

REPORT 2004



High-Level Group on Education for All Fourth Meeting

Brasilia, Brazil
8-10 November 2004

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Foreword

Communication is the lifeblood of cooperation and partnership, and the EFA High-Level Group affords the opportunity of face-to-face interaction and transparent dialogue in our common pursuit of the six Dakar goals. The Group's fourth meeting, held in Brasilia, Brazil, on 8-10 November 2004, built on previous sessions in addressing urgent and pressing concerns on the EFA agenda.

One of the most urgent is the 2005 target on gender parity in primary and secondary education. This target looms large in our sights and, even though there is still a great deal to do – or, rather, because there is still so much to do – we must redouble our efforts on behalf of the girls and female adolescents who continue to be excluded from education.

Further themes addressed in the Brasilia meeting included the quality of education, the role of teachers, the mobilization of resources and the effectiveness of aid. As usual, discussion of these key issues drew on the admirable work of the *EFA Global Monitoring Report 2005*, whose particular thematic focus is 'The Quality Imperative'. The participants in the High-Level Group were unanimous in recognizing that a quality education is the only kind of education that counts, and that the role of teachers in achieving quality outcomes is central and indispensable. In our discussions of aid, I was glad to note the sense of mutual commitment and the desire to increase that mutuality through a long-term compact between aid agencies and recipient countries. This augurs well for more focused, more coordinated and thus more effective aid to EFA efforts.

I am convinced and heartened that the High-Level Group is fulfilling its role in maintaining and indeed accelerating the momentum of the EFA movement. Each meeting makes its own distinctive contribution to that process. In Brasilia, we witnessed more effective linkages being forged between the High-Level Group, the Fast-Track Initiative (FTI), the United Nations Girls' Education Initiative (UNGEI) and the World Economic Forum (WEF), Davos. Linked to this, the Brasilia meeting was noteworthy for the larger number of side events which brought different groups of EFA stakeholders together to look in detail at key issues such as child labour and public-private partnerships in basic education. In addition, a Teachers' Parliament met just prior to our discussions and provided timely and very relevant input through its Declaration.

By meeting in Brazil, we gained a sense of hope about what can be achieved in EFA; Brazil's progress in primary school enrolment and gender parity provided a positive backdrop for the Group's deliberations of the remaining challenges. I would like to express my sincere and deep gratitude to the President, Government and people of Brazil for hosting the event; the arrangements were excellent and all participants enjoyed the warm welcome they received. Particular thanks also must go to the UNESCO Brasilia Office for its vital support.

For UNESCO's part, I will continue to do my utmost to put Education for All at the centre of our efforts and to bring a clear sense of urgency and commitment to our partnerships. As each year passes, the target date of 2015 comes nearer and the need to match words with deeds becomes more and more imperative.



Koïchiro Matsuura
Director-General, UNESCO

KEY ISSUES FROM THE FOURTH MEETING OF THE HIGH-LEVEL GROUP

On quality in Education for All

- Quality must characterize the whole of the EFA agenda and remain a constant preoccupation in planning and action. Quality and expanding enrolment are not in opposition to each other; rather, increasing quality will lead to greater efficiency in the system and greater motivation to enrol.
- Teachers are at the heart of promoting quality – improvements in their initial training, their in-service upgrading, and their status, remuneration and working conditions will pay dividends in raising the quality of learning outcomes.

On the gender parity target 2005

- Only urgent, committed and concerted action can move the world towards meeting this target, now so close. Immediately removing barriers to girls' education must be accompanied by creating girl-friendly school environments – safe, secure, hygienic.
- Gender inequalities in the wider society account for slow progress in girls' education and must be tackled if the EFA goals and the Millennium Development Goals are to be met.
- Extended collaboration with the private sector offers opportunities for increased resource mobilization and other kinds of cooperation in basic education.

On mobilizing resources

- Mobilizing national resources remains the key to realizing EFA – giving education a high policy profile and setting budget priorities accordingly. These commitments must be matched by sustained, long-term and appropriate aid inputs.
- The overhang of external debt and the burden of debt service payments deprive countries of resources for education. Greater efforts of debt relief and forgiveness will make a difference.

On the effectiveness of aid

- Countries and aid agencies need a framework for coordinated, predictable funding for education; a mutually binding compact will enshrine commitments on both sides, to policy change and increased national education budgets, on the one side, and, on the other, to long-term commitment to predictable financing.
- Aid agency procedures frequently have high costs to recipient countries, with a plethora of different arrangements; coordination and harmonization among agencies is a way to reduce transaction costs and release funds and people's time for education itself.

1 Introduction

The Fourth Meeting of the High-Level Group on Education for All (EFA) held since the World Education Forum (Dakar, 2000) showed that the EFA movement has lost none of its momentum. On the contrary, attendance and the programme of the meeting demonstrated the seriousness with which EFA actors take the challenge of pursuing the six Dakar goals. Conceived as a 'lever for political commitment and technical and financial resource mobilization', the High-Level Group brings together partners from the governments of developing countries, from the development cooperation ministries of industrialized countries, from multilateral agencies, from civil society and from the private sector. The *EFA Global Monitoring Report 2005*, launched as part of the Fourth Meeting's opening proceedings, served as the source of data and analysis of progress towards EFA and provided a solid basis for the Group's discussions.

After meetings in previous years in Nigeria and India, the High-Level Group met once again in an E-9 country, Brazil (See Appendix VI, E-9). The significant progress towards EFA goals in Brazil, as well as the government's clear commitment to education, provided a hopeful and optimistic context in which to address priorities and problems in the key areas of EFA, notably the most immediate target, the 2005 goal of eliminating gender disparities in primary and secondary education. Brazil's own achievement in this regard offers inspiration to others, while the country's regional diversity and multicultural composition have demonstrated constant innovation and well-adapted initiatives. It was from Brazil that Paulo Freire emerged as a key thinker and practitioner of education that linked learning to context, to social liberation and political mobilization. His influence continues to be felt in Brazil's own adult literacy efforts, as well as in literacy work on every continent. Throughout the meeting, delegates and speakers were effusive in their thanks to the Brazilian hosts for their warm welcome and for the efficient and hospitable arrangements put in place for the participants. Hearty thanks were also extended to UNESCO for the preparation and organization of the event.

The President of Brazil, Mr Luiz Inácio Lula da Silva, opened the meeting, with further participation in the opening ceremony by Mr Arthur Zahidi N'Goma, Vice-President of the Democratic Republic of the Congo, Ms Carol Bellamy, Executive Director of UNICEF, and Mr Koïchiro Matsuura, Director-General of UNESCO. Among the forty or so participants to the meeting

were nineteen Ministers or vice-Ministers of Education from developing countries and countries in transition, six Ministers or representatives of development cooperation in industrialized countries, seven leaders from civil society networks and six heads or high-level representatives from international agencies. This composition demonstrated the strong desire of the international community as a whole to work together towards achieving the EFA goals.

This meeting was unique in that it attracted a number of side events relating to specific aspects of EFA. A Teachers' Parliament, organized by civil society, preceded the main meeting, with other gatherings on the themes of child labour, girls' education, public-private partnerships in education and the Fast-Track Initiative (FTI). These satellite events are a measure of the impetus of the EFA movement and the concern to give basic education the priority it deserves in the wider development arena.

The themes of the meeting reflected both the theme of the *EFA Global Monitoring Report 2005. Education for All: The Quality Imperative*, as well as the 2005 target on gender parity in primary and secondary education. The meeting also gave attention to overall progress towards the Dakar goals and to the mobilization of financial resources. Once again, the High-Level Group worked towards a Communiqué as the outcome of the meeting. The five working sessions were entitled as follows:

- ▷ Overview of progress towards the EFA goals
Policies and strategies to improve the quality – of education: What makes a difference in countries?
- ▷ Investing in teachers for improving quality of EFA.
- ▷ Accelerating the process towards achieving gender parity in primary and secondary education by 2005: A last call for urgent action.
- ▷ Resource mobilization for EFA, including the Fast-Track Initiative, within the context of aid effectiveness.
- ▷ The way ahead.

The final session was devoted to approval of the Communiqué, while the first four were more structured: a brief introduction by the chair was followed by input from a lead commentator. A panel of three or four then presented perspectives on the theme, followed by a general debate among participants. The lead commentator was asked to

summarize the debate and bring out the key points. During the two days of the meeting, an informal drafting group – the so-called ‘sherpa group’ – met twice to elaborate and refine the draft Communiqué, whose final form was adopted at the end of the meeting by all the participants. The text of the Communiqué is to be found in Appendix 1.

This report follows the pattern of the programme – summaries of the statements made at the opening ceremony constitute the rest of this section. Then follow five sections dealing with the first four working sessions, where the contributions of the lead commentators and panellists are summarized, complemented by a presentation of the main lines of the debate. The Conclusion pinpoints some of the underlying trends that emerged from the deliberations and suggests some unfinished business for future action.

1.1 Moving up a gear:

Luiz Inácio Lula da Silva, President of Brazil

In the context of a commitment to reach the Millennium Development Goals (MDGs), Brazil accords a high priority to education and takes pride in having reached gender parity in basic education. Inspired by the work of Paulo Freire, the Brazilian government relentlessly pursues quality education from pre-school years to university, through its network of federal, state and municipal institutions.

For example, the Literate Brazil Programme reaches 4.3 million adults and young people across the country and will function in 2,800 municipalities by end of 2004, raising the hope of citizens playing a fuller role in social life.

A new fund for basic education – FUNDEB – will enable Brazil to take a qualitative leap forward. Brazil is also committed to professional education, including 500 training units inside enterprises. University reform aims to focus on positioning Brazil for the next phase of sustainable development. New quotas will give Afro-Brazilians and indigenous people increased opportunities for access to higher education, according to the population structure in each state. Poorer students will receive scholarships to ‘ProUni’, a University for All. All these reforms and projects are implemented on the basis of constant dialogue with

civil society, and with professional educators and their organizations.

For developing nations such as Brazil, education must be seen as an investment, and certainly greater efforts must be made. In Brazil, where virtually all children are in school, the challenge is to improve quality. This means enhancing the status and working conditions of educators, and above all a constant attention to in-service training so that they remain professionally up to date. As the High-Level Group meets in Brazil, the President expressed the wish that its members should leave with a clear impression of Brazil’s commitment to education and the pursuit of all the MDGs.

1.2 Quality and effectiveness:

Koïchiro Matsuura, Director-General of UNESCO

Welcoming participants to the fourth meeting of the High-Level Group, Mr Koïchiro Matsuura expressed warm thanks to the host nation, Brazil, and remarked that the Latin America and the Caribbean Region saw significant progress in education during the 1990s. Brazil itself has demonstrated remarkable progress – in developing a legal framework for universal education, in addressing social and regional inequalities, in innovative financing arrangements and in non-formal education. This last area owes much to the work of Paulo Freire who made of literacy an instrument of social and political mobilization.

In his address (see Appendix II), the Director-General emphasized the particular nature of this meeting, notably that it attracted a range of side events, including the Teachers’ Parliament and meetings on the elimination of child labour, on public-private partnerships and on the further development of the Fast-Track Initiative (FTI). This concurrence of energy and debate gives considerably more impetus to the EFA agenda.

International collaboration with civil society continues to focus on EFA Global Action Week as an annual event. In 2005 it will aim to highlight the gender parity target. UNESCO continues to promote partnerships with civil society and non-governmental organizations (NGOs) at national level. Regional and subregional mechanisms, such as the Regional Education Project of Latin America and the Caribbean (PRELAC) in the Latin America and the Caribbean region, are also important means of coordinating efforts.

Mr Matsuura briefly introduced the key topics of debate for this fourth meeting:

- ▷ The 2005 gender parity target: there is time now for one last call to urgent action on the part of all EFA partners, which must include support for the United Nations Girls' Education Initiative (UNGEI);
- ▷ The Fast-Track Initiative (FTI): following better definition of its purposes and actions in Oslo in 2003, UNESCO sees this initiative as a major element of the EFA agenda and one which is in keeping with the pledges of Dakar and the understandings of the development financing conference in Monterrey;
- ▷ Resource mobilization and aid effectiveness: the articulation of domestic resources and international aid will be the focus of discussion, with an emphasis on delivering on pledges and coordinating agency efforts.

The Director-General went on to outline the results of the strategic review of UNESCO's role in EFA, noting that the organization needs to play the role of global champion. Part of this will be a stronger role at national, subregional and regional levels, 'translating global commitments into practical action in Member States'. Areas such as mobilization, advocacy, policy dialogue, planning and capacity-building will be in focus. Positioning, staffing and resourcing UNESCO appropriately will be necessary to fulfil this mandate.

Referring to the *EFA Global Monitoring Report 2005*, he highlighted five lessons:

1. Quality must be factored into every aspect of EFA;
2. Conceptions and measurement of quality are closely linked to the objectives of an education system;
3. School inputs and learner characteristics are key in providing learning of quality – this calls for vigorous efforts to improve schooling for the poor;
4. Long-term vision, government leadership, well-supported teachers and early childhood learning are key factors in achieving quality in education;
5. There are strategies that work on the ground – we must learn from these.

However, the *Report* also shows clearly that the pace of achieving EFA is too slow – including the response of the international community. A focus on the

really needy countries is essential. Data collection is improving gradually, and the UNESCO Institute for Statistics (UIS) must be strengthened in its capacity-building role. Finally, the Director-General called for courage, leadership and joint commitment from all EFA partners and committed UNESCO, in partnership with all EFA stakeholders, to continue to improve the 'complex evolutionary process' of international coordination.

1.3 No more broken promises!

Carol Bellamy, Executive Director of UNICEF

With the urgent call not to break any more promises to our children, Ms Carol Bellamy called on members of the High-Level Group to face whatever political and economic challenges there are in order to make the world fit for children. Parents, rich and poor, make sacrifices to ensure a better future for their children, and communities and governments strive to make provision in education and other areas. One of the major promises of the international community – gender parity in primary and secondary education – falls due in 2005. It is a wake-up call and a chance to make the extraordinary effort required if girls are not to continue to be denied a quality education and a chance in life.

