation. The tendency of governments to use them merely for the sharing of their own administrative policy decisions must come to a stop. These forums also provide an opportunity to keep policy-makers accountable for achieving EFA goals.

Support for EFA forums should include advocacy on the benefits of full participation, with specific encouragement to include civil society where that is not currently the case. Regional workshops will enable joint government and civil society delegations to develop optimal structures and processes for the workings of the forums.

**Planning for national EFA goals:** As of March 2002, around 70 countries had developed plans for Education for All. These plans have taken a variety of forms. Some are part of an existing education sector plan, some are part of a Poverty Reduction Strategy Paper, while others have been developed separately. What is important is that EFA plans, wherever they are presented, address the six goals of Dakar, with timelines, current and projected educational needs, budgets and sources of financing. Figure 3 shows the relationships between the various planning processes used in development co-operation and which must complement each

**Fig. 3. EFA National Plan: coherence and links with other development frameworks and approaches**



other rather than confuse at the national level. They are of different kinds – strategy development, coordination, macro-economic planning – but are linked to each other, and the EFA goals should be part both of the negotiation procedures and of the resulting plans.

EFA sets the priority on basic education and this priority will make demands on other parts of the education system. Thus plans must be set in the context of planning for the whole education sector, because of the multiple and supportive linkages between primary, secondary and tertiary education. Plans for reinforcing teacher education and

educational research in tertiary institutions will be particularly important in the effort to ensure the high quality of basic education.

Support for EFA planning at national level will take the form of direct national capacity-building and policy development (e.g. using mobile technical teams). In addition, regional EFA forums are a place where national plans can be shared, shaped and refined. The SWAp process<sup>3</sup> is a further arena where donors and national EFA partners (for example, the EFA Forum) can push the planning process forward.

<sup>3</sup> Sector-wide approaches: see Appendix 1 for a brief description.

## 2. Communication and advocacy

Communication, formal and informal, is the lifeblood of partnership and co-operation in EFA, between all partners – national, regional and international. In a highly media-driven world, it is essential that the challenges, progress, needs and gaps in implementing EFA be kept before political leaders, opinion-makers, professionals and the general public. A favourable climate of international public opinion will make the task of decision-makers that much easier. Messages about social justice and equitable opportunity must be combined with stories of the impact of education in the lives of individuals and communities.

Measures to strengthen communication and advocacy should be varied, and be adapted to their audience. All EFA stakeholders should examine their role in promoting EFA to as varied an audience as possible including high-level politicians, members of parliament and governments, and seek innovative ways to do so. All EFA partners must look for every opportunity to connect EFA with life and news throughout the world so that the role of education will be increasingly understood as part of equitable and sustainable development, respectful of human rights and of collective and individual identities.

To public media coverage will be added direct, focused advocacy with governments, donors, civil society and regional bodies to bring EFA into focus in their planning of policies and programmes, and to mobilize support and resources for EFA. Where countries are emerging from crisis or conflict, advocacy efforts must be targeted to the vigorous promotion of education in the reconstruction process. A climate of dynamic two-way communication will serve as a basis for the ongoing development of co-operation, where international partners are attentive to national voices.

In addition to the actions proposed in Part III (Strategy 1, below), an international communication and advocacy strategy should include at least the following initiatives:

- **EFA website:** redesigned to emphasize the international and inter-agency nature of EFA, with links to UIS for current data on EFA progress and to the sites of all partner agencies. It will be a fund of knowledge on EFA and a place where progress, challenges, setbacks and new initiatives may be accessed. Regular posting and updating of EFA data will include EFA national plans, meeting reports, extracts from the annual *Monitoring Report*, reports on visits and exchanges, new links, features on flagship programmes, and so on.

■ **Monitoring Report:** this report is intended to serve as a major advocacy tool, bringing the progress and needs of EFA to the attention of the world community, including the public, year after year until 2015. The joint Editorial Board will serve to build collective ownership of the Report by EFA partners. It will be launched during the meeting of the High-Level Group with press releases and media kits. The main messages of the Report will be shared and promoted globally following the High-Level Group meeting.

■ **Media relations:** EFA press stories and data will be fed to the media by all partner agencies on an ongoing basis, with emphasis, on the one hand, on substantive data and, on the other hand, on human interest stories illustrating the impact of new educational opportunities in the lives of communities and individuals.

■ **Dissemination of EFA materials:** significant EFA documents such as the Dakar Framework for Action and the Regional Frameworks for Action should be translated into official, national and local languages to build awareness and wide public ownership, along with the development of context-specific documents to promote EFA goals and rally support.

■ **Global EFA week:** a week-long series of awareness-raising activities will provide an opportunity to take stock of advances towards the goal of EFA and to provoke public debate on education issues. Individuals and organizations will be encouraged to observe the occasion through various activities. UNESCO, UNICEF, UNFPA and the World Bank, together with civil society networks such as the Global Campaign for Education, will join forces to organize television debates and roundtables in several countries, among other activities.

■ **Awareness-raising at international events:** EFA partners will develop specific plans and targeted messages for a range of international conferences and other events, both educational and in other domains. The aim will be to present EFA as an essential component of human development in order to mobilize policy-makers to put education high on their agenda. See the chart in Appendix 5 for events at which EFA awareness-raising should take place.

## 3. Financing EFA

Establishing mechanisms to channel new money to EFA is the first step towards meeting the Dakar pledge that 'no country seriously committed to EFA ... will be thwarted by lack of resources'. Two years after Dakar, the need to make good on this pledge is all the more urgent. As countries reach the end of the planning phase and find themselves allocating increased budgetary resources to basic education, the ready availability of additional external financing is becoming crucial. In the Dakar Framework for Action, the 'global initiative' was the label given to the mechanism by which new resources would be channelled to EFA. Three specific funding proposals have been made (see Appendix 3). One principle that is fundamental to all three proposals is that global funds will not be set up; rather, agreements will be reached between governments and donors on the direction and nature of the aid to be provided.

At a meeting of EFA partners in Amsterdam in April 2002 the World Bank presented an action plan which included a proposal for a financing framework; the plan was endorsed by the World Bank Development Committee. It is the most significant initiative to date and promises to result in major new funds for the Dakar goal of primary education, including the gender and quality issues, in line with the Millennium Development Goals in education. Other Dakar goals will also be costed and funded – adolescent and adult literacy and life-skills, early childhood care and development, and further aspects of quality. The World Bank has started with the goal of universal primary school completion by 2015, recognizing that it is only part of the EFA agenda. Other funders endorsed the plan, whose main lines of action are presented here.<sup>4</sup>

The Action Plan is based on a new development compact, following the Monterrey Consensus, in which governments demonstrate their commitment to education through efforts to significantly reform their education systems, in line with the proposed

<sup>4</sup> The Executive Summary of the plan is in Appendix 3. The full text of the plan can be found at: [http://lnweb18.worldbank.org/DCS/devcom.nsf/\(documentsattachmentsweb\)/April2002EnglishDC20020005Rev1/\\$FILE/DC2002-0005-1.pdf](http://lnweb18.worldbank.org/DCS/devcom.nsf/(documentsattachmentsweb)/April2002EnglishDC20020005Rev1/$FILE/DC2002-0005-1.pdf)



technical indicative benchmarks. On their part, external partners will provide financial and technical support in a transparent, predictable and flexible manner. This financing will in future include support for recurrent expenditures, such as teachers' salaries, where appropriate policy frameworks are in place; this will require longer-term commitments from funders. Ensuring the abolition of user fees or charges will be priority as part of funding negotiations.

Based on an analysis of four gaps in the provision of primary education – gaps in data, policies, capacity and financing – the Action Plan proposes measures to close each of them, as shown in Table 3. Other interpretations of gaps have been proposed by other partners – those in the table are specific to the World Bank Action Plan.

In order to operationalize the financing mechanism of the Action Plan, partners propose to:

- hold a multi-donor consortium meeting, preferably after the High-Level Group to coordinate funding commitments in the light of the gaps that have been identified.
- develop a code of conduct for lenders and donors to EFA which will shape relationships with recipient countries, focusing on transparency, mutual respect and accountability, integrity, full participation and open negotiation.
- initiate a 'fast-tracking' process for a number of countries to accelerate progress towards the primary completion goal, and which show evidence of a favourable and committed policy environment.

**Table 3. Gaps identified in the World Bank Action Plan**

<b>Data gap</b>	<ul style="list-style-type: none"> <li>• make primary completion rate the indicator for monitoring of EFA</li> <li>• improve the quality, timeliness and management of education statistics</li> <li>• develop national capacity for measuring learning outcomes</li> <li>• track five key indicators annually: primary completion rate disaggregated by gender, first year intake, gross enrolment ratio, gender disparities throughout the education system, adult literacy</li> <li>• monitor the gender gap, in the light of the 2005 target</li> <li>• adopt a stronger outcome orientation under the international EFA monitoring framework</li> </ul>
<b>Policy gap</b>	<ul style="list-style-type: none"> <li>• establish technical indicative benchmarks against which to evaluate national EFA plans</li> <li>• define the process of reform required to bring the system into line with these benchmarks</li> </ul>
<b>Capacity gap</b>	<ul style="list-style-type: none"> <li>• attain an adequate level of salary/non-salary mix of resources</li> <li>• focus on three strategic elements of policy for primary schooling: focus on disadvantaged children, balance in addressing quality and access, adequate financing</li> </ul>
<b>Financing gap</b>	<ul style="list-style-type: none"> <li>• increase lending and grant funding to primary schooling from multilateral and bilateral funders</li> <li>• better targeting of EFA priority countries</li> <li>• improve national resource mobilization</li> <li>• provide some resources to recurrent educational expenditure</li> <li>• improve the efficiency of aid – SWAs, PRSPs, pooled funding, etc.</li> </ul>

## 4. Monitoring and evaluation

Monitoring and evaluation of progress in EFA are central to the maintenance and reinforcement of political will, identification of needs, setting of priorities, mobilization of resources and effectiveness of actions. Monitoring of the EFA process needs to be undertaken in a number of different dimensions and administered by different groups of partners:

- Progress on the ground towards each of the Dakar goals, above all through the number of beneficiaries from education. Global indicators will be derived from data collected by the UNESCO Institute for Statistics from countries and supplemented by data from other sources, including NGOs. Countries will also assess their own progress against their own national targets.
- The development of countries' strategic planning and implementation processes. Country data will be compiled by UNESCO.
- The commitment and activities of lenders, donors and NGOs to support countries in their progress towards the Dakar goals.
- Measurement of the gap in the resources (financial and other) required by countries to ensure they meet the EFA goals. This will be based on analysis by the international community, especially the World Bank.