Ms Bellamy pointed out that important efforts have been made – South Asia and sub-Saharan Africa saw significant gains in gender parity in the 1990s, but poverty, conflict, disaster and HIV/AIDS have, in some countries, eroded these gains and put the 2005 goal out of reach. As lead agency of UNGEI, UNICEF seeks to accelerate progress – and Ms Bellamy appealed for committed partnership in this endeavour. She further distinguished five categories of countries where efforts should be concentrated:

1. Countries where enrolment levels have long stagnated – new strategies for a breakthrough are needed;
2. Countries at a point of opportunity, where system-wide change is now possible;
3. Countries moving into or out of a crisis or emergency situation, where there is a need to pre-empt or deal with the effects on girls' education;
4. Countries appearing to be progressing – does this mask pockets of discrimination or wider social gender inequalities?

5. Countries of deepening poverty, often exacerbated by HIV/AIDS – removing charges, user fees and other barriers becomes an urgent priority.

In conclusion she exhorted the High-Level Group to act in hope and, through decisive action and concerted effort, offer hope to the girls and boys of the world.

1.4 Africa – much to do:

Arthur Zahidi N’Goma, Vice-President of the Democratic Republic of the Congo

Mr N’Goma went back to basics to set the goals of the Dakar Framework for Action in the context of their underlying values. He re-affirmed his conviction that the outcomes of Dakar represent the right vision and that they reflect the values of universal humanism, to which he expressed his firm attachment. He noted that there has been much progress across the world in terms of access to basic education, viewed in a long-term perspective. However, Africa has seen the slowest progress.

Speaking for his own country as well as for the wider situation in sub-Saharan Africa, he lamented the fact that progress towards universal primary completion, as well as regarding early childhood care and education (ECCE), lags behind every other continent. In terms of the quality of education, Africa manifests some of the most serious and persistent constraints on progress. Large classes inhibit quality learning and teaching; the ravages of HIV/AIDS are seen both in terms of loss of teachers and also, in some countries, in declining school attendance, either through debility or the necessity of caring for ailing family members. Further factors include poor infrastructure, and unsuitable curriculum and textbooks. Irrelevant or inappropriate content and materials make learning and knowledge inaccessible to learners and alienate them from the learning process. This in turn leads to high rates of dropout and repetition – the highest rates in the world.

Recognizing these many and difficult problems, Mr N’Goma called for a greater investment in teachers in Africa, as well as a clear emphasis on the basics of learning, that is to say literacy and numeracy. Such learning will be considerably enhanced if learners can acquire these skills through their first language. He stressed that the question of language is ‘of the first importance’ in achieving effective learning in Africa.

Beyond the school or other learning environment, the Vice-President pointed to the impact and influence of wider social conditions. Factors of context and the socio-economic environment play a large part in enabling, indeed permitting, education to be effective. Problems of poverty, stagnant or declining economies, social or political instability, corruption and poor governance – these undermine the inputs, processes and values that make for quality education.

To conclude – and in the context of the High-Level Group meeting – Mr N’Goma called for increased international solidarity, not only between rich and developing countries, but also among developing countries, manifested by South-South cooperation.

1.5 Launching the *EFA Global Monitoring Report 2005*

Following the opening ceremony, the *EFA Global Monitoring Report 2005. Education for All: The Quality Imperative* was launched, with the press in attendance. The Report was welcomed for its provision of solid data and cogent analysis which enable careful judgments to be made about the nature and rate of progress in EFA. In addition, the *Report* contributes in significant manner to the further definition of key EFA concepts – in this case, what quality means – and to the setting of priorities and the elaboration of strategies to tackle the challenges remaining. The *Report* also serves the essential purpose of providing data to serve as the basis for evidence-based policy formulation.

It is worth noting that the concern for quality in education was a key new emphasis in Dakar, going beyond what the World Declaration on Education for All, adopted in Jomtien, Thailand (1990) had said on the topic. This edition of the *Report*, therefore, is of particular significance in moving the world forward in pursuit of the sixth Dakar goal (on quality basic education) and of the EFA agenda as a whole. The former Director of the EFA Global Monitoring Report Team, Mr Christopher Colclough, made a presentation of the *Report’s* findings, as he did again, in slightly modified form, in the initial working session of the High-Level Group (see summary in the next section).

2 Progress towards the EFA goals: policies and strategies to improve the quality of education

- The six Dakar goals cannot be achieved without attention to the quality of basic education.
- Quality of education depends not only on what happens in the classroom, but also on how schools are run, and on the value which society gives to education.
- Quality is enhanced most when sustained, long-term and consistent leadership is given by governments with policies that give priority to education.

2.1 Presentation of the *EFA Global Monitoring Report 2005*

Mr Christopher Colclough, under whose direction the 2005 edition was prepared, introduced this year's findings with two stark assertions:

- ▷ The world is not on track to achieve the six EFA goals;
- ▷ Without better quality, EFA is unattainable.

He elaborated on these warnings, first by drawing the attention of the High-Level Group to progress on each of the six goals and second by arguing for the central relevance of quality as a pre-condition for realizing the EFA agenda. On each of the goals, progress may be briefly summarized as follows:

- ▷ Universal primary education: while the data show progress both in terms of falling numbers of children out of school and in increase in net enrolment ratios, it is clear that the rate of progress is not sufficient to meet the 2015 goal;
- ▷ Gender parity: with the 2005 target looming large, it remains the case that 57% of out-of-school children are girls, and that in 40% of countries girls' enrolment is lower than boys at primary level, with greater disparities at secondary and tertiary levels;
- ▷ Literacy and adult learning: with non-literate adults still numbering around 800 million, of whom 64% are female, there is a need to focus on the nine countries accounting for 70% of this total;
- ▷ Early childhood care and education (ECCE): disadvantage of all kinds and a rural environment mean that a child is unlikely to benefit from any structured ECCE – less than 50% of children worldwide are enrolled in pre-primary education;

- ▷ Opportunities for youth and lifeskills: no data were presented on this goal.

Using the EFA Development Index (EDI), which was welcomed as an overall measure of progress in 2003, Mr Colclough noted that:

- ▷ 41 countries have achieved or nearly achieved the four goals measured by the index (universal primary enrolment, gender parity, literacy and quality);
- ▷ 51 countries have EDI values between 0.80 and 0.94. Almost half the countries in this category, most of them in Latin America, lag on the education quality goal;
- ▷ 35 countries are very far from achieving the goals, with EDI values below 0.80 including 22 in sub-Saharan Africa, and Bangladesh, India and Pakistan.

Turning to the EFA goal on educational quality, the former Report Director stated that its essential elements are cognitive development, and the creative and emotional basis for values and attitudes that enable people to function well in their community. He also suggested that a good quality education will result in benefits to health, family, personal income and the national economy. The 2005 *Report* lists elements that underpin the development and maintenance of quality, relating to the teaching-learning context, such as materials and hours of instruction, as well as aspects of the broader school environment: leadership, effective governance, security and regular assessment processes. Four countries were singled out for special mention as performing particularly strongly in quality – Canada, Cuba, Finland and the Republic of Korea – where a key determinant has been strong, sustained and long-term policy commitment to education.

The *Report* catalogues the factors contributing to weak quality – high pupil-teacher ratios, unfamiliar languages of instruction, pedagogical approaches, along with the lack or weakness of aspects mentioned above. Where resource inputs are low, an increase in resources has a major impact on quality; however, where resources are greater, such as in the rich countries, incremental increases have no direct impact on quality – at a certain level, quality depends more on other factors, such as learner-teacher interaction. The role of teachers is emphasized strongly in the *Report*, with attention drawn to the need for good training and adequate conditions of service.

The goal of devoting 6% of gross national product (GNP) to education is rarely reached, with an average of under 4% in Africa, East Asia and the Pacific. While pledges of aid to basic education are on the increase – and may provide some additional \$3.2 billion over the next three years – this still falls short of the estimated \$5.6 billion which will be required to realize the EFA goals of universal primary education and gender parity. Fragmented donor relations and resulting high transaction costs demonstrate the need for greater coordination and focus.

Reminding the members of the High-Level Group that quality and quantity (increasing access) are complementary rather than competing, Mr Colclough concluded by listing four key ingredients of quality basic education:

- ▷ Prime attention to the quality of the teaching profession;
- ▷ Strong leading role by government;
- ▷ A societal project for improving education;
- ▷ Policy continuity over time.

Throughout the subsequent presentations and discussions there were many expressions of appreciation for the high quality of the report and recognition of its usefulness in understanding gaps and setting further priorities in the EFA movement. The data it provides are an essential element for formulating policies on basic education.

2.2 EFA progress in context

Following this presentation, three panellists offered their views on aspects of quality improvement.

Mr Luis Gómez Gutiérrez, Minister of Education of Cuba, set his remarks in the context of progress in EFA in Latin America and the Caribbean, noting with concern that 27% of pupils in this continent do not go beyond Grade 5, and that 20 million adolescents are out of school. As many as 40% of pupils in primary school repeat at least one year. Poverty, hunger, unemployment and lack of priority on social policies are all to blame, but the Minister homed in on the educational level of parents. With 42 million non-literate adults in the region plus an estimated 110 million 'semi-illiterates' (*semianalfabetos*), there is reason to conclude that the literacy situation hinders the raising of the quality of children's education – in the context of 800 million non-literate adults worldwide, which is an outright scandal in the twenty-first century.

Cuba has been particularly active and innovative in tackling literacy, both within its shores and sharing its audio-visual and distance methods with other countries in the region and across the world. Sustained effort is necessary in adult literacy so that learners reach at least the equivalent of a Grade 6 education.

In general, Cuba has given high priority to education, ensuring that children receive a midday meal and that classrooms are well equipped with materials of all kinds – books, uniforms, televisions and computers as well as providing an adequate number of trained teachers. The Minister observed that Cuba's achievements in education have been realized despite the economic embargo and that education remains the highest priority of the government.

The Minister of Education of Egypt, Mr Ahmed Gamal Eddin Moussa, informed the High-Level Group that his country continues to progress incrementally towards the EFA goals of universal primary completion, ECCE, gender parity and adult literacy – in particular Egypt expects to reach 100% primary enrolment by 2015. Even though the government devotes 5.6% of GNP to education, there remains a great deal to do to achieve basic education for all of high quality. Currently, indicators have been established in five areas to facilitate assessment and change:

- ▷ Adapted curriculum and learning objectives at each level;
- ▷ Effective and welcoming schools;

- ▷ Teacher competence;
- ▷ Management for excellence;
- ▷ Participation of civil society and the private sector.

In terms of quality improvements, a national accreditation agency has been set up in order to enhance planning and evaluation capacity. Teachers are selected for further training programmes in order to raise the level of qualification, and the participation of civil society and non-governmental organizations (NGOs) in school governance is seen as crucial for research and raising quality. In order to address the gender gap seriously, Egypt is part of UNGEI in partnership with UNICEF and other international agencies.

In Egypt, joint engagement is crucial if EFA goals are to be met and a central strategic plan is in place in order to use effectively the external resources which are received.

Bringing the perspective of civil society, Mr Kailash Satyarthi, representing the Global Campaign for Education, reminded the High-Level Group of the many disadvantaged children who are the most in need of a quality education in order to break out of the cycle of deprivation, yet for whom a quality education remains a distant dream. Among these are girls, child workers, disabled children, indigenous and minority children, AIDS orphans and the rural poor. These children:

On reaching disadvantaged children:

This means redesigning education systems, curriculum, school infrastructure and funding priorities in line with the needs of excluded children – not expecting them to adapt to the needs of a system that was built to serve middle-class urban boys.

– Kailash Satyarthi
Global Campaign for Education

- ▷ Drop out early as their labour is needed for the family;
- ▷ Cannot concentrate because they are hungry;
- ▷ Attend schools with no books, no desks and only a few hours of instruction per day;
- ▷ Are never taught by properly trained and supported teachers in a class of manageable size;
- ▷ Are obliged to learn in foreign languages which they do not speak and to follow a curriculum that excludes their culture and experience.

In contrast, urban and privileged children and those of richer parents enjoy higher quality provision, often benefiting disproportionately from public spending on education, or having access to private schooling; education may thus increase inequalities. A focus on redressing the balance and giving a quality basic education to all children will entail three priorities which Mr Satyarthi formulated as recommendations:

- ▷ Enable the out-of-school children to access education by making it free and giving support to the poorest families, while ensuring that there is adequate infrastructure to cope with the higher enrolment;
- ▷ Call on governments to allocate 6% of GNP to education, and on donors to cancel debt and mobilize the extra \$5.6 billion of aid required each year. These resources must be used, in part, to ensure that education systems should serve the most disadvantaged, including girls.
- ▷ Adopt a rights-based approach to education, where political commitment and legislation enshrine free basic education for all, and where governance and resource allocation are handled in a transparent manner. Teachers' and civil society organizations have a key role in engaging government in policy dialogue towards these ends.

He concluded by underlining that 'quality for some but not for all is a terrible injustice, a violation of fundamental rights and a waste of human opportunity'; opportunities for the most disadvantaged depend on tackling such inequities squarely.

2.3 EFA progress: debate and examples

Members of the High-Level Group responded to these presentations by citing examples of quality improvements in a number of countries, by highlighting further areas that will contribute to educational quality and by identifying some issues of concern.

The progress made in Japan since the Second World War, and in other East Asian countries more recently, illustrates the positive economic consequences of a sustained commitment to quality basic education – an achievement realized without precipitating cultural alienation. In this respect, it was pointed out that in

various parts of the world, particularly in Africa, there is inadequate attention given to indigenous forms of learning, which needs further research in order to overcome the mismatch between learning and outcomes; children must leave school with useable knowledge and skills.