Evaluation will be required to decide whether actions by countries, international agencies and NGOs had the desired effect, most notably in creating further progress towards the Dakar goals. It may also be appropriate for evaluative studies to examine the effectiveness of mobilization of resources in these projects.

Every EFA policy, whether country-specific or related to the global goals of Dakar, should be accompanied by a monitoring mechanism, with the result that:

- countries will be able to measure their own progress towards their own goals
- the international community will be able to assess countries' progress towards the Dakar goals

- the commitment of countries to removing barriers to progress will be clear

The international community seeks to assess countries' progress towards EFA, in order to have a clear perspective of the commitment and the barriers that countries face, so that it can mobilize resources to help demolish those barriers. Regular, normally annual, monitoring of progress thus enables both countries and the international community to take an early view on where further work is needed – an 'early warning mechanism' to allow mobilization of resources.

At national level, EFA reports will serve to inform the setting of priorities and the allocation of resources, and to provide a mechanism for mutual accountability between EFA partners – government, civil society, communities, schools, parents and learners. Data and analyses from joint government-donor missions will be an important source of input, in addition to national sources. At international level the chief instrument will be the annual *EFA Monitoring Report*. It will be collectively owned and draw on data from a wide range of sources. It will be an independent, analytical and authoritative appraisal of EFA progress. Its production will be co-ordinated by UNESCO, with the UNESCO Institute for Statistics playing the major role in gathering and processing quantitative data. Other UNESCO institutes, international organizations and civil society networks will be requested to provide data and analysis in their domains of competence.

In order to improve EFA monitoring, UIS, UIE, IIEP, IBE, UNESCO Paris and the World Bank, together with other partners at international, regional and national levels, will work to:

- improve the quality of data collected in each country and build national capacity as regards data collection and analysis in the educational arena through regional seminars and other means;
- improve the analysis of EFA progress by developing better indicators in areas such as literacy, quality of education, life skills, early childhood care and development, and political commitment;

- ▣ develop measures for the performance of international agencies, bilateral agencies and NGOs, and their partnerships with countries.

- ▣ facilitate the exchange of information and data collection methods between countries.

The work of the EFA Observatory located within UIS will be to enlarge the networks and scope of data collection, and to work for balanced data gathering across the six Dakar goals. The international community will support the Observatory by providing it with copies of any statistics relating to EFA progress.

Periodic evaluations of EFA will enable partners at every level to assess progress in the longer term,

with the support of EFA international and bilateral partners. The 2005 and 2015 targets will provide the occasions for in-depth country-by-country and worldwide assessment, with the need for another milestone in 2010. Thus evaluations may take the following pattern (see also Part IV):

- 2005 – elimination of gender disparities
- 2010 – an interim assessment leading to the necessary steps and adjustments for the last five years
- 2015 – an overall assessment of EFA targets

A timetable for national, (sub)regional and international evaluations with respect to each of the Dakar goals must be drawn up and plans laid well in advance, in consultation with partners at every level.

## 5. International and regional mechanisms

The purpose of international and regional mechanisms is to give support and build capacity at the national level. In addition, such mechanisms provide a forum for the expression of national and regional concerns – where national voices are heard and dynamic interaction provides a basis for partnership.

In terms of collective international mechanisms, two structures have been created: the Working Group on Education for All (WGEFA) and the High-Level Group (HLG). The **High-Level Group** was established on the basis of the Dakar recommendation for a group that was ‘high-level, small and flexible’ to ‘serve as a lever for political commitment and technical and financial resource mobilization’. Informed by the annual *EFA Monitoring Report* and the international strategy, it is intended to be the body with primary responsibility for driving EFA forward – it must accelerate momentum, strengthen partnerships, clearly identify priorities, gaps and needs, and highlight the resources to be mobilized. The **Working Group** serves as an informal and advisory mechanism which brings together partners to discuss task-oriented EFA issues and strengthen collaboration at the international level, providing a forum for exchange of experiences among the different players in EFA. WGEFA supports the work of the High-Level Group, and serve to refine

and update the International EFA Strategy. It will also consider and comment on the development of the annual *EFA Monitoring Report*. It will continue to give advice to UNESCO’s Director-General.

These formal mechanisms must be complemented by regular contact and face-to-face interaction between international EFA partners, so that day-to-day co-operation is facilitated through communication.

At the regional level there is opportunity for exchange of information and best practice which takes account of contextual factors and lessons learned in comparable situations. To take advantage of these possibilities, regional and subregional EFA forums have been created in each region with the participation of governments, multilateral and bilateral bodies, and civil society organizations and networks. Ensuring the effective participation of these groups on a regular basis will be essential for carrying EFA momentum forward at the regional level. The aims of the forums differ according to regional contexts and priorities, and appropriate support must be given in each region. Aims include capacity-building, review of the status of EFA in the region, assessment of the progress towards the formulation of the National Plans, reinforcement of partnership between all actors, mobilization of governmental and non-governmental

sectors, dialogue amongst education policy-makers and support for commitments to the maintenance of quality of universal basic education.

The full participation of civil society, NGOs and their networks in all aspects of EFA was a key commitment at Dakar. Three networks active in the Dakar process have become an integral part of Dakar follow-up and have been strengthened in their roles. This range of civil society partners represents and facilitates communication with large numbers of national and sub-national civil society groupings and NGOs. The existing networks must bring in increasing numbers of civil society groups into EFA forums, in order to both enhance the diversity of perspective and give voice to marginalized communities. It is crucial that these grassroots perspectives continue to inform the interaction between civil society and the multilateral and bilateral partners so that EFA initiatives are planned with an eye to their impact on thousands of small communities. These initiatives complement civil society's role in lobbying and advocacy at the international level.

■ The **Collective Consultation of NGOs on EFA** (CCNGO/EFA) is a key partnership mechanism in facilitating civil society participation in the Dakar follow-up. Created by UNESCO, it is linked to 600 international, regional and national NGOs and networks working in EFA around the world. Through ongoing policy dialogue, research, knowledge exchange and NGO capacity-building, it strengthens civil society participation in planning, implementing and monitoring EFA. There is some overlap between this network and the Global Campaign for Education (below), which in fact strengthens communication and engagement in EFA processes and meetings, both internationally and regionally. CCNGO/EFA will organize regional civil society forums for the first time in 2002 and continue to develop its capacity-building initiatives, some of which are carried out in co-operation with the World Bank.

■ The **Global Campaign for Education** (GCE), a campaign coalition initiated by Education International, Oxfam and the Action Aid Alliance with strong membership from teachers' unions and increasingly other NGOs, puts its main thrust in advocacy and lobbying for the right to

education. It participates in the international co-ordination mechanisms of the High-Level Group and the EFA Working Group as well as in other consultations. It lobbies effectively for increased aid to EFA and for fully developed partnerships with civil society in all aspects of EFA.

■ The **NGO Liaison Committee**, the network of NGOs in official relations with UNESCO, has taken a particular interest in engaging with the EFA process. It has supported and raised the profile of the CCNGO/EFA and serves as a communication and consultation channel on EFA matters to the NGOs in official relations.

**Flagship programmes – an international resource for countries:** Flagship programmes are an open partnership with an institutional leader. As part of an overall strategy to facilitate this purpose, flagship programmes were identified as one of a number of mechanisms that could contribute to implementing the Dakar Framework for Action. An EFA flagship programme is a structured set of activities, carried out by voluntary partners to provide a better understanding of EFA and to contribute to elimination of specific obstacles to the Dakar goals through targeted and co-ordinated action. Flagship programmes perform two major roles:

- They assist countries to achieve their EFA goals; they are not independent entities but provide support for programmes and strategies implemented by countries under national education plans.
- They provide a special focus for one aspect of EFA in terms of advocacy, information exchange, advice and monitoring of progress.

The following chart lists flagship programmes as of April 2002; they are of different kinds – ten-year initiatives, exchange networks, co-operative programmes, etc. This reflects flexible approaches to generating effort and co-operation as regards a particular part of the EFA agenda.

**Table 4. Current flagship programmes**

Flagship programme	Status	Lead agency(ies)	Observations
United Nations Girls' Education Initiative (UNGEI)	International partnership in place; growing participation at national level	UNICEF	Initiative of United Nations Secretary-General at Dakar
Focusing Resources on Effective School Health (FRESH)	Inter-agency partnership active in supporting specific national action	UNESCO, UNICEF, WHO, World Bank	Launched at Dakar
UNAIDS Inter-Agency Task Team on Education	Co-ordinates agency initiatives	UNESCO	
United Nations Literacy Decade	To start 2003; UNESCO to co-ordinate; draft plan in place	UNESCO	Initiative of United Nations General Assembly
Education in Emergencies and Reconstruction	International information exchange; growing participation at national level	Inter-agency Network for Education in Emergencies (INEE), UNESCO, UNICEF, UNHCR	
Consultative Group on Early Childhood Care and Development	Provides international framework for co-operation at national and regional levels	Consortium of agencies	Pre-dates Dakar
Teachers and quality of education	Five inter-agency initiatives determined	UNESCO, ILO, Education International	Agreed by EFA Working Group 2001
Education, inclusion and disability	In planning stages		Agreed by EFA Working Group 2001
Education and ICTs	Proposed		
Educational governance	Proposed		

## PART III

# Implementing the twelve Dakar strategies

**T**his section presents the twelve Dakar strategies with the action needed or envisaged at international level, in support of the national level and to facilitate the global development of EFA. These proposals reflect input from EFA partners and represent an ongoing process of implementation. Regular review of these strategies and of the distribution of responsibilities relating to them forms part of the work of the EFA mechanisms (the Working Group and the High-Level Group).

Special considerations pertain for the implementation of EFA in particular groups of countries, according to physical, social, demographic and economic circumstances. Groupings change as circumstances evolve and conditions change. The following groups of countries, some of which overlap, present special circumstances which will require careful consideration in the implementation of these strategies; areas of special consideration are given in an indicative manner only.

**Table 5. Special considerations for groups of countries**

<b>E-9 countries</b>	The nine high-population countries: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan. Special considerations: huge numbers of children to enrol, some high adult illiteracy, gender issues, going to scale, maintaining quality, managing large systems, etc.
<b>Countries in crisis or emergency situations</b>	Several countries in all regions of the world, particularly in sub-Saharan Africa. Special considerations: emergency schooling, gender issues, refugee education, reconstruction of education systems, governance, demobilizing soldiers, etc.
<b>Least developed countries (LDCs)</b>	49 countries in Africa, Asia, the Arab States, the Pacific and the Caribbean. Special considerations: low resource base, low literacy rates and literate environment, gender issues, rural marginalization, low institutional capacity, etc.
<b>Sub-Saharan Africa</b>	Special considerations: large classes and inadequate capacity, ravages of HIV/AIDS, low literacy rates, curriculum relevance and language of instruction issues, gender issues, low economic resource base, governance, conflict, etc.
<b>South Asia</b>	Special considerations: high population, large systems, linguistic and ethnic diversity, areas of difficult access, gender issues, low literacy rates, maintaining quality, etc.
<b>Countries in economic transition</b>	About 28 countries, mostly in Eastern Europe and Central Asia. Special considerations: transformation of social and economic systems, restructuring of educational purposes and delivery, changing external linkages, etc.

## Strategy 1

### **Mobilize strong national and international political commitment for education for all, develop national action plans and enhance significantly investment in basic education**

In mobilizing political commitment at national level, EFA international and bilateral partners will:

- promote the negotiation of an understanding of how political commitment is manifested and monitored in the national context.
- work with governments to revisit international statements concerning the right to education with a view to strengthening national legislation.
- support the design of advocacy strategies which involve interest groups such as civil society organizations, parents' associations, teachers' unions and learners' groups, with the aim of broadening the national debate on EFA through newspapers, radio, television, drama and local media.
- mobilize all stakeholders at national level to ensure the implementation of EFA.

At the international level:

- the High-Level Group will monitor and stimulate political momentum in the international community, including donor behaviour and the level of resource mobilization, advocating on EFA gaps and challenges with opinion-makers, political leaders and the educational community.
- the annual *EFA Monitoring Report* will serve as an advocacy tool, based on sound analysis, authoritative assessment and uncompromising reflection of EFA realities.
- EFA partners should advocate for EFA at major international and regional meetings such as meetings of Heads of State, the G-8, meetings of Finance Ministers and of Ministers of Education, etc.
- UNESCO and other EFA partners should use regional and international media, journalists' and newspaper associations to support EFA advocacy (e.g. CNN, PANA, World Association of Newspapers, International Federation of Journalists).

In planning, EFA international and bilateral partners will advocate for and assist governments in setting up and actively utilizing EFA forums, or other multi-stakeholder groupings at national level, which include representation of government, civil society and locally engaged international partners, as a platform for planning EFA policies and implementation. EFA partners should develop clear generic criteria at international level to support EFA plan validation processes at national level (cf. Appendix 4), prior to any application of donor-specific criteria.

The process will include:

- offering technical assistance to countries requesting it for the preparation of plans for EFA, and for their regular update, with emphasis on realistic plans with time-lines and budget estimates, rather than statements of aspirations.
- identifying and working with governmental or non-governmental groups in countries in conflict, post-conflict, crisis or emergency situations to generate viable ways forward in EFA, whether or not plans exist at that point.
- giving planning support at national level so that all six Dakar goals will be addressed within the country and so that all sections of the population, all communities and all age-groups have access to appropriate learning opportunities in basic education (integration of flagship programmes, attention to hard-to-reach groups, planning for out-of-school learning opportunities).

Enhancing investment: financing EFA

- International financing agencies will enable countries to design policies and systems to (re-) allocate national budgetary resources in the most effective manner, so as to be locally sustainable. This should include consideration of in-country extra-budgetary resources (e.g. private sector) which do not imply user charges.
- Donors should enhance co-ordination of their efforts within sector-wide approaches (SWAs) or in other ways and work to reduce the transaction costs of external assistance. Funders should also work to build the capacity of countries to use their resources more effectively.
- International financing agencies will work to operationalize the global initiative/financing framework (described above in Part II, Section 3), in such a way that it supports national priorities, strengthens national capacity and takes a consistent approach in the long term.

## Strategy 2

### **Promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies**

At national level, EFA international and bilateral partners will:

- work with national partners in EFA forums to:
  - institutionalize the intra- and inter-sectoral consultation processes in the formulation of EFA policies, mapping out a cross-sectoral and long-term EFA development vision and operational plan;
  - institutionalize consultation and partnership with all EFA stakeholders and ensure that the ultimate political reforms and policies reflect, in a balanced way, the interests represented by key EFA actors, including teachers, in relation to the pre-eminent interests of learners and their families;
  - assist in the reform of education systems with a view to increasing their effectiveness and efficiency;
  - address the multidimension nature of the links between education and poverty reduction to maximize the benefits of EFA, in keeping with the framework of the Monterrey Consensus;
  - set EFA plans and planning in the context of an overall sectoral plan where the links and interdependencies with other educational levels are clearly articulated; EFA planning must include the strengthening of educational research and training at tertiary level, and of teaching at the secondary level, as a necessary support for quality basic education.
  - promote inter-ministerial dialogue, consultation and co-ordination, and develop procedures and mechanisms to facilitate this interaction.
- monitor the implementation of broader development frameworks, such as UNDAF and PRSP. Special attention must be given to monitoring the effect of development planning on the poorest and most marginalized populations, and on countries in crisis, LDCs and countries where such planning processes are absent, delayed or in difficulty. Educational opportunity for each adult and child should not be compromised or endangered because of the volatility or vicissitudes of official planning processes.

At the international level, EFA international and bilateral partners will:

- promote co-ordinated action between United Nations agencies (e.g. in the UNDAF process), and between external donors and lenders (through the SWAp process). This will ensure that connections between EFA and other sectors are taken into account in planning (see Part II, Section 1, above).

## Strategy 3

### **Ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development**

At national level, EFA international and bilateral partners will strengthen civil society networks and partnerships by:

- advocating for the involvement of civil society organizations, including local and community groups and organizations, in processes of planning, monitoring and assessing education policies and programmes at national and local levels, and support capacity-building for such involvement.
- providing support to consultations with civil society organizations and associations at country level.
- providing support to the civil society coalitions/networks in order to reinforce broad-based ownership of the EFA process.

At regional and international level EFA international and bilateral partners will:

- involve civil society organizations in all regional and international mechanisms relevant to the joint EFA efforts.
- organize special sessions on civil society involvement in EFA with the participation of governmental and non-governmental partners to stimulate broad based discussion on the roles and contributions of civil society in EFA.
- provide support to the regionalization of the Collective Consultation of NGOs on EFA.
- provide support to the advocacy efforts of the Global Campaign for Education to promote a stronger involvement of NGOs from all regions.



EFA partners, to create knowledge and communication from the contributions of civil society, will:

- reinforce ongoing efforts to establish databases on civil society participation in EFA in the different regions.
- provide support in tracking the participation of civil society participation in EFA and in the elaboration of country case studies and their comparison, so as to better understand ongoing processes and develop support strategies.
- facilitate cross-country and cross-regional exchange of viable civil society practice and partnership experiences in EFA through study tours and ICT-based discussions.

To build capacity in civil society organizations for participation in EFA, at regional and international level EFA international and bilateral partners will:

- reinforce support to regional initiatives of capacity building for local NGOs and other civil society associations in EFA areas related to (i) participation in policy formulation, advocacy and educational governance; (ii) information sharing and networking; (iii) curriculum development in all areas related to the Dakar goals; (iv) competencies in appropriate pedagogy; and (v) planning, implementing and evaluating education programmes and initiatives.
- support the preparation, translation, publishing and distribution of training manuals on selected areas for NGO/CSO capacity-building in EFA.

## Strategy 4

### **Develop responsive, participatory and accountable systems of educational governance and management**

To encourage the development of responsive, participatory and accountable systems of educational governance, EFA international and bilateral partners will provide technical assistance to countries, depending on the context and their request.

At national level, partners will help countries to:

- set up policy and define better regulatory frameworks and administrative mechanisms for managing formal and non-formal basic education, including early childhood, primary, literacy, youth and adult education programmes.

- clearly define responsibilities among different levels of government, and between government and communities.
- assist in the training and capacity-building of all administrators and managers working at central, regional and local levels.
- advocate new systems of funds allocation so that decentralization leads neither to inequitable distribution of resources between districts and schools, nor to inefficient utilization of resources.
- define management structures and other mechanisms to foster the participation of the community and diverse stakeholders in the planning and management of education at district and school levels.
- train school leaders, administrators and managers, as well as NGO managers and administrators of non-formal education programmes, and define appropriate support mechanisms for them.
- elaborate appropriate systems of accountability to the communities at local and district levels.
- promote the development of intersectoral programmes at local, regional and central levels, and integrate this dimension both in the regulatory framework and in the training programmes.

At international level, the partners will:

- promote and establish networks of agencies, national policy-makers, senior administrators and managers, and researchers in order to exchange experiences and information on best practices, discuss how to introduce more participatory management practices and ensure capacity building.
- promote networks of training institutions, centres and faculties of education with the responsibility of training district education officers, supervisors and head teachers.
- continue to conduct joint reviews and sector analysis of national education systems.