China's huge population poses special challenges to education; however, the country demonstrates steadily increasing net enrolment ratios at both primary and secondary levels. In the context of lifelong learning outside the school, 2 million adults gained literacy competence in 2003, and other initiatives included training farmers in agricultural technology and addressing the needs of rural-urban migrants.

Ghana's focus on improving access and quality of education for girls addressed northern areas of the country where the poorest and most excluded sections of the population are found. A whole series of special measures has led to significant gains in gender parity in these regions (though in a context of less than 100% enrolment) and has included: explicit policies, a special Girls' Education Unit, support such as bicycles, bags and stationery, a school feeding programme and scholarships for the poorest to cover the indirect costs of schooling. Recognizing the central role of qualified teachers in ensuring quality, Ghana has also postponed the teacher retirement age beyond 60 to increase numbers of trained teachers in system.

'Quality and quantity are complements, not substitutes' – this principle, one of the key messages of the *EFA Global Monitoring Report 2005*, was emphasized in discussion. A focus on quality needs to go along with concern for access – indeed, quality schools will be a factor in increasing access and will manifest, for example, a child-friendly environment, in-service teacher training, good school management, and adequate and good materials, plus parental and community perspectives in developing and monitoring school improvement plans. Different – that is, child-centred – pedagogies must become a standard part of classroom practice.

Educational quality also depends on factors beyond the school: early childhood care and education, often neglected, improves learning achievement. Literacy for women is a key intervention, as well as community involvement in education and in school governance. The effectiveness of aid and the good use of resources will also underpin quality improvements. Better data provide

a more stable basis for policies designed to promote educational quality and progress in this respect was recognized in the *Report*.

Finally, areas of concern include the need to understand why teachers as a group are so susceptible to the ravages of HIV/AIDS – a key issue where teacher loss is widespread and growing. A further issue is the need for better indicators of learning achievement; in many situations, it is simply a matter of counting grade completion rates. This is, however, not precise enough to ascertain whether learners leave primary education with useable competencies.

3 Investing in teachers for improving quality in EFA

- Adequately trained and equipped teachers are absolutely essential if children are to receive a quality education.
- Teachers and their organizations must be involved in discussions of educational reform, policy development and standard-setting.
- The status, working conditions and remuneration of teachers must be set at levels that, in each context, attract and retain candidates of the highest calibre.
- In-service training is crucial in a world where knowledge is expanding rapidly.

Chairing the session, Mr Zhou Ji, Minister of Education of China, stressed the crucial role of teachers in the promotion of quality in basic education and stated that teachers are the largest single group of professionals in the world – 59 million; he called on the members of the High-Level Group to use the findings of the *EFA Global Monitoring Report 2005* and the outcome of the Teachers' Parliament (see Appendix III) as a basis for discussion and to focus on two key issues:

- ▷ Improving the status, conditions and professionalism of teachers;
- ▷ Addressing the shortage of teachers in developing countries.

3.1 The Teachers' Parliament Declaration: Mary Hatwood Futrell

Introducing the Declaration from the Teachers' Parliament held in Brasilia just prior to the High-Level Group, Ms Mary Hatwood Futrell, Founding President of Education International, emphasized that highly qualified teachers are essential to achieving quality education for all children. In this respect the Declaration:

- ▷ Takes a firm stand on education as a human right, often threatened in its realization by unsustainable patterns of development and a widening gap of inequality in a globalized world;
- ▷ Re-affirms that education is a state responsibility and calls on governments to devote at least 6% of GNP to education, with a focus on EFA objectives;
- ▷ Recognizes that education takes place in a complex social environment, requiring social dialogue which

must include educators and their organizations. Gender equality in the teaching profession, with more women in senior leadership roles, must also be enhanced, and the combating of the HIV/AIDS pandemic and its impact on education must become a priority in affected countries;

- ▷ Urges governments to commit themselves to improving the quality of education through better recruitment, retention, status and conditions of teachers, and to enhance their initial and in-service training, thus strengthening professional development; school management is a further area to which governments must devote attention if quality is to improve.

3.2 Teachers and economic crisis: Daniel Filmus

The first of three panellists, Mr Daniel Filmus, Minister of Education of Argentina, declared himself fully in agreement with the output of the Teachers' Parliament and stated that the Argentine government works closely with teachers' unions. Noting that his country falls 23rd in the *Report's* EFA Development Index (EDI), he pointed to the economic crisis as a factor with an impact on the recruitment and training of teachers. Low salary levels make it difficult to recruit high-calibre candidates and high levels of foreign debt constrain the funds available for the education budget.

Nevertheless, Argentina sees the need for ongoing teacher training, in part to supplement inadequate initial input and in part to keep pace with the growth in knowledge. Alongside such measures, more effective ways of assessing the quality of teachers at school level are essential. In a social situation where

there are severe social inequities from one school to another, it is also necessary to examine and improve the processes of learning, not merely assess outcomes.

3.3 Attracting and retaining teachers: Fabian Osuji

Charged with addressing how to improve incentives for attracting and retaining teachers, particularly in rural areas, Mr Fabian Osuji, Minister of Education of Nigeria, said that the issue of the teacher in delivering quality universal basic education is receiving attention in Nigeria for the first time and that the needs of rural areas are being targeted through specific measures. These efforts involve the following steps

- ▷ A new body – the Teachers’ Registration Council – has been set up to regulate the profession and establish minimum qualifications
- ▷ A new initiative for rural areas where there is a scarcity of teachers; through a Federal Teachers’ Corps it is proposed to deploy 30,000 extra teachers in the first year, complementing teachers already recruited from the local area;
- ▷ An adjustment of salary scales, with a special structure for primary and secondary teachers, and additional incentives for teachers in rural areas;
- ▷ New in-service training opportunities for rural teachers through open and distance learning, leading to upgraded qualifications;
- ▷ Encouragement and incentives for teachers from rural areas to train and return to their locality when qualified;
- ▷ Raising the profile of teaching through inclusion of teachers’ unions in educational bodies and consultations, as well as by schemes to recognize high-performing teachers.

3.4 Dialoguing with teachers: Igor Damianov

The changing role of teachers and the demands they face in a rapidly evolving society formed the backdrop for the remarks of Mr Igor Damianov, Minister of Education and Science of Bulgaria. Intervening as the third panellist, he approached his assigned theme of ‘social dialogue with teachers for successful school reforms’ from the perspective of new challenges in teaching. These include a more diverse school population, an ‘explosive increase’ in information,

competition with other sources of information and the new learning opportunities opened up through information technology. Warming to his theme, Mr Damianov asserted that only through active dialogue with teachers could appropriate ways forward be found to meet society’s expectations of education and to achieve quality – now understood within a Europe-wide context.

Policy dialogue, as indicated in the Dakar Framework for Action, must include all stakeholders with attention to ensuring good interaction between governments and civil society. Dialogue is also the key to implementing educational reforms, as each one requires explanation and a consensus. Governments must, on each occasion, be careful to clarify what they want to achieve, why they wish to do it and how they expect to achieve it. For these purposes Bulgaria has established a tripartite consultative commission, bringing teachers, employers

and trade unions together, working according to International Labour Organization (ILO) guidelines, with the aim of making the introduction of new reforms as painless as possible. This is complemented by a National Education for All Forum. Dialogue with teachers and their organizations will work best if it goes along with efforts to raise the status and working conditions of the teaching profession.

Social dialogue must also address the intercultural dimension of education – ‘learning to live together’. In a globalized world, each stakeholder in education faces such issues. Thus dialogue at an international level must complement that at national level, providing a broader professional context and search for solutions to common problems.

...so that an educational reform could be successful, one needs a broad social consensus assured by a constant dialogue based on equitable partnership between the decision-makers and the teachers, learners, families, universities, employers, non-governmental sector, trade unions, municipalities and even the school textbook publishers. We all have to 'play on the same team'.

— Igor Damianov
Minister of Education
and Science
Bulgaria

3.5 Lines of debate

In the ensuing debate, participants based their comments on the conviction that a quality education depends in large measure on teachers; thus it is imperative to equip and support them in ways that enhance their role and performance. Teachers are important in children's lives, not merely dispensing education but also forming character and providing an environment in which the potential of young lives is developed and shaped. This is a position of trust, and society expects that teachers will protect the children in their care. Abuse of this trust and of the power that teachers exercise must be sanctioned without exception, wherever it occurs, backed by legislative provisions.

There was widespread concern among participants that teachers should be properly qualified and equipped for their work. In the light of constantly changing circumstances and an expanding body of knowledge, initial training must be complemented by regular and targeted in-service training that aims at continuous improvement of quality. Examples were cited of areas where teachers need updating:

- ▷ Addressing HIV/AIDS and its consequences and impact on learners, their families, the school system and society at large, including appropriate ways of promoting prevention;
- ▷ Training in management skills, so that teachers play a full part both in addressing management aspects of classroom practice and contribute fully to school management processes;
- ▷ Acquiring skills in the use of information technology and how to integrate it to best advantage in learning and teaching;
- ▷ Giving the best opportunity to children with special needs.

With ongoing training and exchange of experiences in view, a Global Learning Portal developed by the United States Agency for International Development (USAID) aims to facilitate communication between teachers, from one country to another, beginning with a number of E-9 countries. Using satellite technology, India provides in-service training opportunities for teachers in rural and more remote areas.

A problem common to many countries, both developing and rich, is the shortage of teachers. In order to achieve lower class sizes, for example, India is working to recruit 500,000 more teachers by 2007. In some cases, national economic problems prevent the recruitment or adequate remuneration of teachers, while other countries suffer from the migration of their teachers to meet needs in the richer parts of the world. This problem constitutes a major drain of talent from developing countries affected by it and must be tackled in concert by all parties involved. The Commonwealth Secretariat currently provides a forum for the search for common agreement.

The conditions and status of teachers were also of concern to members of the High-Level Group: special allowances for teachers in rural areas, increased benefits, raising social status through, for example, an international UNESCO award – these and other schemes were cited or proposed as necessary measures.

The Teachers' Parliament was welcomed as a significant initiative in giving a platform for teachers; many contributors to the debate welcomed and endorsed the positions which the teachers adopted. The High-Level Group should capture these voices and ensure that their messages are articulated and broadcast widely.

Linking the question of teachers once again with the search for quality in education, two questions were posed. Should there be an international standard of educational quality? Does achievement of the same standard take more time in some countries/ contexts than in others? These issues were felt to be of relevance in an international forum such as the High-Level Group.

3.6 Summing up

Wrapping up this debate, Ms Mary Futrell summarized by presenting a series of nine recommendations, distilled from the comments of the Group:

1. Resources: governments should commit 6% of their GNP to education;
2. Quality standards: working with teachers and their organizations, governments must

define quality standards; attention to quality also includes high standards of process and classroom practice;

3. Professional development: in-service training and exchange of experience among teachers must be high on the agenda of government education plans, using technologies to increase the reach of such support;
4. Teacher training: improved training programmes will not only enhance quality but will also attract more higher calibre candidates into the profession;
5. Teacher turnover: improved conditions of service, salary levels and status will help to reduce turnover rates, as will specific support to teachers during their first two years of service;
6. Parental involvement: learner achievement and behaviour will both benefit from support for parental involvement, based on regular communication with teachers about standards that children are expected to meet;
7. Professionalism: engaging teachers and their organizations will provide a sound basis for establishing professional standards in teaching;
8. HIV/AIDS prevention: teachers are a key resource in developing programmes for this purpose;
9. Code of ethics: all teacher preparation should address ethical considerations, present a code of ethics and warn of the consequences of failing to adhere to it; such a code must be based on fundamental respect for children in the classroom.

4 The 2005 gender parity target: last call for urgent action

- If girls are to benefit from school, all barriers to access must be removed and schools must have girl-friendly infrastructures.
- Girls who live in rural areas, are from ethnic minorities, are disabled, or who experience any combination of such so-called disadvantages are the hardest to reach and require special efforts.
- Promoting girls' education must be set in the context of addressing gender inequalities in society.
- Girl's education is a *sine qua non* of reaching ALL the Millennium Development Goals, such is the impact of raising female educational levels in society.

Chairing the session, Ms Carol Bellamy, Executive Director of UNICEF, called on delegates to focus the debate on action – only vigorous, urgent action can move the world forward towards the 2005 target on gender parity.

4.1 Acting on our promises to children: Carin Jämtin

Putting her remarks in the context of rights to education and rights in education, Ms Carin Jämtin, Minister for Development Cooperation of Sweden and lead commentator for this session, began her theme by asking three questions:

- ▷ Why are parents less reluctant to pay school fees for their sons than for their daughters?
- ▷ Why are officials using boys as norms when planning for schools?
- ▷ Why are schoolbooks written with mainly boys as examples?

The answer, Ms Jämtin contended, is the same: such things are a consequence of persistent inequalities between men and women everywhere in the world. She recognized that the gender parity gap in schooling is closing, albeit slowly, and proposed a series of measures to accelerate progress; these measures tackle issues that are a direct hindrance to the education of girls:

- ▷ Abolition of school fees and charges, while maintaining quality;
- ▷ Provision of water and access to appropriate sanitation facilities for girls;
- ▷ Increase in female teachers who are role models for girls;

- ▷ A gender-responsive curriculum that will enhance the relevance of schooling for girls;
- ▷ Raising the quality level of education through better pupil-teacher ratios and other improvements.

Even these measures will be ineffective unless accompanied by a well-functioning and transparent administration, priority to education in national budgets and increased support from the donor community. The year 2005 will see a number of reports on progress towards the Millennium Development Goals (MDGs), and EFA stakeholders and actors must ensure that girls and their education are given high prominence.