## Strategy 5

**Meet the needs of education systems affected by conflict, natural calamities and instability, and conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict**

Today, crisis situations are a major and often prolonged concern in many countries. To deal with new challenges to education (emergency, crisis, armed conflict, chronic instability, natural disasters and so on), the international community must develop strategies and capacities to respond efficiently and rapidly. In support of countries in crisis, EFA international and bilateral partners will:

- work with governmental and non-governmental partners to restore and to provide education in any crisis or post-conflict situation as a human right for children, young people and adults.
- promote and fund education as a fourth pillar of humanitarian assistance, on par with food, shelter and medical assistance, to enable planning for rapid response assistance that will help protect children and adolescents, and provide meaningful knowledge and activities.
- support the development of a set of broadly accepted minimum ethical and quality standards for education in emergencies.
- facilitate broad-based co-operation between all concerned partners so that educational strategies build peace, hope, stability, tolerance and mutual understanding as a platform for sustainable development, being mindful of the development and production of
  - non-biased and gender-sensitive education material
  - curricula, text-books and other educational materials based on mutual respect and that inspire a spirit of peace-building
  - democratic processes and education systems that promote them.
- emphasize the importance of the training of teachers and the role they play in the promotion and creation of a child-friendly and non-violent learning atmosphere, and for this reason give strong support to the strengthening of teacher-training institutions.
- work for inter-agency co-operation and co-ordination at all levels through strengthened

interaction between United Nations organizations (UNESCO, OCHA, UNICEF, UNHCR, WFP, UNDP, etc.), and with NGOs and donors, including information exchange through the Inter-agency Network for Education in Emergencies (INEE).

- work with concerned governments to identify ways of accepting and validating diplomas and certificates obtained by refugee and internally displaced teachers and students in home countries or in temporary exile
- develop a set of planning and operational guidelines, workshops and training programmes to assist all partners in the preparation and inclusion of the emergency and post-conflict education components within the EFA National Action Plan for the countries concerned.

## Strategy 6

**Implement integrated strategies for gender equality in education that recognize the need for changes in attitudes, values and practices**

In support of the national level, EFA international and bilateral partners will:

- support the development of advocacy strategies, involving the media, which lead to greater gender sensitivity and responsiveness among educators and the public at large.
- support capacity-building to enable full diagnosis of the gender issue in education using available statistics/indicators of girls' and boys educational outcomes (enrolment, promotion, completion, achievement rates) to identify the type and extent of girls' and boys' education in particular contexts.
- urge for a revision of national policies and legislation to bring them more in line with international conventions and agreements relating to gender equality in education.
- promote the mainstreaming of the gender perspective in the EFA planning process, for instance by using tools such as the Asia-Pacific Guidelines for Preparing Gender Responsive EFA Plans for national-level stakeholders.
- press for the formulation by governments of a clear policy statement on formal and non-formal basic education for widening educational

opportunities for girls and women, in countries where women and girls are disadvantaged.

- encourage and support empowerment initiatives so as to train, recruit and deploy more women teachers, and especially women principals and administrators.
- collaborate in enhancing evidence-based policy development, including
  - addressing supply-side factors impeding girls' education at micro- and macro-levels.
  - addressing demand-side factors affecting girls' education, recognizing social, cultural, political and economic barriers.
  - consulting the various stakeholders in girls' education at the different levels of the school system (national, district, and community levels) and within the community, such as non-governmental organizations, religious groups, the media, business, etc.
- support the development of equitable formal and non-formal learning opportunities for women and girls by involving a wide range of local partners in both the formal and non-formal sectors in the identification of needs, and the planning and implementation of learning activities.
- encourage and support the compilation of gender-disaggregated data and gender-sensitive statistics and analysis, including development of indicators and operational guidelines for measuring discrimination, learning achievements, cost-effectiveness, and for directing planning, monitoring and evaluation activities.
- promote a common understanding of gender and gender-training strategies among development agencies at a national level, by identifying and sharing practice.

At the international level, EFA international and bilateral partners will:

- promote effective partnership in the United Nations Girls' Education Initiative (UNGEI), launched in 2000 as a ten-year drive and spearheaded by UNICEF. Its thrust is to mainstream gender in all educational forums and in all organizations involved, forging a consensus leading to concerted action, particularly in the most difficult contexts.
- mobilize the mass media as a political and communicative tool, both for creating awareness of non-formal basic education to provide learning, and for raising awareness of the need for gender equality.

## Strategy 7

### **Implement as a matter of urgency education programmes and actions to combat the HIV/AIDS pandemic**

While education is not a panacea, it will play a critical role in combating the HIV/AIDS pandemic. At the same time, the impact of the pandemic places enormous burdens on education systems. With both the opportunities and challenges in mind, and through the existing EFA flagship programme led by UNAIDS, EFA international and bilateral partners at the national level will:

- support the development and implementation of policies that address HIV/AIDS and education.
- advocate for acknowledgement of the breadth, depth and impact of the pandemic as a means to 'break the silence' and make policy implementation possible.
- support the development of capacity in relation to addressing HIV/AIDS through education. This will include attention to links with secondary and tertiary institutions.
- support the diversification of education opportunities to ensure that access to learning opportunities is sufficiently flexible to respond to the demands that HIV/AIDS places on children and their families and to meet the special needs of AIDS orphans.
- contribute to the development of comprehensive strategies and their implementation, including the mobilization of young people, to provide opportunities for all out-of-school citizens to learn about HIV/AIDS and how both to prevent it and live with it.
- promote and facilitate inclusion of attention to the HIV/AIDS pandemic in poverty reduction strategies, SWAps, and EFA plans.

At the international level:

- maintain and expand the existing partnership of agencies, national policy-makers, administrators, NGOs, researchers, etc., to exchange experience and information, build knowledge and develop the capacity to begin reversing the pandemic.
- share, support the adaptation of and distribute materials to those who most need them.
- keep up continued advocacy about HIV/AIDS, for financial and other support to the most severely affected education systems.

- develop and support tools to assist countries determine the effects of the pandemic on education systems (defined broadly).
- build partnerships with media and other non-conventional partners for reaching those who are not in school.

## Strategy 8

### **Create safe, healthy, inclusive and equitably resourced educational environments conducive to excellence in learning, with clearly defined levels of achievement for all**

A new definition of what constitutes 'quality' needs to be developed (in practical as well as intellectual terms), along with how to provide quality and how to measure it. At the national level EFA international and bilateral partners will:

- support countries to better define quality education, to understand the linkages among the various elements and to identify the best entry points for improving educational quality.
- encourage careful identification of specific learning outcomes based on well understood indicators.
- develop the capacity of education systems to train for improved quality, to measure learning achievement and to set up mechanisms for measuring learning achievement that will feed back into the system to improve it.
- ensure that excluded groups of all kinds and all ages are paid special attention within the main education system and through alternative non-formal education programmes.
- assist in developing strategies to increase the relevance of schooling and other learning opportunities, for example through
  - the production and distribution of textbooks and learning materials based on national and local contexts,
  - the introduction of the mother tongue as the first school language,
  - efforts to achieve quality schooling at a low/lower cost,
  - the promotion of child-centred teaching methods,
  - a broad reflection on the aims and contents of education,

- the establishment of partnerships locally with representatives of the community to bring local history and culture, crafts and traditions into the school.

At the international level, EFA partners will:

- build on existing partnerships that address different aspects of quality education (academic achievement, relevance of content, safety and security, health dimensions, life skills, etc.), ensuring that they are adequately understood so that normative standards can be developed, and so that these can be expressed in a range of educational and local contexts.
- advocate for this new vision of quality education.
- through existing networks, provide lessons learned and make the growing knowledge base on quality education accessible to others.
- support the identification of practical indicators of quality and the means to measure them.
- work within the existing and developing frameworks for financing education to ensure that quality holds as important a place as quantity.

## Strategy 9

### **Enhance the status, morale and professionalism of teachers**

The role of teachers is at the heart of the concern for quality basic education. The EFA international and bilateral partners will assist national ministries in:

- strengthening the professionalism of teachers:
  - analyse the present status and conditions of service of teachers and head teachers (job description, appointment mechanisms and incentives) and suggest possible improvement.
  - establish equitable steps (recognition, equivalents, etc.) to bring up to a high level and harmonize national standards of the training, remuneration and certification of large numbers of under-trained, often 'volunteer' teachers who have been recruited to fill sudden large demand as EFA pupil enrolments sharply increase due to EFA implementation.
  - adopt carefully planned teacher deployment policies and practices.

improve teacher recruitment processes and establishing subregional minimum standards for entry in the teaching profession.

develop a code of professional and ethical conduct for teachers.

notch up the priority and consequent resource reallocation for the in-service training of teachers, especially in the areas of new methodologies required by ICTs on the one hand, and by values education on the other.

- building national capacities for research and development in quality teacher education.
- plan for teacher education programmes and for leadership training of school heads to contribute to national poverty alleviation, to programme assessment and to innovative curriculum development, especially in language education, values education, HIV/AIDS education and the appropriate use of ICTs.
- institutionalizing at the national, provincial and community level the consultation of teachers' associations and parents' associations with government education authorities in the formulation, implementation, monitoring and assessment of EFA activities:
- promote the exchange of best practices and instructive failures, using evidence-based research.
- encouraging recruitment of the large number of new teachers, in formal and non-formal systems, who will be needed if the 2015 EFA goals are to be met.
- using all of the above strategies specifically to raise the morale of teachers and reduce teacher burnout and attrition.

## Strategy 10

### **Harness new information and communication technologies to help achieve EFA goals**

In support of national strategies for the use of ICTs within their education systems, EFA international and bilateral partners will:

- keep under review the use of ICTs in schools, universities and education systems around the world in order to sustain an ongoing inventory, without vendor bias, of good and bad practice

- maintain a capacity to advise national governments on the use of technology in schools and, in particular, on the optimal balance, given local circumstances, between ICTs and older education technologies.
- assist countries in developing educational software and materials that reflect their own national and regional cultures.
- provide advice on the use of ICTs for administrative purposes within educational systems.
- maintain a network of resources on which national governments can draw in conducting the capacity building of teachers and staff required for the introduction of ICTs and other educational technologies.
- identify sources of advice related to policy development and legislation that relate the educational use of ICTs to the wider developments of national computing and telecommunications infrastructures.
- assist national governments in their preparations for negotiations with vendors of ICT equipment, networks and software.

With respect to the application of ICTs to teacher training EFA international and bilateral partners will:

- provide special support to national governments in the application of ICTs and technology generally to the training of teachers.
- publish and disseminate up-to-date reports and case studies on the use of distance education in teacher training.
- review regularly the role of teachers in introducing ICTs into the classroom and provide guides to good practice.
- assist in introducing skills for the development of educational software and media into teacher-training curricula.
- advise on issues of quality assurance in relation to these developments.

## Strategy 11

### **Systematically monitor progress towards EFA goals and strategies at the national, regional and international levels**

The monitoring and evaluation of progress in EFA are central to the maintenance and reinforcement of political will, identification of needs, setting of priorities, mobilization of resources and effectiveness of actions. Areas of monitoring and evaluation include the following:

- Progress on the ground towards each of the Dakar goals, above all through the number of beneficiaries of education.
- The development of countries' strategic planning and implementation processes.
- The commitment and activities of lenders, donors and NGOs to support countries in their progress towards the Dakar goals.
- Measurement of the gap in the resources (financial and other) required by countries to ensure they meet the EFA goals.

Every EFA policy whether country-specific or related to the global goals of Dakar should be accompanied by a monitoring mechanism, with the result that

- countries will be able to measure their own progress towards their own goals
- the international community will be able to assess countries' progress towards the Dakar goals
- the commitment of countries to removing barriers to progress will be clear

At international level the chief instrument will be the annual *EFA Monitoring Report*. It will be collectively owned and draw on data from a wide range of sources. It will be an independent, analytical and authoritative appraisal of EFA progress. In order to improve EFA monitoring, partners at every level will cooperate to

- improve the quality of data collected in each country and build national capacity of data collection and analysis;
- improve the analysis of EFA progress;
- develop measures for the performance of international agencies, bilateral agencies and NGOs and their partnerships with countries.
- facilitate the exchange of information and data collection methods between countries.

A timetable for national, (sub-)regional, and international evaluations with respect to each of the Dakar goals must be drawn up and plans laid well in advance, in consultation with partners at every level.

Further details of monitoring and evaluation, support to the national level, as well as regional and international initiatives, are presented above in Part II, Section 4.

## Strategy 12

### **Build on existing mechanisms to accelerate progress towards education for all**

In order to accelerate progress towards EFA, existing institutions and initiatives will be used, with particular regard to following objectives: advocacy, communication, sharing knowledge, pooling and sharing resources, harnessing collective energies, and collaboration in monitoring and evaluation. Some existing mechanisms are listed below; co-operation with these bodies must be pursued so that EFA remains high on the international agenda. Civil society groups and NGOs are not listed here, as they are included in Part II, Section 5, and in Strategy 3 (above).

#### **Multilateral bodies, groups and networks**

Global:

- United Nations System and the Bretton Woods Institutions: EFA partners (UNESCO, UNICEF, UNDP, UNFPA and the World Bank) have been closely collaborating with other specialized agencies (e.g., ILO, WHO, UNHCR, etc.)
- Economic and Social Council (ECOSOC) of the United Nations
- Organisation for Economic Co-operation and Development (OECD): thematic reviews in specific policy areas; the collection of detailed statistical information on education systems; and the provision of development aid to build capacity and to spread the benefits of education and training in other countries
- G-8: The Task Force on Education was set up after the Genoa Summit (July 2001)

## **EDUCATION FOR ALL**

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for Action on Education for All into operation*

### Regional:

- African Union (AU)/formerly the Organization of African Unity (OAU)
- Economic Community of West African States (ECOWAS)
- Southern Africa Development Community (SADC)
- Association of Southeast Asian Nations (ASEAN)
- South Asian Association for Regional Cooperation (SAARC)
- South Pacific Forum (SPF)
- Organization of American States (OAS)
- Latin American Integration Association (LAIA)
- The Caribbean Community and Common Market (CARICOM)
- Arab Maghreb Union (AMU)
- European Union (EU)

### **Educational bodies, groups and networks at regional level**

- Association for the Development of Education in Africa (ADEA)
- Ministers of Education of African Member States
- Islamic Educational, Scientific and Cultural Organization (ISESCO)

### **Related bodies, groups and networks**

#### Gender issues:

WomenWatch: joint United Nations project to create a core Internet space on global women's issues

### Vulnerable groups:

- World Food Programme (WFP): Global School Feeding Campaign to end Child Hunger
- The International Programme on the Elimination of Child Labour (IPEC)
- United Nations High Commissioner for Refugees (UNHCR): 'Policy on Refugee Children' and 'Guidelines on the Protection and Care of Refugee Children'
- UNFPA's Global Initiative: Supporting the Next Generation of Parents and Leaders
- World Health Organization (WHO)
- The Global Consultation on Child and Adolescent Health and Development: Strategies to save the youngest generation from the effects of diseases, malnutrition and life-threatening conditions and to help children and adolescents develop their full potential

### Teachers:

- International Labour Organization (ILO)
- The Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART)

## PART IV

# Targets and time-lines

The Dakar Framework for Action explicitly set four timed targets:

- 2005 \* eliminating gender disparities in primary and secondary education
- 2015 \* ensuring that all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality
- 2015 \* achieving a 50 per cent improvement in levels of adult literacy, especially for women, and equitable access to basic and continuing education for all adults
- 2015 \* achieving gender equality in education, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality

These are challenging target dates which imply a number of interim stages along the way. Other Dakar objectives which do not have specific target dates attached also need to be planned so that progress will be steady and significant. Time will be lost and target dates will begin to slip unless clear planning is undertaken in detail on how they are to be reached. This must form part of every national EFA action plan. It must also form part of this international strategy so that stakeholders can support countries in pursuit of these targets. Much of this detailed planning remains to be done, in terms of determining the successive steps involved and interim dates by which certain conditions must be met. For instance, if all children are to complete a primary cycle of quality education by 2015, full enrolment in Grade 1 must be attained in 2008. Similarly, if the 50 per cent improvement in adult literacy is to be achieved by 2015, adequate programmes must be in place in sufficient numbers prior to that date. A chart is presented below that suggests a timeline for these interim dates.

The first target date – ending gender disparities by 2005 – looms particularly large. While the factors which militate against female enrolment and completion of primary education, and their participation in secondary education, are well known, urgent steps must be put in place to create the conditions at national level for adequate solutions. The mainstreaming of gender concerns will be particularly important, as advocated by the United Nations Girls' Education Initiative (UNGEI). Deepening and broadening this approach through international stakeholders' planning processes and operational activities will be a crucial step in creating a climate for integrating gender training in a contextually appropriate manner at national level (see above, Part III, Strategy 6, for further elaboration). In view of the close deadline, this is one of the most urgent areas for action.

The following chart presents the targets and milestone events in the EFA process:



**Table 6. EFA time-line**

<b>Date</b>	<b>Target/Event</b>
Sept. 2002	Financing for 'fast-track' initiative in place
Dec. 2002	EFA plans in place at national level, as part of education sector plan, PRSP, or stand-alone
Jan. 2003	Start of United Nations Literacy Decade
2005	Eliminating gender disparities in primary and secondary education
2005	Regional EFA evaluation conferences
2008	Full enrolment in Grade I, if 2015 target on primary education is to be achieved
2010	International EFA evaluation conference
2015	Ensuring that all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality
2015	Achieving a 50 per cent improvement in levels of adult literacy, especially for women, and equitable access to basic and continuing education for all adults
2015	Achieving gender equality in education, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
2015	International EFA assessment

# APPENDICES

## 1. EFA in the broader context

The Framework for Action sets education in the context of sustainable human development – stating that education is the key and that planning for EFA should take place in the broader context of development planning. Several international and regional processes of development planning have been engaged, with corresponding processes at national level.

Where goals are shared, this should be noted and the relevant stakeholders encouraged to work jointly to implement them. Where there are connections, these must be spelled out and appropriate linking mechanisms designed and put in place.

### Millennium goals

Two of the Millennium Declaration goals for development and poverty eradication, which have 2015 as the target date, relate to education:

- to achieve universal completion of primary schooling
- to achieve gender equality in access to education

These overlap with the Dakar objectives, which are both broader and more specific. The Millennium Development goals provide a framework of overall basic development within which education is a key element; the nature of the international commitment to education is spelled out in the Dakar Framework for Action. As long as the world pursues the Dakar goals, it will also achieve the Millennium Development goals, and more. The Dakar goals should form the basis for national and international educational planning and implementation, as the best means to ensure that educational opportunities are made available across all ages and all communities.

### Poverty Reduction Strategies and related frameworks

Poverty Reduction Strategies and their papers (PRSPs) are a process initiated by the World Bank. They are the focus of development planning in 58 countries which expect to obtain debt reduction under the HIPC initiative. A PRSP covers all sectors of development in which a country should invest, including education which is seen as a key component. A completed PRSP is a step in the

process of guaranteed debt reduction and development financing through the World Bank.

The place of education in specific PRSPs is varied; while its importance is universally recognized, a PRSP may contain anything from a general statement to a reasonably detailed plan for the sector. There is a need to ensure that the EFA goals are the subject of an adequate and detailed planning process and that this becomes input into poverty reduction strategy planning. The assumption is that a completed PRSP process will definitely result in additional funding to the elements of poverty reduction which have been agreed in the paper. For countries having completed the PRSP process or are nearing completion, the implication is that additional funds for EFA will be forthcoming as part of the package. Two concerns arise from this:

- firstly, that the funding of EFA plans should not be delayed where they are ready before the PRSP process is completed. Where good plans exist, funding should go ahead without delay, for example through the proposed Financing Framework.
- secondly, a number of countries with enormous EFA needs, such as some of the E-9 countries, are not part of the PRSP process. International support to EFA planning and implementation, including funding where necessary, should not be reduced or delayed as a result. Countries such as Bangladesh, China, Egypt and India deserve mention in this context.

It is worth noting that the PRSP process is linked to other planning processes, particularly the UNDAF (United Nations Development Assistance Framework) which aims to co-ordinate United Nations agency programmes in partnership with national governments. It is undertaken in the name of the United Nations Development Group (UNDG). Input into this planning process is provided through Common Country Assessments (CCA), based on the principles of the Comprehensive Development Framework (CDF). The UNDAF process results in a Country Strategy Note (CSN) summarizing the United Nations contribution to the country's development process. UNDAF is planned for all developing countries and transitional economies. The United Nations agencies should

bring education and EFA goals into this planning process, thus ensuring that, from another perspective, they are included in planning the joint development efforts of countries and the United Nations system, and that they are included as inputs into the PRSP process.