4.2 Reaching the poorest girls: Rasheda Choudhury

Four panellists picked up the theme, one each from civil society, an aid agency, a developing country and a multilateral agency. Ms Rasheda Choudhury of the civil society Campaign for Popular Education (CAMPE) in Bangladesh wanted to know why we have lost two school generations since the World Conference on Education for All in 1990. The important thing is to identify what makes a difference in reaching girls in the poorest groups. She listed some specific policies and actions based on the positive experience of Bangladesh where gender parity has been achieved at primary and secondary levels:

- ▷ Clear political will translated into enabling policies;
- ▷ A conducive framework, including free textbooks, a stipend for girls and cash programme for poor families with girls;

- ▷ Effective partnerships, particularly between government and civil society;
- ▷ Coordination mechanisms among donors, civil society and government;
- ▷ Learning from mistakes;
- ▷ Making use of communication strategies and the media;
- ▷ A vibrant NGO sector, demonstrating the feasibility of innovations and mobilizing society.

In all these efforts, there is need for special attention to be given to girls who are doubly and triply disadvantaged, by reason first of their gender, then because they belong to an ethnic minority, or are disabled or live in less accessible rural areas. Where these factors combine, only tailored and targeted approaches will reach them.

4.3 Keeping promises: Hans-Martin Boehmer

Mr Hans-Martin Boehmer of the United Kingdom's Department for International Development (DFID), made his remarks under the banner of 'No more broken promises'. In support of this, he revealed that the United Kingdom aims to achieve the United Nations' aid target of 0.7% of GNP by 2012; this means an annual rise of \$1bn over the coming years. Since the United Kingdom gives its aid by way of budget support, the extent to which it is translated into support for girls' education depends on how the budget is administered and who makes budget decisions.

Mr Boehmer stressed that girls' education should be considered in the wider context of gender relations in society – that is the bigger issue that needs addressing. International initiatives must demonstrate their commitment to girls' education in addition to UNGEI. FTI and the efforts towards the MDGs must show that they can make a difference in gender equality and rights. The United Kingdom will support countries that abolish user fees as a key means of increasing access to schooling for girls, while watching that this does not lead to a drop in quality.

4.4 What makes a difference? George Godia

Taking up the chair's challenge to be resolutely focused on action, Mr George Godia, Education Secretary of Kenya, brought to the group an insight into what has made a difference in broadening access to education in his country. Chief among these factors is political commitment, demonstrated not only by policy

priorities, but in partnerships between government departments, and with civil society and the private sector. Kenya has made special efforts to reach children in difficult circumstances: those living on the streets and in (semi-)arid areas, those trapped by deep poverty, child labour, or family responsibilities (care of siblings, adolescent mothers), and the handicapped.

Since 2003, when primary education was made completely free of charge, an additional 1.5 million children have entered school. Following a Ministerial Task Force on Gender, a number of measures have been implemented to address the gender imbalance: curriculum review, improvement of sanitary facilities and water supply in schools, removal of taxes on sanitary towels. In addition, one third of school management boards must be women and, where a head teacher of a mixed secondary school is male, the vice-head must be female. Women are admitted to university with a score one point lower than required of men. The government is acutely aware of barriers that remain: poverty, religious matters, regional disparities and the low take-up of mathematics and science by girls.

4.5 Strengthening partnership: Kunio Waki

The fourth panellist, Mr Kunio Waki of the United Nations Population Fund (UNFPA), underlined the importance of the High-Level Group as a demonstration of partnership, both its potential and its breadth. He noted that enabling girls to have a quality education is a key factor in meeting the many MDGs, mentioning those related to gender equality, child mortality, maternal health and HIV/AIDS. Education also correlates with access to economic opportunities and with lower fertility rates. Expanding on his theme of partnership, Mr Waki proposed five points for the consideration of the High-Level Group:

2005 – a moment of truth...

...as we assess progress against the goals set in Dakar and review the implementation of the Millennium Declaration of the General Assembly. It is a moment of truth in the sense that it will show how we have all measured up to our rhetoric. It is a moment of truth in terms of a chance to turn the tide and make sure we do actually make good on achieving the MDGs by 2015. And in a sense it is a moment of truth for 'partnership'.

— Kunio Waki
UNFPA

- ▷ Partners must fulfil their part of the bargain: governments must allocate increased resources to basic education in their budgets, and donors must come through with additional aid.
- ▷ Stronger partnerships are essential so that the use of resources is effective and contributes to quality; they are, however, not only about money, but about resourceful ways of addressing quality. In this respect, partnerships with civil society and the private sector must be vigorously developed.
- ▷ Existing partners must maintain their momentum, for example, through UNGEI.
- ▷ Under-utilized partnerships should be fostered to integrate education into wider development concerns, through policy dialogue that includes ministries of planning, finance, health, labour and others.
- ▷ New partners, such as parents, community leaders, religious and cultural leaders, and young people themselves should be reached out to. These partnerships provide fresh perspectives and inject new energy and relevance into agency efforts.

4.6 Lines of debate

The brief debate picked up on a number of the themes raised, with examples from different regions of the world. They may be summarized in four points.

- ▷ Girls' education is also about promoting gender equality in society: enabling women to take leadership positions and to have access to advanced training changes views of women's potential and provides an increasing number of attainable role models for the next generation. Part of this change is also giving opportunities to girls in professions that are not traditionally female, particularly those that are science-based. Some societies face particularly complex and entrenched problems in changing attitudes to girls' schooling; expectations that girls' future role should remain as wives and mothers in the domestic realm can lead to high dropout rates.
- ▷ Targeting the least well reached will require special measures, such as residential schools for tribal and disadvantaged girls in India, and expanded *madrasas* for Muslim girls offering not only religious education but the primary curriculum as well.

- ▷ Innovative and specific solutions must be adopted to break the barriers of access to school for girls. School feeding programmes remove the obstacle of hunger, while in many contexts there is simply a need for more schools closer to where girls live. Specific assistance may be essential if girls are to go to school, financial assistance to the poorest families, for example.
- ▷ Solutions cannot be imposed: Governments must work more with parents, the community and civil society in hard-to-reach areas, bringing in partners who understand well the local context and conditions. Political will must be evident and leadership exercised; girls' education will improve as part of social mobilization and advocacy efforts.

4.7 Summing up

Summarizing the debate, Ms Carin Jämtin identified the key factors as political will and leadership on the part of governments, parliaments and the international agencies. This commitment implies effective partnerships between all stakeholders, and free and compulsory education of good quality. She noted that the debate failed to raise some important issues, such as child labour and education in emergency situations; these also require committed and tailored responses. In addition, the links between non-formal and formal education should not be forgotten, with non-formal approaches holding promise for both children and adults. Recognizing the value of the suggestions made, Ms Jämtin concluded by a call for concerted action: 'We have all of the solutions in this room. Now let's use them.' This was echoed by the Chair's final exhortation: 'We really do know what needs to be done. Now let's go and do it.'

5 Resource mobilization for EFA

- Aid to basic education has risen modestly in the past few years, but not enough to meet the financing needs of EFA.
- Countries making positive efforts to mobilize their own resources and to improve the policy environment need to know for sure that they will receive aid.
- The debt overhang remains critical for some countries – greater debt relief and/or debt swaps could benefit education.
- More efficient, more coordinated aid delivery would release resources.
- EFA financing must address the whole EFA agenda, all six goals.
- Private sector partnerships offer increased resources and the benefits of greater engagement with education and of expertise.

One of the functions of the High-Level Group which was made explicit in the Dakar Framework for Action was the mobilization of financial resources. This session, chaired by Mr Xavier Darcos, *Ministre délégué à la coopération, au développement et à la francophonie* of France, aimed to explore not only levels and trends in aid allocation to basic education, but also to examine the ways in which such aid is delivered. Noting that the discussions take place in a situation where there remains a considerable deficit in the funding of EFA, in spite of upward trends in overall development assistance, the Chair reminded participants to look beyond the goal of primary education and consider, for example, the protection and care of very young children.

5.1 Aid to the right place: Jean-Louis Sarbib

Taking the floor as lead commentator, Mr Jean-Louis Sarbib, Senior Vice-President at the World Bank, presented an up-to-date assessment of aid flows to education, supported by a panoply of graphs and statistics. Illuminating highlights were as follows:

- ▷ Achieving the MDGs would require \$50 billion per year: current funding capacity is \$30 billion, of which \$18.5 billion is effectively used;
- ▷ Only 49% of ODA is disbursed to low-income countries;

- ▷ ODA to education rose by 23% between 2000 and 2002;
- ▷ Of aid to education, 25% of bilateral aid and 37% of multilateral aid are allocated to basic education;
- ▷ Under the umbrella of the Development Assistance Committee of the Organisation for economic Co-operation and Development (OECD-DAC), 60 countries and 40 aid agencies are working towards greater harmonization.

Mr Sarbib focused extensively on the relationship between aid and policy, noting first that aid is more effective in countries with better policy and institutional environments, and second that policy environments in developing countries are improving. He showed this by reference to the Country Policies and Institutional Assessment (CPIA) scale. Improvements in the policy context depend largely on:

The CPIA scale

The World Bank's Country Policy and Institutional Assessment (CPIA) assesses the quality of the policy and institutional framework of each country according to how well it fosters poverty reduction, sustainable growth and the effective use of development assistance.

- ▷ Judicious reactions to change;
- ▷ Adopting and sustaining well-adapted reforms;
- ▷ Support through democratic processes.

As the allocation of development aid becomes increasingly dependent on results, countries are classified by OECD as 'friendly to development' or as 'difficult partnerships'. The question of who defines the nature of 'development' or of 'partnership' remains open. Aid effectiveness continues to face some thorny problems:

- ▷ Aid is not necessarily targeted to the most needy countries;
- ▷ Aid may hide technical assistance – claimed to be as high as 70% of aid to education;
- ▷ Donors may consume local capacity with their procedures, rather than building it;
- ▷ It is a disincentive when countries improve their policy and institutions but end up receiving no additional benefits (this may be a danger for FTI);
- ▷ There is the danger of a gap between the pronouncements of meetings (such as those of the High-Level Group) and the reality on the ground. 'Until we bridge this gap, our credibility is on the line.'

Donors must be held accountable for their performance, with more sustainable, long-term efforts; staying the course will provide the best results.

5.2 Putting up your own money: Mathieu Ouedraogo

"It's the owner's job to catch a rabid dog before asking others for help." With this Burkinabe proverb, Mr Mathieu Ouedraogo, Minister of Basic Education and Literacy of Burkina Faso, introduced the theme of domestic resource mobilization. He noted that the primary completion rate in Burkina Faso rose from 62% in 2001 to 73% in 2004, a cause for some satisfaction, since education is the basis of development. With such efforts being made locally, he called on others to help 'master the dog they have caught'.

Community involvement in education has a strong and long tradition in Burkina Faso, showing itself, for instance, by the fact that communities start

classes before classrooms are built, using shelters or tents, often provided by the army. Mr Ouedraogo asserted that his country has a credible plan and the leadership necessary to pursue EFA goals with vigour and commitment and asked 'where are those who will give assistance?'

5.3 Moving beyond debt: Charles Abani

Representing the NGO coalition the Civil Society Action Committee on EFA, Mr Charles Abani endorsed the finding of the 2005 *Report* that political will at international level is the key constraint to achieving EFA. He noted that numerous initiatives and declarations since Dakar have not significantly changed the situation. Small, if not miniscule, increases in aid, lack of priority to basic education, 'pledges' and 'intentions' remaining unrealized, and a continuing demand for good policy when viable plans exist are factors that contribute to inertia and show a gap between rhetoric and action. He also stressed the *Report's* contention that reaching quality requires an investment that is beyond the reach of developing countries.

However, Mr Abani singled out debt as a significant 'chain around the necks' of many countries. He called for the cancellation of debt, together with new money, if quality education is to be offered to all. The Heavily Indebted Poor Countries (HIPC) initiative and FTI show that freed-up resources do make a difference to education – an indication that more can be done. Coordination among donors would result in lower transaction costs and would again free up further resources and make aid more cost-effective for all. The Global Campaign for Education offered a number of recommendations, including:

Debt and education

Developing countries have repaid their debt many times over. Take Nigeria – borrowed \$11 billion, paid back \$28 billion, but still owes more than \$30 billion. This is an outrage in the face of Nigeria's 7 million children out of school and over 50 million illiterates.

— Charles Abani
Civil Society Action
Committee on EFA

- ▷ Growth in political will, expected from the High-Level Group;
- ▷ Increased priority for education in countries and among aid agencies;
- ▷ Transparency, accountability and inclusion of civil society;
- ▷ Equitable spending across all the EFA goals;
- ▷ Improving the impact of the International Monetary Fund (IMF) on new aid for development generally and for education specifically.

5.4 Resources for the whole EFA agenda: Frederick Schieck

Broadening out to the whole EFA agenda, Mr Frederick Schieck, Deputy Administrator of USAID, addressed the theme of mobilizing resources for ECCE, literacy, life skills and quality. He began by building on four lessons of the *Report*:

1. Increased expenditure does not necessarily have a direct impact on improving outcomes and quality, except in the poorest countries.
2. Where a high level of grade repetition can be reduced through improvements in quality, these efforts can be self-financing.
3. Local innovative solutions to quality improvement are likely to be the most effective.
4. Early learning, adult literacy and skills development bring additional benefits to individuals, communities and the formal school system.

These points led Mr Schieck to suggest that alternative learning systems are needed to build quality, based on broader partnerships, which he dubbed 'development alliances'. Parents, communities, civil society and the private sector, all can be involved, bringing resources to education. Building on the Global Development Alliances that were initiated four years ago, USAID invested \$56 million in private sector partnerships, raising \$120 million and engaging new kinds of expertise and capacities in educational efforts. Such alliances – specific examples were cited – contributed in the areas of:

- ▷ Quality improvement – a global learning portal connecting over 30 million educators;
- ▷ Life-skills training for out-of-school youth, including entrepreneurial skills;
- ▷ Early childhood development – television, radio and print programmes;
- ▷ Adult literacy – with a faith-based NGO among indigenous peoples of Bolivia and Angola;
- ▷ Primary education – business-aided complementary programmes in Mali, Ghana and Honduras.