### **Sector-wide approaches (SWAs)**

As mechanism for co-ordinating aid to a particular sector such as education, SWAs offer the opportunity for more coherent planning of external funding. They are based on the need for development partners to work to a common agenda and be led by local stakeholders, with a resulting reduction of the country's transaction costs. This implies an inclusive approach embracing government, lenders and donors, and civil society organisations. This is rarely achieved. Although SWAs focus on co-ordinating external aid, they also imply a local capacity for system-wide planning with the government setting the agenda. In terms of EFA goals, it can be an advantage to set them within the context of SWAp, thus highlighting for instance the links between basic and higher education. A SWAp should be adopted wherever donors are willing to work together and to co-ordinate their efforts, in the interests of sectoral coherence and of efficiency of resource allocation and use.

### **Regional planning processes**

In addition to internationally driven planning processes, some regional frameworks exist in which EFA planning must have a proper place. The New Partnership for Africa's Development (NEPAD) is one such framework. In basic education, NEPAD refers only to the Millennium Goal of UPE by 2015, and to curriculum, quality and the use of ICTs. In view of the huge EFA needs in Africa in the area of each of the six Dakar objectives, planning for basic education needs special attention wherever the NEPAD is used as a framework for planning specific initiatives or allocating new funding. It should be used in conjunction with other planning processes mentioned above, in countries where they pertain.

## **2. Background to developing an international strategy**

Since Dakar in the year 2000, two overlapping processes have contributed to strategy development: firstly, discussion in the EFA forums below, concerning the nature and content of an international strategy, and secondly proposals for a global initiative. These latter discussions have focused largely on financing mechanisms, but not entirely. They also make proposals for other aspects, such as planning and monitoring, which are also part of the international strategy.

### **The EFA Working Group (2nd meeting, September 2001)**

The Working Group examined progress on an international strategy, including the UNESCO document, and processed the next steps extensively. Input into the present document resulted from the commitments of various groupings of participants around themes and strategies. The Group suggested policy dialogue, communication strategy, mobilization of financial resources, monitoring and evaluation, generation and exchange of knowledge, advocacy, capacity-building and flagships. These find their place under one of the twelve Dakar strategies, the basis of this document. Inputs received on these elements have also been integrated under relevant strategies.

### **The EFA High-Level Group**

The High-Level Group called for urgent action both on the global initiative and the international strategy. On the latter, the communiqué stated:

A strategy to operationalize the Dakar Framework must be developed by March 2002 by a Task Force constituted by representatives of all partners. The strategy would identify: **major actions to be taken within specified time-lines; general roles and responsibilities of partners; linkages among activities, including a clear description of how flagships are integrated into country-level activities; and a consensus on the global initiative.** Once the content and scope of a global initiative are agreed, it should be implemented with immediate effect and progress presented to and reviewed by the High-Level Group.

The elements identified by the High-Level Group (highlighted in the paragraph above) constitute the major framework for this document.

### 3. Proposals for financing EFA

Over the two years since the Dakar Forum three proposals for financing EFA have been made: the Global Initiative (UNESCO), the Global Initiative (Global Campaign on Education), the Financing Framework (World Bank). Their essential characteristics are presented here. Part II, Section 3, above represents the consensus which has developed out of discussions around them.

#### The Global Initiative (UNESCO)

The Dakar Framework for Action called for a global initiative 'aimed at developing the strategies and mobilizing the resources needed to provide effective support to national efforts.' The initiative was to be

structured around six options, five of which concern the financing of EFA. The sixth relates to monitoring and evaluation. UNESCO took this process forward with the document entitled *The Global Initiative towards Education for All: A Framework for Mutual Understanding*. It spelt out in detail what each of the six options would entail and set them in the context of international aid flows. It emphasized the need also for technical, non-financial resources, but majored on the financial implications. Its recommendations on monitoring are being implemented through the independent Monitoring Report, and on planning co-ordination through this document. The options it presented are shown in Table 7:

**Table 7. Structure of the Global Initiative (UNESCO)**

Option	Recommendation
Increasing external finance for (basic) education	<ul style="list-style-type: none"> <li>· Increase ODA to basic education</li> <li>· OECD/DAC to increase grant element to at least 86 per cent of overall ODA</li> <li>· Fulfil the principles of the 20:20 initiative</li> <li>· Use HIPC to support EFA</li> <li>· Target assistance for optimal effect</li> <li>· Consider alternative sources of financing</li> </ul>
Ensuring greater predictability in the flow of external assistance	<ul style="list-style-type: none"> <li>· Aid providers to fulfil effectively negotiated commitments</li> <li>· Aid recipients to absorb funds efficiently</li> <li>· Set medium to long term financial targets for EFA which reflect political commitment</li> <li>· Identify and remove bottlenecks related to constricting aid conditionalities</li> </ul>
Providing debt relief and/or cancellation for poverty reduction and basic education	<ul style="list-style-type: none"> <li>· Must be enacted with the utmost urgency</li> <li>· To be undertaken through the mobilization of new and additional resources</li> <li>· Not to be diverted from already declining ODA</li> <li>· To reinforce the efficient use of debt relief for achieving EFA</li> </ul>
Facilitating more effective donor co-ordination	<ul style="list-style-type: none"> <li>· Ensuring consistency in goals and strategies of all actors at global and national levels</li> <li>· Mapping of resource needs at the country level</li> <li>· Mapping of donor action at the country level</li> <li>· Highlight and disseminate good examples of country-led, effective co-ordination</li> </ul>
Strengthening sector-wide approaches	<ul style="list-style-type: none"> <li>· Allow governments and partners to be aligned with shared priorities</li> <li>· External longer term support against well-defined policy objectives</li> <li>· Strengthen collaboration between ministries concerned with EFA</li> <li>· Longer term macro-economic planning, good governance and effective participation of CSOs</li> </ul>
Monitoring of progress towards EFA goals and targets	<ul style="list-style-type: none"> <li>· Mapping of country needs</li> <li>· Mapping of donor action at the country level</li> <li>· Annual EFA progress report based on inputs from: <ul style="list-style-type: none"> <li>· regional and national levels</li> <li>· all development partners</li> </ul> </li> </ul>

**The Global Initiative  
(Global Campaign for Education)**

The Global Campaign for Education, the civil society coalition initiated by Oxfam, Education International, ActionAid Alliance and Save the Children, issued a call for implementing a global initiative in a paper entitled *The Global Initiative on Education: Meeting the Promises*. This was later complemented by a further document entitled *An Action Plan to Achieve the MDGs in Education*. Focusing on universal completion of primary education, the latter document welcomed the climate of new opportunity which arose around the April 2002 Amsterdam meeting in financing EFA. Based on the central importance of national plans for the EFA goals, it called for flexible and transparent norms in assessing plans which should be developed using a participatory process. It emphasized the monitoring process as a means of identifying gaps and appealed for the establishment of a financing framework to fill them. The framework would include an EFA donor consortium to meet twice a year in a pledging conference, with donors channelling funds in their preferred way. The EFA High-Level Group would serve as a monitoring body of these efforts. Appealing to the World Bank to take on a larger number of ‘immediate action’ countries than the ten proposed for ‘fast-tracking’, it also called for attention to countries with weaker policy environments who might not qualify for aid on the basis of a polished EFA national plan.

**World Bank EFA Action Plan:  
Executive Summary**

**Education for Dynamic Economies:  
Action Plan to Accelerate Progress towards  
Education for All (EFA) : Executive Summary**

**a.** At its last meeting, the Development Committee reviewed the paper *Education for Dynamic Economies: Accelerating Progress Towards Education for All (EFA)*. The paper assessed progress and identified key issues and challenges in meeting the goals of universal primary education. It concluded that these goals were unlikely to be attained without accelerated action at the country level and a scaling up of international support. The paper further indicated that the World Bank would work closely with other partners to intensify its efforts to help countries address the data, policy, capacity and resource gaps that currently constrain progress, and

proposed country-by-country analysis to establish EFA policy and financing needs. The Development Committee requested staff to prepare an action plan for accelerating EFA, to be discussed during its next meeting (April 2002).

**b.** The world community has established and strongly backed EFA targets several times during the past decade: the 1990 Jomtien targets were reaffirmed and extended in Dakar in April 2000 and again reiterated and refined as part of the Millennium Development Goals in September 2000. The strong international political commitment to education has, however, not translated into sustained EFA gains at the country level. This is, in part, because the commitments were not supported by either a “roadmap” for success or an objective framework – for countries and their external partners – to measure progress and aid-worthiness. The Dakar Framework for Action was an important step in the right direction and needs benchmarks for gauging progress across countries to take sufficient account of the financial and policy implications of the proposed actions, and to define the rules of engagement between countries and their external partners. The action plan proposed in this paper builds on the Dakar Framework for Action and is intended to constitute a solid foundation for an EFA roadmap.

**c.** To first establish a sounder basis for assessing the scale of the problem and to set a baseline for monitoring country progress, an internationally comparable data base of primary completion rates was constructed, from 1990 to the most recent year possible, for 155 countries – the first time EFA progress has been measured in terms of primary *completion* rather than enrolment. This new indicator recognizes that true and sustainable learning begins to occur only after the completion of at least 5 to 6 years of primary education of reasonable quality. Based on a review of successful countries as well as those where completion rates have stagnated or declined, a set of key policy and financing norms were identified, which are associated with countries’ differential progress. The parameters observed in successful countries constitute technical benchmarks or “norms” against which countries’ EFA plans may be evaluated and costed.

**d.** The following findings emerge from the analysis:

- *The risk of not achieving EFA goals is much more serious and widespread than earlier believed.* Whereas only 32 countries were formerly believed to be at risk of not achieving the EFA goal of

universal primary education on the basis of enrolment rates, use of completion rates raises the number to 88 countries, out of the total 155 for which data were established. Some 35 countries are unlikely to meet the goal of eliminating gender disparities at the primary level by 2005, even when the goal is simply universal primary enrollment and not universal primary completion.

- ✦ *For the majority of "at risk" countries, EFA is achievable – with the right policies.* Fifty-nine out of the 88 countries at risk can reasonably be expected to achieve universal primary completion by 2015 if they bring the efficiency and quality of their education systems into line with benchmarks observed in higher-performing systems and receive significant increases in external financing and technical support. The 29 countries lagging farthest behind will not reach the goal without historically unprecedented rates of progress, but these rates are attainable with creative delivery solutions, including the use of information technologies, flexible and targeted international support, and overall reduction in poverty.
- ✦ *Education policies that improve learning outcomes are as important as additional resources.* While there is no single recipe, common features of low-income countries that have either achieved or are on track to achieving universal primary completion are political commitment and national leadership for education demonstrated by: (i) adequate domestic resource mobilization for primary education; (ii) efficient and effective use of resources; (iii) focus on educational quality and learning outcomes; and (iv) specific actions to make schooling accessible and effective for poor and disadvantaged children and especially for girls.
- ✦ *At-risk countries have a significant financing gap.* Even after maximum mobilization of resources domestically and under the Heavily Indebted Poor Countries (HIPC) Initiative, funding required from external partners would be substantially above present levels.

**e.** Accelerating progress towards EFA requires integrated action to close four gaps. Countries need *data* of good quality to accurately measure and monitor progress and inform policy; sound *policies* to help translate the vision and strategy of a robust education system into development outcomes; strong institutional *capacity* to ensure effective and sustainable delivery of quality education services;

and adequate domestic and external *financing* to fund needed investment and recurrent expenditures. Success in closing these gaps will rest foremost on strong country ownership of the EFA agenda.

**f.** Achieving EFA goals by 2015 presents daunting challenges but the prospects of achieving the goals are much better today than they have ever been since the formal launching of the EFA movement in 1990. Renewed global interest in the role of education in development has increased national and international political commitment to act: several countries have demonstrated that dramatic progress is possible if appropriate actions are taken. EFA planning and implementation can be greatly enhanced through effective integration into the PRSP and the CDF framework both of which provide an important framework for countries to take ownership and leadership of the development process and to more effectively coordinate external support. As part of the Millennium Development Goals (MDGs), the EFA agenda can more effectively be addressed within the overarching poverty reduction framework.

**g.** Financing of EFA for the 47<sup>5</sup> IDA countries analysed indicates that in order to achieve universal primary completion by 2015, average annual expenditure on primary education for these countries would need to increase from \$7.4 billion to \$16.4 billion between 2002 and 2015. The bulk of these additional resources could be generated domestically with increased national commitment to education but many of them would require significant external support during the transition period while the countries reform their systems and put the education systems on a sustainable path of quality and equity. These 47 countries would require between \$2.5 billion to \$5 billion per year in additional external resources as an absolute minimum. This estimate is three to five times the amount that they currently obtain in external aid for primary education. A regional breakdown of the estimate shows the importance of intensifying support to sub-Saharan Africa: the region would require a *seven-fold* increase from its present level of aid inflows for primary education in real terms.

<sup>5</sup> The starting sample included all 79 IDA-eligible countries with per capita incomes below US\$885. The 47 countries for which detailed costing was done excluded (i) those with populations below 1 million, (ii) seven for a lack of data, and (iii) 10 which are not "at risk" on achieving EFA. The 47 countries are home to 75 per cent of all children currently not in school.

**h.** The \$2.5-\$5 billion estimate appears different from the Financing for Development (FfD) Report's estimate of \$10-13 billion a year, included in the overall estimate of \$40-60 billion a year needed to reach all of the MDGs. It is important to note, however, that the two estimates are very similar in terms of additional resources required: the difference lies in whether the resources would be generated domestically or externally. The difference between the two estimates underscores the key point made in both reports, that policy reform and country commitment, reflected in additional domestic resources, are the critical ingredients in determining the external financing gap.

**i.** The proposed action plan is rooted in a development compact between countries and their external partners. In the compact, governments would demonstrate their commitment to education through efforts to transform their education systems, in response to which external partners would provide financial and technical support in a transparent, predictable, and flexible manner. This action plan should be viewed as a first step in a results-oriented implementation framework for EFA. A great deal more work needs to be done to develop a detailed, costed and time-bound action plan. Over the next few months, the costing exercise will be extended to all the countries that have not yet achieved EFA and the analysis will be broadened to address other EFA goals such as gender equality in primary and secondary education and adult literacy. Further consultations will take place between countries and partners to seek consensus on the elements of the action plan and to review roles and responsibilities for partners in harmonizing, and making more effective, assistance to countries.

**j.** We propose to the Development Committee an EFA "fast track" in which about 10 countries are selected, by June 2002, for increased and immediate support, to help generate an early demonstration effect. The fast tracking would be done within the PRSP/CDF framework and implemented through a multi-donor education consortium that would align the external financing needs of these countries with available financial support from donor agencies.

## 4. Criteria for the assessment of national EFA plans

If EFA plans must qualify as credible, this implies an assessment of the plan in some way, including an agreed approach to measuring the degree of political commitment on the part of government. There are two phases in this process: first, an overall assessment agreed by all stakeholders in that particular country that the plan is in line with the Dakar Framework for Action and, second, a particular assessment by donors, together or separately as the case may be, for funding purposes in which further criteria defined by the donors may come into play. These further criteria may, for example relate to a particular EFA goal, or define technical performance indicators. Here a minimum set of criteria is presented for the overall assessment of plans; consideration of specific criteria will take place in each country as part of the negotiations between country and donor(s). Does the plan show clear evidence of

- ☛ political commitment by government as a whole
- ☛ engagement of all stakeholders in its preparation, particularly civil society representatives, and resulting collective ownership of the plan
- ☛ attention to all six Dakar goals
- ☛ sustainable monitoring and evaluation procedures, including performance indicators
- ☛ based on a thorough analysis of the present situation (recent data and studies)
- ☛ links to other development planning processes
- ☛ sector-wide planning, linking EFA to all levels of education
- ☛ an appropriate policy framework
- ☛ building a sustainable institutional framework
- ☛ detailed budgeting of financial resources, and resulting identification of gaps

The international EFA partners actively assist in the development of EFA plans; there is need to develop clearer strategies in some countries of fostering an inclusive process where civil society stakeholders are not merely informed of government plans, but actively involved in their formulation, and in the thinking which underpins them. Multilateral agencies and, crucially, civil society networks must invest in communicating the added value which such participation can bring. Current engagement of civil society in EFA forums at the international level is beginning to model this approach.

## 5. EFA advocacy events and occasions

Title	Date	Place	Outline
The XIV International AIDS Conference	7-12 July 2002	Barcelona, Spain	This year's theme is 'Knowledge and Commitment for Action'
The World Summit on Sustainable Development (Johannesburg Summit 2002)	26 August – 4 September 2002	Johannesburg, South Africa	Action toward meeting difficult challenges, including improving people's lives and conserving our natural resources
Meeting of Ministers of Education of Latin America and the Caribbean	14-16 November 2002	Havana, Cuba	
Eighth Conference of Ministers of Education of African Member States (MINEDAF VIII)	2-6 December 2002	Dar es Salaam, United Republic of Tanzania	
CONFINTEA Mid-term Review	late 2003		Literacy as major theme within focus on lifelong learning
World Summit on the Information Society – 1st phase	12-15 December 2003	Geneva, Switzerland	Literacy and basic education as a basic tool for learning through and access to ICTs
Universal Forum of Cultures	May 2004	Barcelona, Spain	EFA and cultural expression and heritage
World Summit on the Information Society – 2nd phase	2005	Tunis, Tunisia	
[ongoing list]			



## 6. Mapping of donor assistance by country

In order to support a comprehensive strategy for Education for All, it is useful to know how multilateral, bilateral, and non-governmental organizations and agencies are supporting the implementation of EFA action plans in nations requiring assistance. A plan to gather this information was initiated in January 2002. Using The Dakar Framework for Action, a matrix was developed to highlight efforts directed at specific EFA goals. A preliminary group of 23 agencies/organizations were asked to provide information; 21 have responded to date. This Appendix presents a summary matrix of international assistance for EFA by organization/agency and by country.

The complete matrix document, *EFA Donor and International Organization Assistance: Multilateral Donors, Bilateral Donors, and Non-Governmental Organizations*, provides details for all countries regarding both thematic areas and international organization/agency support. It can serve as a basic directory of international support for EFA from multilateral donors, bilateral donors, and non-governmental organizations. While information was not gathered on levels of financing, duration of efforts and level of priority for support, a preliminary understanding of gaps in support to national EFA efforts in countries requiring assistance can be extracted from these matrices.

This information will serve to stimulate interest in further analysis of the volume and nature of assistance to EFA from different multilateral and bilateral sources, and to document its geographical and thematic distribution.