Thus engaging stakeholders significantly in education is 'the best way for countries to mobilize financing, bring about innovation, correct inefficiencies and buttress formal education systems by efficiently providing a wide range of resources for all aspects of EFA.'

5.5 Effective use of funds: Xavier Darcos

Addressing the group on behalf of both France and Germany, the chair of the session and fourth panellist, Mr Xavier Darcos, set EFA in the context of the joint international efforts to realize the MDGs, asserting that EFA constitutes the first priority of these efforts. Citing a number

An incomplete primary education is not really an education at all.

— Xavier Darcos
Ministre délégué à
la coopération, au
développement et à la
francophonie

of groups charged with finding new ways of mobilizing resources for EFA, he emphasized the need for a steady and sustainable stream of funding. Education bears fruit in the long term and must be funded with long-term commitments. Sound educational policies are also a condition for the effective use of funds and particularly for improvement in the quality of provision. Beyond funding and policy questions, absorptive capacity is also a serious concern, requiring attention to building professional capacity at national level and on a sustainable basis. France and Germany agree that aid must be devoted to such capacity-building, alongside the injection of greater funding.

Donor harmonization and the reduction of transaction costs for recipient countries constitutes another aspect of efficient aid. A number of OECD countries are tackling this issue, which is also a pertinent consideration in structuring FTI. Technical and expert assistance is, for France and Germany, a matter for coordination with UNESCO, which both countries wish to strengthen in its role of steering the commitments of the international community. It is essential for the international community to speak with a clear and single voice at a time of such pressing need to increase resource allocations.

5.6 Lines of debate

A brief debate ensued, picking up on financing needs, debt, aid delivery and the broader context of aid.

- ▷ Financing needs: more classrooms, more teachers, better monitoring and better transition between primary and secondary schooling were singled out as particularly pressing;
- ▷ Debt: debt service in many countries is too high, at times bigger than whole education budget. Where there are concerns about transparency, debt swap funds should be channelled through a committee including UNESCO direct to families and schools. Even where efforts are made by governments to mobilize domestic resources, they are hamstrung by debt overhang. Transparency and efficiency do not add up to higher quality education if the resources disappear in debt repayments, some on debt that is very old.
- ▷ Aid delivery: new approaches to reduce transaction costs must be adopted, such as 'silent partnerships' and budget support. The unpredictability of aid affects governments' ability to deliver education. There is therefore a need for a compact between governments and donors, spelling out a clear commitment, not merely offering to consider the possibility of funding when the policy is right. Funds are currently not guaranteed to those who perform well; they should be. Use of aid for technical assistance needs to focus on building sustainable local capacity, not as a one-off technical input.

- ▷ Context of aid: Some pointed to international blind spots, contradictions and paradoxes of a world where 'circumstances are so unequal we don't even talk about it any more' (Cuba). Will the \$800 billion spent on military purposes build schools and educate children? It becomes difficult to explain why people have to suffer poverty and lack of basic needs. The communiqué of this meeting should present a clear statement of how to obtain financing for 2015.

Intervening in the debate, the Chair warned against making commitments or signing up to targets which we know cannot be met, and selection of countries should not penalize those going through difficult or hard times.

5.7 Summing up

A summary from the lead commentator laid particular emphasis on the idea of a compact, where the expectations of governments and aid agencies are clearly expressed, both the commitment and willingness to embrace policy change and take risks to move forward (governments), and the commitment to predictable and adequate aid flows (aid agencies). Governments need to know that they will receive funds commensurate with their efforts. Further issues from the debate included the following:

- ▷ New sources of taxation at international level and increased debt forgiveness are under active consideration;
- ▷ Imbalances of expenditure – development \$80 billion, military \$800-\$900 billion – and of trade must be part of the equation in setting priorities for education;
- ▷ Partnerships can often be broader and more diverse than at first envisaged.

6 Aid effectiveness for EFA

- It is time for a binding and mutual compact between donors and recipients of aid, based on predictability of funding and commitment to change.
- Aid agencies must evaluate their performance and adequate measures must be found to do this.
- Civil society has a key role in mobilizing citizens for engagement and advocacy around the use of resources in education.
- Coordination and harmonization are no substitute for increased resources, but they can maximize the use of aid.

Mr Arthur Zahidi N’Goma, Vice-President of the Democratic Republic of the Congo, chaired the session and set the stage for this theme by re-affirming that it is not aid volumes alone that will ensure the achievement of EFA goals; efficiency, targeting and use play an equally important role. This calls for mutual efforts on the part of both givers and receivers of aid. For recipient countries, these efforts include institutional capacity, transparency and good governance; for aid agencies, they require coordination and harmonization of procedures and delivery mechanisms.

6.1 Measuring donor effectiveness: Richard Cameron

How can we measure donor effectiveness? Mr Richard Cameron, Senior Vice-President of the Canadian International Development Agency (CIDA), broached this question as lead commentator by re-asserting that education is a human right and ‘is the foundation for people and societies to reach their potential’. In pursuing the EFA goals, there is increasing acceptance of the need for a compact, the donors’ part of which is to improve their performance. Canada’s own evaluation of aid to education concluded that donor harmonization is no guarantee of reduced transaction costs, as donors may combine to demand certain procedures from governments. FTI pushes donors towards further harmonization, both at country and at international levels, in the context of long-term partnerships.

Citing a study by the European Commission, Mr Cameron suggested three key indicators for measuring donor progress on harmonization:

- ▷ Alignment: how far are donors aligning their procedures for financial management and reporting with those of the recipient country rather than proposing their own?
- ▷ Performance-based disbursement: it is useful, but rare, to link monitoring to disbursement.
- ▷ Capacity development: at all levels, from national level down to school governance structures, in an integrated manner; currently capacity is built too frequently on a project basis, at provincial or district levels. Technical assistance is of value here.

He concluded by expressing his conviction that ‘we must move forward together’ if the world is to achieve the EFA goals.

6.2 Example of donor harmonization: Abdusalam Mohammed Al-Joufi

The first of three panellists, Mr Abdusalam Mohammed Al-Joufi, Minister of Education of Yemen, illustrated processes of donor harmonization from his country’s experience. First, the concept itself is new in Yemen, but has progressed rapidly with the signing of a Partnership Declaration in January 2004 between the government and eight partners, both bilateral and multilateral. This agreement aims to replace separate projects with joint support for a common programme, enhanced by improved procedures at government level. Already a Basic Education Development Project is based on a partnership of three aid agencies, with more asking to join in; this project has added non-formal education, literacy and early childhood learning as new components.

The FTI Catalytic Fund is a further example of growing partnership. Yemen's concern is that the use of available resources should be maximized, given the enormous financing gap that remains to achieve EFA goals.

6.3 Moving forward with FTI: Vilma Rosa Leon York

Ms Vilma Rosa Leon York, Vice-Minister of Education, Culture and Sports of Nicaragua, recounted her country's experience of participating in FTI, describing it as an opportunity to work better together in a more coherent and efficient way. It has enabled the creation of mechanisms to generate confidence. Educational policies are now agreed between government and other actors, including civil society and the aid community, with a common awareness of the financial gaps that remain. Better coordination within government ensured that aid provided as budgetary support will be used as additional resources for education.

Pressure on Nicaragua's school system is considerable, with an expansion of 3% a year to cope with population growth; an expected \$80 million in aid over the next five years will go only some way to bridging the financial gap. Quality will be a major concern, with new testing procedures to assess in 2005 how far learning outcomes have improved. Education will receive the largest budget increase in 2005, a measure of the country's conviction that education is the *sine qua non* of development.

6.4 Mobilizing civil society: Carlos Zarco Mera

Representing civil society, the third panellist, Mr Carlos Zarco Mera of the Consejo de Educación de Adultos de América Latina (CEAAL), drew attention to the adverse conditions for realizing the EFA goals in Latin America: poverty, high levels of debt, social exclusion and inequalities, weak exercise of citizenship and abandonment of responsibility by governments. Civil society networks have jointly proposed specific measures:

- ▷ Debt swaps;
- ▷ Tax on international financial transactions;
- ▷ Increase in international aid;
- ▷ National budgets to devote 6% of GNP to education;

- ▷ Coordination of international initiatives in education under the auspices of UNESCO – six parallel initiatives have been identified in Latin America.

Insofar as FTI is one initiative intended to increase resources, it is clear that it will not address all the EFA goals – six fast-track initiatives will be required.

Civil society will strive to promote the participation of citizens and networks in policy formulation – 'democratizing our democracies' – with an emphasis on affirming human rights and a balanced distribution of power. Ensuring that funds for education reach schools and communities, and that education really is in the hands of educators, these are also key areas of focus. Education is a long-term investment which will necessitate constant improvement in national processes of mobilization and consultation, engaging the private sector as well as civil society and government. Investment must be sustained beyond the life of particular governments.

International cooperation has so far produced two joint actions to support EFA: the *EFA Global Monitoring Report* and the EFA Global Action Week. Greater efforts will be required of all of us so that we can affirm human dignity and generate hope through realizing the right to education.

6.5 Lines of debate

Participants made some suggestions about enhancing aid effectiveness based on their diverse experiences such as: partnership with private sector, adding not replacing funds; joint evaluations based on increased trust and engagement; using regional initiatives to pool expertise and interact with donors; maximizing the impact of budget support by linking it to policy dialogue on learning outcomes; and focusing on donor coordination at country level.

Others mentioned some constraints on aid effectiveness such as: legislative restrictions on how aid may be structured, for example, only a certain percentage available as multilateral aid; working with partner countries whose priorities may not include education; and difficulties in absorbing satisfactorily the aid available; and discrepancies of messages and processes between donor field offices and their headquarters.

Ending on a positive note, according to one aid agency representative, donor harmonization is well advanced in the education sector, when compared to other sectors, and FTI has given a thrust in this direction.

6.6 Summing up

Dilemmas of poverty

In Guyana the government provides core textbooks at primary level. At secondary level, parents must buy books and they are expensive. Thus mass printing of texts illegally has developed – parents are happy, but publishers are up in arms. The government is caught in the middle, recognizing the merits of both arguments.

Is it not possible, by analogy with HIV/AIDS drugs, to provide cheaper textbooks for certain countries?

In summarizing the debate, Mr Richard Cameron noted that effectiveness in aid, while no substitute for increased resources, will require greater coordination – at an international level he asked what UNESCO's role might be in this. All aspects of EFA – planning, building capacity, reducing the gap between needed and available resources, working with budget support and managing on the basis of results – have implications for both governments and aid agencies. Transparent dialogue and clear, predictable aid mechanisms must be the aim, together with coordinated procedures.

He concluded by underlining that education is above all an investment. How can it be protected in the light of debt service and other priorities?

7 Conclusion

7.1 The way ahead

In the last session, UNESCO's interim Assistant Director-General for Education, Ms Aïcha Bah-Diallo, presided over the discussion of the text of the Communiqué, presenting the final draft as developed through extensive discussions in the 'sherpa' group. A number of proposed amendments and additions led to a brisk and efficient discussion, culminating in unanimous acceptance of an amended text. The final, adopted version is found in Appendix I.

In his closing remarks, the Brazilian Minister of Education, Mr Tarso Genro, expressed his satisfaction with the quality of debate during the meeting and noted that decisions made in Brasilia must be translated into good schools, well-paid teachers and school meals across the world, in the spirit of solidarity among nations, making rights a reality. Equitable distribution of income, rapprochement of government and civil society, and social inclusion are cornerstones of the social project in which EFA actors are engaged.

In conclusion, Mr Koïchiro Matsuura, Director-General of UNESCO, thanked Brazil for their cooperation and support in holding the meeting, noting that the High-Level Group had spawned a number of concomitant events for the first time, thus extending and deepening the process. He expressed particular thanks to the former Director of the EFA Global Monitoring Report Team, Mr Christopher Colclough, and introduced the new director, Mr Nicholas Burnett. He also expressed his thanks to China in anticipation of the 2005 meeting which is scheduled to take place in Beijing on 28-30 November 2005.

7.2 Trends and unfinished business

This report would not be complete without noting the underlying trends, explicit or implicit, that characterized the deliberations of the High-Level Group. As an annual event, there is also unfinished business which will be carried forward to the next meeting, or to other EFA forums such as the Working Group, or regional or national EFA forums. In an attempt, therefore, to signal key trends and point to areas that will require attention in the future, we summarize them here with the purpose of stimulating further debate and broader consideration:

- ▷ Questions of multiple factors of marginalization received increased attention at this meeting, although it has to be said that such references were more in terms of the problem than of progress towards a solution. It has been common to identify particularly disadvantaged groups, or those parts of the population that are hard to reach – groups such as street children, girls, AIDS orphans, ethnic minorities, the disabled, indigenous peoples, remote rural dwellers, and so on. The EFA movement is thus giving greater prominence to the recognition that these factors combine to make education even less accessible. The girl from an indigenous group living in an inaccessible rural area, or the boy who is an AIDS orphan, living on the street and from an ethnic minority, these are the least likely to be reached by a quality basic education that meets their needs in appropriate ways. This will take efforts of a different kind from merely expanding the existing education system. If this meeting of the High-Level Group gave higher profile to the circumstances and needs of these groups, it is vitally important to move quickly to the next step: designing and experimenting with new approaches, based on the innovative but often limited schemes that are already being tried out around the world.
- ▷ EFA and the broader international development agenda: the six goals of EFA, which represent a comprehensive agenda of basic education, are in danger of being absorbed entirely into the MDG framework, in such a way that five of the EFA goals risk becoming mere satellites revolving around the goal of universal primary completion (UPC). For some time, the prominence of the MDG on primary education has meant that EFA Goal 2 (on primary education) has received the lion's share of attention and resources. A further subtle shift is now observable. It was noticeable at this meeting that reference to other EFA goals, particularly early childhood care and education and adult literacy, was orientated towards the ways in which they reinforce UPC. In other words, ECCE and adult literacy were justified by their relationship with UPC, rather than in their own right. This is not in the spirit of Dakar, where lifelong learning, as a key element of human development at all ages, was seen as worthwhile in itself and for its own sake.