## Summary of international assistance for EFA by organization/agency

COUNTRIES/ TERRITORIES	ACTION AID		DANIDA	DFID	EC	FINLAND	FRANCE	IADB	ILO	IPEC	ITALY	JAPAN	NETHERLANDS	NORWAY	SC	SIDA	UNESCO	UNFPA	UNICEF	USAID	WORLD BANK
	CARE	CIDA																			
Afghanistan	X	X								X	X				X	X	X	X			X
Albania										X	X	X						X	X		X
Algeria			X														X	X	X		
Andorra																		X			
Angola					X		X							X			X	X	X		X
Antigua and Barbuda																	X				
Argentina								X				X					X		X		X
Armenia												X					X	X	X		X
Australia																	X				
Austria																					
Azerbaijan																	X	X	X		X
Bahamas								X									X				
Bahrain												X					X	X			
Bangladesh		X	X		X					X	X	X	X	X	X	X	X	X	X	X	X
Barbados					X			X									X		X		
Belarus																	X	X	X		
Belgium																					
Belize				X								X					X		X		
Benin	X	X	X							X		X					X	X	X	X	X
Bhutan			X									X					X	X	X		X
Bolivia		X				X		X				X	X		X		X	X	X		X
Bosnia and Herzegovina		X				X					X				X		X	X	X		X
Botswana				X	X			X	X			X					X	X	X		
Brazil			X		X			X		X		X			X		X	X	X	X	X
Brunei Darussalam																					
Bulgaria												X		X				X	X		X
Burkina Faso	X		X		X		X					X	X				X	X	X		X
Burundi												X					X	X	X		X
Cambodia		X	X		X					X	X	X			X	X	X	X	X		X
Cameroon							X					X					X	X	X		X
Canada																					
Cape Verde												X					X	X	X		X
Central African Republic							X										X	X	X		
Chad							X	X									X	X	X		X
Chile							X		X			X					X	X	X		X
China			X		X						X	X			X		X	X	X		X
Colombia								X		X		X			X		X	X	X		X
Comoros																	X	X	X		X
Congo							X										X	X	X		
Costa Rica							X		X			X					X	X	X		
Côte d'Ivoire							X					X					X	X	X		X
Croatia																			X		
Cuba															X		X	X	X		
Cyprus																		X			
Czech Republic																			X		
Democratic People's Republic of Korea												X					X	X	X		

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COUNTRIES/ TERRITORIES	ACTION AID	CARE	CIDA	DANIDA	DFID	EC	FINLAND	FRANCE	IADB	ILO	IPEC	ITALY	JAPAN	NETHERLANDS	NORWAY	SC	SIDA	UNESCO	UNFPA	UNICEF	USAID	WORLD BANK
	Democratic Republic of the Congo																		X		X	X
Denmark																						
Djibouti								X										X		X		X
Dominica					X								X					X				
Dominican Republic						X			X		X							X	X	X	X	X
Ecuador									X				X					X	X	X	X	X
Egypt		X	X		X						X	X	X					X	X	X	X	X
El Salvador		X							X		X		X					X	X	X	X	X
Equatorial Guinea																		X	X	X		X
Eritrea				X											X		X	X	X	X		X
Estonia																			X	X		X
Ethiopia						X							X			X	X	X	X	X	X	X
Fiji						X							X					X	X	X		
Finland																						
France																						
Gabon						X		X					X					X	X	X		X
Gambia					X	X							X					X	X	X		X
Georgia																		X	X	X		X
Germany																						
Ghana		X	X		X	X					X		X					X	X	X	X	X
Greece																						
Grenada					X				X									X				
Guatemala		X	X						X		X		X		X	X		X	X	X	X	X
Guinea	X	X	X			X		X					X					X	X	X	X	X
Guinea-Bissau						X			X				X					X	X	X		X
Guyana			X		X	X			X									X	X	X		X
Haiti	X	X	X			X		X	X							X		X	X	X	X	X
Honduras		X	X						X				X			X		X	X	X	X	X
Hungary													X							X		
Iceland																						
India	X		X		X						X	X	X	X	X	X		X	X	X	X	X
Indonesia			X			X					X		X	X	X	X		X	X	X		X
Iran, Islamic Republic of													X					X	X	X		
Iraq																X		X	X	X		
Ireland																X						
Israel																						
Italy																						
Jamaica					X				X		X		X					X	X	X	X	X
Japan																		X				
Jordan											X	X	X					X	X	X		X
Kazakhstan													X					X	X	X		
Kenya		X	X		X						X		X					X	X	X		X
Kiribati					X	X												X	X			
Kuwait																		X		X		
Kyrgyzstan													X			X		X	X	X		
Lao People's Democratic Republic								X					X		X	X		X	X	X		X
Latvia																			X	X		X
Lebanon															X			X	X	X		X
Lesotho													X					X	X	X		X
Liberia																X		X	X	X		
Libyan Arab Jamahiriya																		X				

COUNTRIES/ TERRITORIES	ACTION AID	CARE	CIDA	DANIDA	DFID	EC	FINLAND	FRANCE	IADB	ILO	IPEC	ITALY	JAPAN	NETHERLANDS	NORWAY	SC	SIDA	UNESCO	UNFPA	UNICEF	USAID	WORLD BANK
	Liechtenstein																					
Lithuania																			X	X		
Luxembourg																				X		
Madagascar	X							X			X		X		X			X	X	X		X
Malawi		X	X	X	X								X		X	X		X	X	X	X	X
Malaysia													X					X	X	X		X
Maldives													X					X	X	X		X
Mali		X	X					X			X		X	X	X		X	X	X	X	X	X
Malta																						
Marshall Islands													X					X	X			
Mauritania			X					X					X					X	X	X		X
Mauritius																		X	X	X		X
Mexico									X		X		X					X	X	X		X
Micronesia, Federated States of													X					X		X		
Monaco																						
Mongolia											X	X	X			X		X	X	X		
Morocco								X					X		X			X	X	X	X	X
Mozambique			X	X			X						X	X			X	X	X	X		X
Myanmar													X			X		X	X	X		
Namibia					X	X							X				X	X	X	X	X	
Nauru																		X				
Nepal				X	X		X				X	X	X		X	X		X	X	X		X
Netherlands																						
New Zealand																		X				
Nicaragua			X				X		X				X		X	X		X	X	X	X	X
Niger	X		X			X		X					X					X	X	X		X
Nigeria					X								X					X	X	X	X	X
Norway																						
Oman																		X		X		
Pakistan			X		X						X		X		X	X		X	X	X	X	X
Palestinian Autonomous Territories			X				X											X	X			X
Palau													X					X				
Panama									X				X					X	X	X		X
Papua New Guinea						X							X					X	X	X		
Paraguay									X		X		X					X	X	X		X
Peru		X	X						X		X		X		X			X	X	X	X	X
Philippines		X									X	X			X			X	X	X		X
Poland													X						X	X		
Portugal																						
Qatar																		X		X		
Republic of Korea																		X	X			X
Republic of Moldova																		X		X		X
Romania													X					X	X			X
Russian Federation											X							X	X	X		X
Rwanda	X		X		X		X						X				X	X	X	X		X
Saint Kitts and Nevis																		X				
Saint Lucia					X								X					X				
Saint Vincent and the Grenadines					X	X												X				
Samoa													X					X	X			
San Marino																						

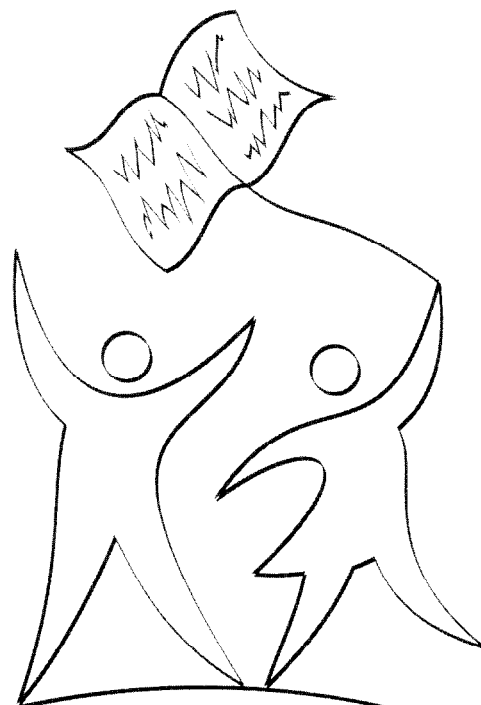
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COUNTRIES/ TERRITORIES	ACTION AID	CARE	CIDA	DANIDA	DFID	EC	FINLAND	FRANCE	IADB	ILO	IPEC	ITALY	JAPAN	NETHERLANDS	NORWAY	SC	SIDA	UNESCO	UNFPA	UNICEF	USAID	WORLD BANK
Sao Tome and Principe																		X	X	X		
Saudi Arabia													X					X		X		
Senegal	X		X				X				X		X					X	X	X		X
Seychelles						X												X	X			
Sierra Leone																	X	X	X	X		X
Singapore																						
Slovakia																				X		
Slovenia												X										
Solomon Islands					X	X							X					X	X			
Somalia		X	X														X	X	X	X		
South Africa				X	X	X		X					X	X		X		X	X	X	X	
Spain												X										
Sri Lanka					X						X		X				X	X	X	X		X
Sudan		X															X	X	X	X	X	
Suriname									X									X	X			
Swaziland													X				X	X	X	X		
Sweden																						
Switzerland													X									
Syrian Arab Republic													X				X	X	X	X		
Tajikistan		X											X				X	X	X	X		X
Thailand											X		X					X	X	X		X
The former Yugoslav Republic of Macedonia														X			X			X	X	X
Togo	X	X					X											X	X	X		X
Tonga													X					X	X			
Trinidad and Tobago													X					X				X
Tunisia												X	X					X	X	X		X
Turkey											X		X						X	X		X
Turkmenistan													X					X	X	X		
Tuvalu																		X	X			
Uganda		X	X	X	X	X					X		X	X	X		X	X	X	X	X	X
Ukraine																			X			
United Arab Emirates																		X				
United Kingdom																						
United Republic of Tanzania	X		X		X	X		X		X	X			X	X	X	X	X	X	X		X
United States																						
Uruguay									X				X					X	X	X		X
Uzbekistan													X				X	X	X	X		
Vanuatu					X								X					X	X			X
Venezuela									X									X	X	X		X
Viet Nam			X		X						X	X	X				X	X	X	X		X
Yemen											X			X				X	X	X		X
Yugoslavia								X									X		X	X		X
Zambia		X	X	X	X	X		X					X		X			X	X	X	X	X
Zimbabwe						X							X				X	X	X	X		

An international strategy to put the Dakar Framework for Action on Education for All into operation

2002



The *International Strategy to put the Dakar Framework for Action on Education for All into operation* developed out of a desire to ensure greater synergy and coherence in international action to support EFA efforts. In its first meeting in Paris in October 2001, the EFA High-Level Group called for clarification of the links between action at the national level and the support provided by the international community. A Task Force met in March 2002 to determine the shape of the strategy. It sets out five elements of partnership and action:

- Planning for EFA
- Communication and advocacy
- Financing EFA
- Monitoring and evaluation
- International and regional mechanisms

The strategy also picks up the twelve strategies for implementing EFA which were agreed at Dakar and suggests ways in which they can be put into operation – again focusing on action needed to support the national level and to ensure coherence and consistency at the international level.

The strategy complements EFA strategies of specific multilateral and bilateral agencies, serves as a reminder or checklist of essential actions, and indicates in principle what support and collaboration national governments, each with their own EFA plans, can expect from the international community.