This trend is all the more disquieting as it sets lifelong learning in the context of schooling and the schooling system, thereby fostering neglect of non-school learning, of alternative delivery systems, and of diverse approaches to learning throughout life. As the MDGs become the sun in the development universe around which the EFA goals revolve, some of these risk losing definition, while others may become completely invisible. This appears to have happened to Goal 3: appropriate learning opportunities for youth and the development of life skills; it received just a single mention. As guardians of the both the vision and momentum of Dakar, the High-Level Group is a forum where the focus on all six goals, and a judicious balance among them, must be restored and promoted.

- ▷ At international gatherings such as the High-Level Group meeting there is necessarily and rightly an emphasis on mechanisms and the articulation of international cooperation. This is often focused, as on this occasion, on the mobilization of resources and the modes of international aid, as for instance through the Fast-Track Initiative. The EFA agenda, it should not be forgotten, will nevertheless be realized principally through the mobilization of national resources, as the Minister of Education of Burkina Faso reminded the meeting with the Burkinabe proverb quoted earlier: 'It's the owner's job to catch a rabid dog before asking others for help.' The debate on quality at this meeting reminded all the stakeholders that it is as much the setting of national budget priorities, performance standards and assessment processes that will drive quality forward as the search for additional external funding.
- ▷ Finally, there was an appeal for genuine, mutually agreed partnerships among stakeholders, particularly governments and the aid agencies – nothing new in that, it is true, but this message came through in the discussions about implementation, about aid delivery and about effectiveness. In other words, calls for partnership were not merely based on a principle – recognition that working together is a good thing – but on the need to define the problem jointly and then make a joint, reciprocally binding compact for action. This should bode well for more predictable aid flows and more transparent dialogue. Time will tell.

8 Appendices

I. Communiqué from the fourth meeting of the High-Level Group on Education for All

Brasilia, Brazil, 8-10 November 2004

The Brasilia Statement

1. *We, Heads of States, Ministers, Heads of international organizations, Heads of non-governmental organizations and high-level officials of international agencies met, at the invitation of the Director-General of UNESCO, for the fourth meeting of the High-Level Group on Education for All (EFA), 8-10 November 2004, in Brasilia, Brazil. We are indebted to the Government of Brazil for its hospitality and generosity in organizing our meeting.*
2. *We alert the world community, in particular the leaders of governments in developed and developing countries and of the multilateral and bilateral organizations, to the fact that we have not met our goal of ensuring that there is an equal number of girls to boys in primary and secondary education by 2005. Furthermore, unless new and bold steps are taken to address the range of challenges that impede access to education for those who are out of school and unless we ensure gender-sensitive education of a good quality and equal opportunities for all, we are also at risk of failing to reach the goal of gender equality and universal primary education in 2015 as well as the remaining EFA goals. We must ensure that this situation is fully and urgently addressed in 2005, in particular at the United Nations Assembly on the Millennium Declaration and at the meetings of the G8 countries, the African Union and the World Economic Forum.*

The quality imperative

3. *We benefited highly from the EFA Global Monitoring Report 2005. Education for All: The Quality Imperative, the Teachers' Parliament, the Technical Consultation on the United Nations Girls' Education Initiative (UNGEI), the Roundtable on Public-Private Partnerships on EFA and the Roundtable on Achieving Education for All and the Elimination of Child Labour. The Report shows that access and quality are interdependent and inseparable needs and rights, and must be simultaneously addressed and improved in national education plans and policies and international education initiatives. Strong political commitment and well-targeted investment programmes have improved the quality of and*
4. *increased access to education for millions of children in many countries in a wide range of circumstances. We recognize the impressive achievements of many countries, including some of the poorest, that sharply improved their EFA achievement since the Dakar meeting. We appreciate that there are 100 million more children in school since 1990. We also acknowledge the recent upturn in bilateral aid to education since Dakar and the prospects for significantly increased funding through other financing initiatives.*
5. *A quality education must facilitate learning in terms of creativity, values for democratic citizenship and life skills, as well as knowledge and cognitive skills within a safe and learner-friendly environment. This remains a significant challenge even in highly resourced countries where levels of learning achievement are becoming a serious problem. Reorienting education to improve quality outcomes requires education systems that are structured and equipped to educate learners to meet the challenges of the twenty-first century.*

Areas for urgent attention

5. *The pace of change, however, is insufficient to achieve the set goals. Urgent steps must be taken to address the particular needs of the excluded and marginalized, the poor, the increasing population of orphans and other vulnerable groups, children with disability, and girls and women; the latter constitute the majority of the out-of-school and illiterate populations. Greater attention must also be paid to mitigating the impact of the HIV/AIDS pandemic on children's opportunity to access and complete a quality primary education and to developing appropriate education strategies for eliminating child labour progressively. Achieving real progress for these groups will require a comprehensive approach involving both demand and supply-side interventions. Countries that are furthest from achieving the EFA goals are also furthest from achieving quality, whether this is in terms of survival and retention in school or learning outcomes. Special efforts must be made to address the needs in sub-Saharan Africa, South and West Asia, and the Arab States where the problems remain the largest.*
6. *Situations of conflict and post-conflict present special challenges and opportunities for reconstruction,*

and require appropriate responses and resources to safeguard the right to education for all children, especially girls who are most vulnerable in these circumstances.

7. Successful qualitative education reforms must be based on a long-term vision for education, a motivated and well-supported teaching corps and strong government leadership in coordinated partnership and synergy with all development partners. While recognizing the need for continued efforts in early childhood education, literacy and HIV/AIDS, we draw particular attention to the immediate steps that must be taken in three of the core areas to achieve Education for All, namely, girls' education, teachers and resources:

8. Gender and girls' education: Acknowledging the urgent need to reinvigorate and increase efforts in support of the gender parity and gender equality goals,

Governments must:

- ▷ Work together with development partners to abolish school fees and reduce other costs of education to poor and working children, particularly girls. This must be done as part of a well-planned and adequately supported programme to maintain quality.*
- ▷ Plan education of girls in an integrated manner, ensuring an inter-sectoral approach that addresses early childhood education and development for children of poor families, literacy and empowerment of women.*
- ▷ Mainstream gender and HIV/AIDS prevention in national education sector plans, Poverty Reduction Strategies and Fast-Track Initiative (FTI) assessment criteria to encourage adequate and sustainable financing levels through the use of gender-sensitive budgeting.*
- ▷ Devise policies to avoid the under-achievement of boys where it exists.*
- ▷ Develop gender-sensitive curricula, teaching methods and learning environments.*
- ▷ Produce a professional gender-sensitive teaching force and ensure that the number and quality of female teachers are adequate at all levels of the education system.*

▷ Reinforce appropriate measures to address the growing phenomenon of gender-based violence in and around schools.

▷ Ensure active participation and capacity-building of civil society as well as families and communities in the planning and implementation of girls' education, and women's literacy and empowerment in national processes.

9. Teachers: Recognizing the critical and evolving role that teachers play in ensuring that the citizens of the world are prepared now and for the future,

Governments must:

- ▷ Create effective structures for dialogue involving educators, especially teachers and their representative organizations, for building consensus on how to improve the quality of education.*
- ▷ Improve the status, working conditions, career perspectives and professional development opportunities for teachers and develop appropriate salary structures in order to attract and retain a teaching force of good quality and help avoid the problem of teacher migration abroad.*
- ▷ Work with each other to mitigate the negative effects of teacher migration.*
- ▷ Strengthen teacher effectiveness, including teacher accountability.*
- ▷ Mitigate the impact of the HIV/AIDS pandemic on the teaching force through appropriate policies, financing and other measures, including prevention education.*
- ▷ Consider the adoption of country-specific codes of ethics for the teaching profession in dialogue with all stakeholders.*
- ▷ Ensure that the competencies of teachers meet national standards and establish supportive pre- and in-service teacher training to that effect. Guarantee that all teachers are professionally trained, whether teaching children in traditional or non-traditional settings.*
- ▷ Improve the teacher-pupil ratios in order to enhance quality.*

10. *Financial resources: In order to build a clear, strong and sustainable compact between developed and developing nations to accelerate progress towards the EFA goals,*

Governments must:

- ▷ *Increase and diversify domestic resources and enhance the effective and efficient use of both domestic and external resources.*
- ▷ *Make balanced sector budget allocations in support of EFA.*

Donor countries and funding agencies must:

- ▷ *Strive to significantly increase Official Development Assistance (ODA) and other resources as agreed upon at Monterrey.*
- ▷ *Strive to adopt country-specific modalities, including debt swaps for education, to deepen debt relief and debt service relief, to unlock resources for basic education in the countries that have shown accountability and transparency in education policy and domestic resource mobilization.*
- ▷ *Endeavour to make specific and long-term commitments to provide the estimated US\$ 5.6 billion per year, over and above current funding, needed by countries to meet the goal of universal primary completion in ways that provide more predictable, flexible and sustainable assistance.*
- ▷ *Continue to strengthen the Fast-Track Initiative (FTI) as an effective mechanism to ensure donor coordination and target substantially increased resources to those low-income countries with sound economic, governance and human capacity policies. Steps must be taken to support a higher number of eligible countries with strong and credible plans and to ensure to the extent possible the predictability and continuity of external resource flows to provide incentives to recipient countries.*
- ▷ *Endeavour to reduce the burden on government capacity by coordinating and harmonizing bilateral and multilateral donor practices around strengthened government systems.*
- ▷ *Support quality improvements regarding, for example, school effectiveness, curriculum reform, textbook and learning materials, and an inclusive and responsive learning environment.*

- ▷ *Provide appropriate support to countries in difficult and emergency situations.*

Donor countries, international funding agencies and governments must:

- ▷ *Extend collaboration with the private sector in the mobilization of resources for the full EFA agenda.*
- ▷ *Explore new avenues to fund EFA, including advocating the incorporation of EFA as a priority on the agendas of new international initiatives such as the Millennium Challenge Account and the International Finance Facility.*

The way forward

EFA Partners

11. *The United Nations (UN) organizations should ensure high visibility of the EFA agenda in the discussions and conclusions of the forthcoming Millennium Declaration Review Summit in September 2005. UNESCO should hold a particular responsibility in this regard.*
12. *The United Nations agencies should ensure that the EFA agenda has a central place in the Common Country Assessment and the United Nations Development Assistance Framework.*
13. *As host of the 2005 G8 meeting, the United Kingdom should work with UNESCO, UNICEF, the World Bank and the G8, and build on the work of the Commission for Africa to ensure that full attention is given to the urgent need to increase efforts to achieve the education goals, with particular focus on the gender parity goal by 2005.*
14. *Governments and international organizations must work more closely with civil society, including non-governmental organizations, to improve transparency and accountability in policy processes, budgeting and education management, and enable genuine participation of civil society and key stakeholders to generate the political will and consensus needed to make quality and gender equality in education a priority.*
15. *All partners should mobilize effectively around and build upon the EFA Week, and increase their participation in other initiatives that will strengthen advocacy opportunities for EFA globally.*

16. We encourage UNICEF and other partners of the United Nations Girls' Education Initiative (UNGEI) to accelerate the process of extending UNGEI at regional and country levels. UNGEI partners must give priority attention to girls' education by more active involvement with FTI and other sector-wide processes, by scaling up girls' education through systemic interventions while continuing work on targeted approaches and by strengthening partnership mechanisms at all levels.

UNESCO

17. UNESCO should continue to play the key role in EFA coordination by strengthening its leadership and coordination of partners in order to ensure appropriate follow-up to Dakar. UNESCO should build on the success of the joint meetings of the High-Level Group, the UNGEI Partnership and the FTI Partners' Group in Brasilia by working to further integrate the efforts of all three groups in order to strengthen the international education architecture.

18. In line with the Strategic Review of UNESCO's post-Dakar follow-up role in EFA, we urge UNESCO to initiate early consultations with key stakeholders to achieve greater clarity, cohesion and mutual recognition regarding their respective roles as partners in reaching the EFA goals and education-related Millennium Development Goals. UNESCO should facilitate the preparation of a comprehensive mapping and implementation plan of the current and future contributions of each partner towards reaching these goals.

19. UNESCO, in collaboration with its EFA partners, should initiate planning to undertake a comprehensive mid-term review of progress towards the EFA goals in 2007-2008.

UNESCO Institute for Statistics (UIS)

20. UIS should continue to support countries and regions in the improvement of data, their quality, collection and timeliness. UIS should continue to address indicator development, particularly in relation to quality. In collaboration with the United Nations and other partners, UIS should develop a strategy for improving the quality and timeliness of data collection

of internationally comparable EFA statistics. It should expand coverage to include reliable data on domestic expenditure.

21. Governments should continue to strengthen their data collection systems and statistics-related capacities both to inform the development of national EFA policies and to enable the timely reporting of data to UIS for the annual monitoring of EFA.

The EFA Global Monitoring Report

22. We support the intention of the EFA Global Monitoring Report to undertake a mid-term review of progress towards EFA in its 2008 Report. This should complement UNESCO's planned comprehensive mid-term review.

23. We support the plan to put in place an evaluation strategy for the EFA Global Monitoring Report starting in 2005 in order to assess its use and influence, and to identify ways of strengthening the Report's value as a global and national policy tool.

24. The EDI should be further refined and developed as a tool for monitoring EFA. To increase the effectiveness of the Report to accurately assess progress and priorities, it should increasingly address the realities at sub-national levels, especially in federated systems where disaggregated data are imperative for actual decision-making.

25. The EFA Global Monitoring Report should work with the World Bank and OECD-DAC to appropriately account for budget support financing in determining donors' contributions to education sector financing.

Next meeting

26. We welcome the invitation of the Government of the People's Republic of China to host the next meeting of the High-Level Group on 28-30 November 2005 on the theme of Literacy with a special focus on education for rural people.

II. Address by Koïchiro Matsuura, Director-General of UNESCO

Excellencies,

Ladies and Gentlemen,

Welcome to each and all of you to this, the fourth meeting of the High-Level Group on Education for All (EFA). Let me begin by expressing my sincere thanks to our host, the Government of Brazil and, in particular, the President and the Minister of Education for the excellent arrangements and the warm hospitality we have received.

Following previous meetings in Africa and Asia, it is a pleasure to have this fourth meeting in Latin America and the Caribbean. It is a region where significant progress was made during the 1990s at all levels of education, in particular at the primary education level where enrolment is now almost universal.

Brazil is among the countries in this region which have demonstrated remarkable progress in the struggle for education for all. This is highlighted in the *EFA Global Monitoring Report 2005*, which will be launched immediately after this opening ceremony. Education in Brazil is grounded upon the firm legal framework provided by the Constitution, whose articles cover the principles upon which education should be provided and the duties of the state and its constituent federal parts. It also stipulates minimum levels of financial provision to guarantee free primary education.

Brazil has made strong policy efforts towards addressing regional and social inequalities in inputs and achievements. Several large-scale projects have been implemented, including FUNDEF which is aimed at reducing regional inequalities in the funding of primary education, and the new public policy on education whereby schools are open for use during the weekend. This joint programme of the Ministry of Education and UNESCO is a concrete strategy of social inclusion.

Brazil has a strong tradition of non-formal education, best exemplified by Paulo Freire. The international legacy of Freire's work is evident in the widespread recognition that literacy is a powerful instrument for political mobilization and conscientization in the fight against poverty and ignorance. Brazil's adult literacy rate increased from 80% to 88% in the 1990s. It is also important to note Brazil's impressive gains in girls' education in schools. Gender parity is a reality and this is a remarkable achievement.

Ladies and Gentlemen,

As you will have observed, the programme of this fourth meeting of the High-Level Group is more focused and outcome-oriented than before. It will benefit particularly from the UNGEI workshop on gender parity, organized by UNICEF, and the FTI Steering Committee on Resource Mobilization for EFA, organized by the World Bank. Several side events will enrich the debate: the Teachers' Parliament on the recruitment and retention of qualified teachers for quality education; the Panel Discussion on Achieving Education for All and the Elimination of Child Labour; and the Round Table on Development-Driven Public-Private Partnership on Basic Education.

This High-Level Group meeting has attracted considerable interest, as reflected by the diverse profile of participants and the number of side events. This year's meeting is the first attempt to integrate several meetings convened by the EFA partnerships in terms of substance and participation. This has resulted in greater collaboration between UNESCO and other agencies. We will review the experience and its results to further improve and do better next time.

In particular, given that FTI is a very important and integral part of the EFA agenda, it makes every sense to hold the FTI event back-to-back with the High-Level Group meeting. I hope that these new modalities of coordination will contribute to improving coherence and unity in our international efforts.

Collaboration with civil society at the international level continues to grow. EFA Action Week, in particular, goes from strength to strength in raising awareness of the importance of EFA. It is an excellent example of the joint efforts of the Global Campaign for Education, UNESCO and many other partners. Advance planning is in hand for the organization of the 2005 EFA Action Week, whose aim will be to focus attention on the imminent goal of gender parity in primary and secondary education.

In UNESCO, we see the role of civil society as complementary to government and we seek to promote genuine partnerships between them, based on their comparative advantages, for the sake of advancing EFA. At country level, existing EFA coordination platforms will remain the key structure for dialogue between governments and all stakeholders, including NGOs, on issues pertaining to the content and quality of education plans.

Regional and subregional meetings and networks represent an important area of activity in international coordination in the EFA endeavour. There are emerging success stories which bring credit to regional coordination mechanisms, a good example in the Latin America and the Caribbean Region being PRELAC. This regional project is aimed at achieving the Dakar goals through strategies tailored to the region's educational conditions, history, priorities and aspirations.

As we approach the deadline for Dakar Goal 5, namely, to eliminate gender disparities in primary and secondary education, it is striking that, globally, girls still constitute the majority of out-of-school children. The gender parity goal set for 2005 is in serious danger of not being achieved by many countries. This meeting provides an opportunity for a last call for urgent action to accelerate progress towards achieving gender parity in school. All EFA partners need to work on strategic and concerted action to further mainstream gender within their programmes and activities. In this regard, the support to the acceleration strategy on girls' education led by UNICEF as part of UNGEI needs to be reinforced.

In this connection, specific recommendations should be made by the High-Level Group for inputs into the upcoming MDG Review Summit next year. More generally, we want the Group to deliberate on and suggest a common inter-agency approach to the MDG Review in 2005.

Another key area of development is accelerating the World Bank-led Fast-Track Initiative (FTI). At New Delhi, concerns were raised about the slow progress in international resource mobilization. Some critics regarded FTI as slow and inadequate. The New Delhi Communiqué underlined the need for the international funding and technical assistance agencies to fulfil the commitments they made at Dakar and Monterrey. In particular, the Communiqué called for 'a clear framework to improve the effectiveness of FTI and to mobilize resources for endorsed countries'.

The subsequent FTI Donors Group meeting held in Oslo, Norway, on 20-22 November 2003, responded by calling for the following three actions: first, the extension of FTI to all low-income countries; second, the establishment of a multi-donor Catalytic Fund to assist those FTI countries that do not have an

adequate donor presence; and, third, the setting up of a Facility for Programme Preparation to assist countries without an education sector plan to prepare one.

I am pleased to note that, following a series of consultations and with the guidance of the World Bank, significant progress has been made during the past twelve months. However, there is still a lot more to be done. Let me re-affirm that UNESCO sees FTI as a major EFA development that is in keeping not only with the pledges made in Dakar but also with the understandings reached in Monterrey. UNESCO is committed to work with all the partners to ensure that additional funding reaches the countries most in need.

It is important also to note that the Dakar Framework for Action endows this High-Level Group with an important role in resource mobilization. The *EFA Global Monitoring Report* includes an analysis of resource mobilization and, as you will have noted, Session IV is devoted to this theme. More specifically, that session will address resource mobilization and FTI within the broader context and discourse of aid effectiveness. While national efforts are of highest importance, international aid is crucial and strategic, especially for complementing those efforts and helping to close the financial gap. Donors have made commitments and pledges, and it is important that there is real delivery. Otherwise, the credibility of the whole EFA enterprise is put at risk.

As a learning organization, UNESCO has recently reviewed its strengths and weaknesses in the EFA area. At the request of the Organization's Executive Board, a strategic review has been conducted on UNESCO's post-Dakar role in EFA. Undertaken in a positive spirit that generated good synergy among the constituent parts of the Organization, the strategic review has helped UNESCO to better understand the way in which it has approached the dual mandate bestowed upon it at Dakar; that is, its role of 'coordinating EFA partners and maintaining their collaborative momentum', and the requirement that it 'refocus its programme in order to place the outcomes and priorities of Dakar at the heart of its work'. On both counts, the strategic review showed that much has been done by UNESCO. Nevertheless, if it is to play the role of global champion of EFA effectively, UNESCO must regitalize its efforts and adopt a more proactive, mobilizational and dynamic style.

To this end, UNESCO sees it as vital that it becomes stronger at the national, subregional and regional levels. While strengthening the performance of its international coordination role, UNESCO must also help to translate global commitments into practical action in Member States. This may take the form of greater involvement in coordination at the national level but it certainly calls for a more vigorous and effective performance of its mobilization, advocacy and policy dialogue functions as well as increased contributions to EFA-related planning and capacity-building. It will also require fuller engagement with the United Nations Country Teams and PRSP, CCA and UNDAF processes.

To do this, however, we need the means. The decentralization process is helping to create a new opportunity to enhance UNESCO's presence and action at the country level, in particular in key countries. This will require the building up of field office capacities in vital areas, especially through more staff training, increased staffing by suitably qualified personnel and more resources. Additional support will need to be sought if we are to be able to deliver. It is a challenge to our Organization, our Member States and our partners, if we are to fulfil our mandate effectively.

Ladies and Gentlemen,

Let me now turn to the *EFA Global Monitoring Report 2005* on the quality of education. As usual, I would like to compliment the EFA Global Monitoring Report team for once again producing a report of high quality. UNESCO hosts the EFA Global Monitoring Report team and provides support of various kinds, not least from the UNESCO Institute for Statistics, while also receiving essential support from the United Kingdom, Germany, Norway, Sweden, the Republic of Ireland and the Netherlands.

I should like to emphasize that the *EFA Global Monitoring Report* enjoys full editorial independence. It is gratifying that previous reports have attracted the attention of policy-makers, activists, NGOs and researchers. They have been widely disseminated and translated in several languages. It is my conviction that the *EFA Global Monitoring Report* will continue to constitute an important reference for policy dialogue, policy development and policy analysis. The present report is no exception as it relates to a fundamental concern of most countries: education quality.

I was struck by several key considerations as I read the *EFA Global Monitoring Report 2005*. First, it is clear that a concern for quality must be factored into every aspect of the EFA drive. Second, how we conceive of quality and how we measure it cannot be divorced from the aims and objectives of the education system within a given socio-economic and political system.

Third, when it comes to the factors that influence learning, the *Report* highlights the importance of school inputs as well as learners' characteristics. The fact that the socio-economic status of learners plays an important role in school retention and learning suggests that tremendous efforts should be made to ensure quality education for the poor. Good quality education for the poor remains fundamental in the fight against poverty. In many countries, children are not mastering basic skills. Low achievement is widespread and the countries most affected are those where school systems are weak in terms of available resources and enrolment.

Fourth, countries which have achieved quality education share some common traits. They are countries which have shown a long-term vision for education, with strong government leadership and a motivated and well-supported teaching corps. In addition, early childcare and pre-school can play a critical role in enhancing quality and better cognitive and social development.

And, fifth, the *Report* is valuable for providing concrete examples of policies and strategies that work on the ground. This kind of information should bolster the 'can-do' attitude that is so necessary for making practical progress. The *Report* helpfully identifies several known factors that impact on quality and provide a basis for establishing priorities for both national and international policies.

As usual, the *Report* also highlights progress with respect to all the other Dakar goals. While progress can be noted on several fronts, I remain worried about its pace. Slow progress is observed in early childhood care and education (ECCE) in many parts of the developing world while large gaps remain in gender parity in the Arab states, sub-Saharan Africa, and South and West Asia. The *Report* acknowledges the progress which has been made in the achievement of UPE but raises equal concern about its pace. Completion of primary schooling remains a major concern in a number of developing countries. These trends are a challenge for all of us.

The international community is shown by the *Report* to be responding only slowly to the challenge of Dakar. Although movement is in the right direction, higher levels of resourcing are required, and aid must be more sharply focused upon those countries needing it most. I am encouraged by the progress made under FTI and new initiatives such as the international finance facility are very promising but I need to emphasize here that more needs to be done in order to close the annual financing gap estimated at 5.6 billion dollars. Multilateral channels should be given appropriate attention, as should the opportunities provided by debt alleviation and debt swaps linked to educational priorities.

We are in an increasingly better position to understand the challenges of data collection and analysis facing countries and the UNESCO Institute for Statistics (UIS). We should recognize that the collection, analysis and presentation of statistics inevitably involve a time-lag. An important benefit of the concurrent review and analysis of EFA progress by the High-Level Group and the *EFA Global Monitoring Report* is that both Governments and UIS are looking more closely at data collection systems and the need to strengthen statistics-related capacity. UIS should be further strengthened in order to allow it to assist needy countries in building up their statistical systems as well as the monitoring of education quality.

Ladies and Gentlemen,

International coordination is a complex evolutionary process that, in my judgement, has improved since Dakar and is moving in the right direction. UNESCO is committed to play its part in partnership with you. We have reviewed our own internal strengths and weaknesses and we are now in a better position to address the challenges that lie ahead. We need also support to strengthen our field presence in key countries. EFA is and will continue to remain central to our programming. We are confident that, with the continued and constructive support of our partners and with a broadened base of partnership, we can move rapidly forward towards meeting the EFA challenges. We will adopt a robust, practical approach inspired by the many examples of vision, courage and leadership that are provided by the EFA movement. We will work in harmony and with determination to stay the course together up to 2015. The millions of children, youth and adults still lacking basic education deserve nothing less.

I look forward to interesting discussions and meetings during the coming days.

Thank you.

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IV. Programme of the Meeting

Mandate of the High-Level Group

The Dakar Framework for Action (§19) states that: 'UNESCO's Director-General will convene annually a high-level, small and flexible group. It will serve as a lever for political commitment and technical and financial resource mobilization. Informed by a monitoring report...it will also be an opportunity to hold the global community to account for commitments made in Dakar. It will be composed of highest-level leaders from governments and civil society of developing and developed countries, and from development agencies.'

Expected outcomes

- Maintaining global political momentum and mobilizing resources for realizing the EFA goals agreed at Dakar and the MDGs;
- Reviewing progress towards the achievement of the Dakar goals (in particular the gender equity goal for 2005), identifying key challenges, and setting strategies and priorities;
- Identifying actions to be taken, in the short- and medium-term, by countries and EFA partners to improve the quality of education;
- Recommending ways and means for improving teachers' work conditions and enhancing their status, morale and professionalism to improve education quality; and
- Assessing the extent to which the international commitments made at Dakar, especially in regard to bridging the financial gap for achieving the EFA goals, are being met and agreeing on the way forward.

Monday, 8 November 2004

9.00 am-2.00 pm: *Registration at Hotel Nacional*

3.15 pm-5.15 pm: ***Opening ceremony (Ministry of Foreign Affairs)***

Chairperson:

- Tarso Genro, Minister of Education, Brazil

Welcome address:

- Koïchiro Matsuura, Director-General, UNESCO

Special message:

- *No More Broken Promises: A Call for Decisive Action on Girls' Education*

Carol Bellamy, Executive Director, UNICEF

Keynote addresses:

- *African Countries and the Challenges of Quality in EFA*

Arthur Zahidi N'Goma, Vice-President, Democratic Republic of the Congo

Opening speech:

- Luiz Inácio Lula da Silva, President, Brazil

Launching of the EFA Global Monitoring Report 2005

5.30 pm: *Reception hosted by Government of Brazil*

Tuesday, 9 November 2004

Working Session I:

9.00 – 11.00 am: Overview of progress towards the EFA goals – Policies and strategies to improve the quality of education: What makes a difference in countries?

Chair:

- Tarso Genro, Minister of Education, Brazil

Lead Commentator:

- Christopher Colclough, Former Director, *EFA Global Monitoring Report (Overview of progress towards EFA: The Quality Imperative)*.

Panellists:

- Luis Gomez Gutiérrez, Minister of Education, Cuba (Key policy areas for improving learning outcomes)
- Ahmed Gamal Eddin Moussa, Minister of Education, Egypt (Enabling resources for better teaching and learning)
- Kailash Satyarthi, Chairperson, Global Campaign for Education (Education quality and equity issues: towards an inclusive approach to quality education)

Based on the analysis of the *EFA Global Monitoring Report 2005* of progress towards all six EFA goals in the framework of education quality, the Working Session aims at reinforcing national and international commitment to the full EFA agenda, while identifying strategies and actions towards reaching the Dakar goals. Recognizing that quality stands at the heart of EFA, this Session will highlight major factors affecting education quality so as to draw up a comprehensive map for understanding, monitoring and identifying effective policies and strategies to improve learning outcomes, especially in poor countries facing severe resource constraints and difficult policy choices.

- *Discussion*
- *Major points, recommendations and actions (Lead Commentator)*

Working Session II:

11.00 am–1.00 pm: Investing in teachers for improving quality of EFA.

Chair:

- Zhou Ji, Minister of Education, China

Lead Commentator:

- Ms Mary Hatwood Futrell, Founding President, Education International (Teachers as a critical investment for quality improvement)

Panellists:

- Daniel Filmus, Minister of Education, Science and Technology, Argentina (Teacher accountability for achieving better quality)
- Fabian Osuji, Minister of Education, Nigeria (Improving incentives for attracting and retaining teachers, particularly in rural areas)
- Igor Damianov, Minister of Education and Science, Bulgaria (Social dialogue with teachers for successful school reforms)

Teachers are key to promoting and sustaining the quality of education. Recruitment, training, appraisal and remuneration of teachers are all factors that bear directly upon creating and nurturing appropriate conditions for better teaching and learning. Based on the findings of the *EFA Global Monitoring Report 2005* and the deliberations in the Teachers' Parliament preceding the meeting of the High-Level Group, the session will aim at exploring ways and means for improving teachers' work conditions and enhancing their status, morale and professionalism (cf. Dakar Framework for Action – Strategy 9). It will seek to address the challenge of the shortage of school teachers in developing countries.

- *Discussion*
- *Major points, recommendations and actions (Lead Commentator)*

1.00 – 2.45 pm: Lunch hosted by Government of Brazil: Porcao

Working Session III:

3.00 – 5.00 pm: Session III: Accelerating the process towards achieving gender parity in primary and secondary education by 2005: A last call for urgent action.

Chair:

- Carol Bellamy, Executive Director, UNICEF

Lead Commentator:

- Carin Jämtin, Minister for Development Cooperation, Sweden
(Acting on our promises to children)

Panellists:

- George I. Godia, Education Secretary of Kenya
(National strategies to accelerate progress in girls' education: what makes a difference?)
- Hans M. Boehmer, Head, Human Development Group, DFID, UK
(Investing in girls' education as a strategy to secure other MDGs and EFA goals)
- Rasheda Choudury, Campaign for Popular Education (CAMPE), Bangladesh (EFA for the "doubly disadvantaged": Reaching the girls from the poorest and the marginalized groups)
- Kunio Waki, Deputy Executive Director, UNFPA (Strengthening partnership in EFA)

The Session will focus on high-level issues that relate to the goal of eliminating gender disparities in primary and secondary education by 2005. It will review and take decisions on specific recommendations for action to further assist countries at risk of failing to meet this goal, in line with proposals and recommendations from the "Technical Review and Consultative Meeting on Girls' Education: Quality and Gender Parity in 2005", scheduled for 8 November. The session will also make recommendations on inputs by partners to the upcoming MDG Review Summit in 2005, particularly the gender parity/equity goal and for strengthening the global partnership in EFA. This should result in concrete recommendations for improved collaboration and coordination to ensure that all partners are working towards a shared set of goals in a coherent, consistent and constructive manner.

- *Discussion*
- *Major points, recommendations and actions (Lead Commentator)*

Working Session IV:

5.00 – 6.30 pm: Resource mobilization for EFA, including the Fast-Track Initiative, within the context of aid effectiveness.

Chair:

- Xavier Darcos, Ministre Délégué à la Coopération, au Développement et à la Francophonie, France

Lead Commentator:

Jean-Louis Sarbib, Senior Vice President, Human Development Network, The World Bank
(The challenge of mobilizing resources for achieving EFA)

Panellists:

- Mathieu Ouedraogo, Minister of Basic Education and Literacy, Burkina Faso
(Domestic resource mobilization)
- Charles Abani, Civil Society Action Committee on EFA (CSACEFA), Action Aid, Nigeria (Debt relief and debt swaps for EFA)
- Frederick Schieck, Deputy-Administrator, USAID
(Mobilizing resources for other EFA goals: ECCE, literacy, life skills, quality)

Despite the recent encouraging upward trend in international aid for basic education, the financial gap to meet the EFA goals by 2015 remains considerable. The Group should critically review the capacities of governments and international organizations to increase their investments and support in order to accelerate progress towards the EFA goals, in light of the FTI experience. Recognizing that increased funding for EFA will only make a difference if it is strategically targeted and efficiently used, the Group should reach agreement on specific actions to promote the mobilization and effective use of domestic resources and improve aid effectiveness, particularly through donor coordination and harmonization. Specific recommendations will be directed to the FTI Partnership meeting. Measures to assist the non-FTI countries in greatest need and/or at serious risk of missing the EFA goals will be discussed. This session will also address issues related to the implications of the FTI for the funding of other EFA goals, namely, ECCE and literacy, and make suggestions on how to expand and improve FTI. Issues of debt relief and/or debt swaps for education will be debated in the light of recent moves in this direction.

- *Discussion*
- *Major points, recommendations and actions (Lead Commentator)*

8.00 pm: *Reception hosted by Director-General of UNESCO: Palazzo*

8.30 pm: *Cultural show offered by UNESCO: Palazzo*

Wednesday, 10 November 2004

Working Session IV (cont'd):

9.00 – 10.30 am: *Resource mobilization for EFA, including the Fast-Track Initiative, within the context of aid effectiveness.*

Chair:

- Arthur Zahidi N’Goma, Vice-President, Democratic Republic of the Congo

Lead Commentator:

- Richard Cameron, Senior Vice President, CIDA, Canada
(Measuring donor effectiveness: Donor indicative Framework)

Panellists:

- Abdusalam Mohammed Al-Joufi, Minister of Education, Yemen
(Donor coordination and harmonization)
- Vilma Rosa Leon York, Vice-Minister of Education, Culture and Sports, Nicaragua
(Aligning aid to national policies and plans)
- Carlos Zarco Mera, Secretary General, Consejo de Education de Adultos de America Latina (CEAAL) (Measures to assist the non-FTI countries in greatest need and/or at serious risk of missing the EFA goals)

- *Discussion*
- *Major points, recommendations and actions (Lead Commentator)*

Working Session V:

10.30 am–1.00 pm: The Way Ahead.

10.30–11.30 am: Agreement on the way forward

Chair:

Aïcha Bah-Diallo, Assistant Director-General for Education, a.i., UNESCO

12.30 – 12.45: Adoption of the Communiqué

Chair:

Koïchiro Matsuura, Director-General of UNESCO

12.45 – 1.00: Concluding remarks

Chair:

Tarso Genro, Minister of Education, Brazil

The Session aims at reaching agreement on critical next steps for implementation by the different partners before the next meeting of the High-Level Group. These would be reflected in the Communiqué. Agreement should also be reached on a joint approach to follow up the recommendations of the Group at international, regional and national levels.

1.00 – 1.30 pm: *Media briefing*

1.30 – 3.00 pm: *Lunch hosted by UNESCO: Hotel Nacional*

8.00 pm: *Dinner hosted by Government of Brazil: Hotel Nacional*

Notes:

- The meeting will be co-chaired by the Director-General of UNESCO and the Minister of Education, Government of Brazil.
- The Opening Ceremony at the Ministry of Foreign Affairs on 8 November will be public.
- Business Sessions of the High-Level Group at Hotel Nacional on 9-10 November are strictly restricted to participants. No observers are allowed.
- Each of the working sessions will be introduced by the Chair of the session. The lead commentator will outline in 5 minutes the most critical issues for discussion. This will be followed by a 7- minute intervention from each designated panellist on specific issues emerging from the *EFA Global Monitoring Report 2005*. The role of the lead commentator will be to lead the session towards specific recommendations for actions. He/she will highlight major points, recommendations and actions in 7 minutes at the end of each session. The summaries will form the basis for reaching consensus on the way forward in Working Session V.
- Tea/Coffee will be available to participants, but there will be no breaks.
- A drafting group ('sherpas') will prepare the High-Level Group Communiqué before and during the High-Level Group meeting. The meetings are scheduled for 8 November at 7.30 – 9.00 pm, end of Session IV on Tuesday and over breakfast on Wednesday at 7.00 am in Room I.
- A meeting of the Fast-Track Initiative Partners Group, convened by World Bank and UNESCO, will be held on 10-11 November 2004.

V. List of side events

Dates	Event	Organizer	Contact
6-7 November	Teacher's Parliament on 'Recruitment and Retention of Qualified Teachers for Quality Education'	Education International, ILO, UNESCO	Mr Elie Jouen, Ms Monique Fouilhoux, Education International elie.jouen@ei-ie.org monique.fouilhoux@ei-ie.org
6-7 November	United Nations Girls' Education Initiative (UNGEI) Global Advisory Committee	UNICEF	Mr Cream Wright, UNICEF cwright@unicef.org
7-8 November	Development-Driven Public-Private Partnerships in Basic Education: Practitioners solution – First Round Table	World Economic Forum, UNESCO	Ms Heather-Pace Clark, World Economic Forum, Heather-Pace.Clark@weforum.org
8 November	Panel Discussion on Achieving Education for All and the Elimination of Child Labour	Global March, UNESCO, ILO, World Bank	Mr Sudhanshu Joshi, International Center on Child Labor and Education (ICCLE) sjoshi@iccle.org
8 November	Technical Review and Consultative Meeting on Girls' Education: Quality and Gender Parity in 2005	UNICEF	Mr Cream Wright, UNICEF cwright@unicef.org
8 November	Launch of <i>EFA Global Monitoring Report 2005. Education for All: The Quality Imperative</i>	UNESCO	Ms Cynthia Guttman, UNESCO c.guttman@unesco.org
10-11 November	FTI Partners Group meeting	World Bank, UNESCO	Ms Rosemary Bellew, The World Bank rbellew@worldbank.org
12 November	FTI Donors Meeting	World Bank, UNESCO	Ms Rosemary Bellew, The World Bank rbellew@worldbank.org
11-12 November	FTI Catalytic Fund Strategy Committee meeting	World Bank, UNESCO	Ms Rosemary Bellew, The World Bank rbellew@worldbank.org

VI. List of acronyms

AIDS	Acquired Immuno-Deficiency Syndrome
CAMPE	Campaign for Popular Education
CCA	Country Common Assessment
CEEAL	Consejo de Educación de Adultos de América Latina
CIDA	Canadian International Development Agency
CPIA	Country Policies and Institutional Assessment
DFID	Department for International Development, United Kingdom
E-9	Nine high-population countries: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria, Pakistan
ECCE	Early Childhood Care and Education
EDI	EFA Development Index
EFA	Education for All
FTI	Fast-Track Initiative
G8	Group of eight major industrial democracies: Canada, France, Germany, Italy, Japan, Russian Federation, United Kingdom, United States.
GCE	Global Campaign for Education
GNP	Gross national product
HIV	Human Immunodeficiency Virus
ILO	International Labour Organization
IMF	International Monetary Fund
MDG	Millennium Development Goal
NGO	Non-governmental organization
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
PRELAC	Proyecto Regional de Educación para América Latina y el Caribe
PRSP	Poverty Reduction Strategy Paper
UIS	UNESCO Institute for Statistics
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nations Children's Fund
UPC	Universal Primary Completion
USAID	United States Agency for International Development

REPORT 2004

High-Level Group on Education for All Fourth Meeting

Brasilia, Brazil
8-10 November 2004



The fourth meeting of the High-Level Group on Education for All (EFA) met in Brasilia, Brazil, from 8 to 10 November 2004, convened by the Director-General of UNESCO. As a 'lever for political commitment and technical and financial resource mobilization' it brought together top leaders from governments, aid agencies, civil society and international agencies to identify and prioritize urgent challenges in EFA.

The EFA Global Monitoring Report 2005. Education for All: The Quality Imperative provided a sound basis for the Group's deliberations, which ranged over five key issues:

- ▶ Policies and strategies to improve the quality of education
- ▶ Investing in teachers for improving the quality of EFA
- ▶ Achieving gender parity in primary and secondary education by 2005: a last call for urgent action
 - ▶ Mobilizing resources for EFA
 - ▶ Making aid to EFA effective

The High-Level Group issued a communiqué specifying challenges and action points addressed to all EFA stakeholders.