



Education for All: a Human Right and Basic Need

Policy for Sida's Development
Cooperation in the Education Sector

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a Human Right and Basic Need

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April 2001

Department for Democracy and Social Development
Education Division

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The attainment of basic literacy and numeracy skills has been identified repeatedly as the most significant factor in reducing poverty and increasing participation by individuals in the economic, political and cultural life of their societies.

OECD/DAC (1996) Shaping the 21st Century:
The Contribution of Development Cooperation

FOREWORD

This policy outlines a set of goals, principles, approaches and priorities for Sida's development cooperation in the education sector. Its purpose is not only to guide Sida's own staff at headquarters and in the field, but also others involved in assisting Sida to implement its support to education. It has been developed by Sida's Education Division within the Department for Democracy and Social Development (DESO).

The policy should also serve to inform Sida's different partners (such as cooperation countries, bilateral and international organisations) so as to facilitate partnerships and cooperation.

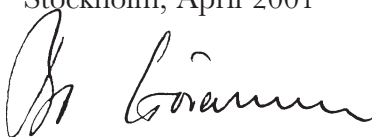
All Sida's work towards the overriding goal of poverty reduction, and the goals of human rights and democracy, gender equality and sustainable development, depends on and promotes education, training and competence. While this policy emphasises the goal of Universal Primary Education for All by 2015 – according to international commitments for poverty reduction – it is seen as a necessary building block for all Sida's support to capacity development, education, training and research.

This overall policy is supplemented by more specific position and reference papers on different aspects or levels of education, some of which are available, for example one on Education, Democracy and Human Rights and one on Teacher Education. Others are in the making, for example, on post-primary education and higher education (see list of such complementary papers on next page).

Other relevant complementary policies and guidelines are appended to this policy, such as Sida's policy on Sector Programme Support and Sida's guidelines on Capacity Development.

Sida is committed to increasing and improving its contribution to achieving the goals of education for all, especially in the countries with which Sida has long-term cooperation.

Stockholm, April 2001

A handwritten signature in black ink, appearing to read 'Bo Göransson', written in a cursive style.

Bo Göransson

Director general

LIST OF POSITION AND REFERENCE PAPERS

1. Position Papers

- "Education, Democracy and Human Rights in Swedish Development Cooperation", April 2001
- "Teacher Education, Teachers' Conditions and Motivations", January 2000
- "Environmental Education and Education for Sustainability", 1999

2. Reference Papers

The following are to be finalised:

- A collection of brief reference papers:
 - Inclusive Education for Children and Adults
 - Early Childhood Care and Education
 - Education in situations of Emergency, Conflict and Post Conflict
 - Adult Education, Literacy and Non-Formal Education
 - Textbooks and Learning Materials
 - HIV/AIDS and Education
- Post-Basic Education, including General Secondary, Vocational and Technical Education
- Higher Education: Policies, Roles and Responsibilities within Sida (SAREC/DESO)

LIST OF ABBREVIATIONS

ADEA	Association for the Development of Education in Africa
CBO	Community-Based Organisation
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CRC	Convention on the Rights of the Child
DAC	Development Assistance Committee
DESO	Department for Democracy and Social Development
EFA	Education for All
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
IBE	UNESCO International Bureau of Education
ICCPR	International Covenant on Civil and Political Rights
ICECSR	International Covenant on Economic, Social and Cultural Rights
ICT	Information Communication Technology
IIEP	UNESCO International Institute for Educational Planning

NGO	Non-Governmental Organisation
OECD	Organisation for Economic Cooperation and Development
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
SAREC	Department for Research Cooperation (Sida)
SEKA	Department for Cooperation with Non-Governmental Organisations and Humanitarian Assistance (Sida)
Sida	Swedish International Development Cooperation Agency
SPS	Sector Programme Support
SWAP	Sector-Wide Approach
TOR	Terms of Reference
UIE	UNESCO Institute for Education
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
WCEFA	World Conference on Education for All

POLICY FOR Sida's DEVELOPMENT COOPERATION IN THE EDUCATION SECTOR

GOALS AND POINTS OF DEPARTURE.
Education is a basic human right and is necessary for sustainable social and economic development. The education of girls is one of the most important determinants of development. Investment in basic education is indispensable for human development and pro-poor growth. A growing economy is in its turn a necessary, but not sufficient, pre-condition for sustainable human development, including education for all.

At the individual level, education opens possibilities that otherwise would be closed: a better chance to lead healthy and productive lives, to participate fully in civic and political affairs, and to defend and protect rights to survival (not least to address the HIV/AIDS pandemic). Education is crucial for poverty reduction, because it is an empowering tool that cannot be restricted to the power-holding classes.

Sida's support to the education sector is always based on partner countries' own education programmes. Among

these, basic education and literacy for all, children, youth and adults, have been the priority of Swedish development cooperation in the education sector since the mid-1970s. While this continues, Sida's emphasis on sector-wide approaches implies a shift, from support to basic education projects or sub-programmes, to support to partner country education sector strategies that give priority to basic education for all.

Education, in all countries, is crucial for coping with integration in a global world and the transformation of the nature of work – requiring more flexibility, mobility, teamwork, and use of new technologies. A life-long learning system is required to develop the necessary competence. Experience and research has shown that the best preparation for future roles – family-life, citizenship, the world of work, as well as further education and training – is good general comprehensive education, including universal values and basic learning skills.

Capacity development, including education, training and research, is part and parcel of Swedish development cooperation in all fields, be it infrastructure, disaster relief or democratic governance. This policy, developed by Sida's Education Division, is based on a holistic view of the education sector, including non-formal education and all levels of formal education. The policy focuses on basic education in a broad sense

(see Box 1 on page 15) and should guide Sida's support to the whole education sector.

This policy is based on internationally agreed concepts and goals declared in Human Rights Conventions and Declarations, and Sweden's policies for development cooperation. The overriding goal of poverty reduction is underpinned by a rights-based approach promoting democracy and human rights, equality between women and men, and sustainable development. Sida is strongly committed to the international development targets of halving the proportion of people living in extreme poverty by 2015 (DAC: Shaping the 21st Century). Two of the targets concern education: the achievement of Universal Primary Education (UPE) by 2015 and the elimination of gender disparity in primary and secondary education by 2005.

A significant increase in aid flow is necessary for achieving education for all. Consequently, higher priority has to be given to basic education within the total aid budget. At present, less than two per cent of the DAC members' aid budgets is devoted to basic education (DAC, 1999). Sida has an important role to play in providing and advocating for increased financial resources to basic education.

Sida is committed to "The Framework for Action on Education For All" (EFA), adopted in Dakar, in April 2000. The six goals adopted are:

1. *“expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;*
2. *ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;*
3. *ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;*
4. *achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;*
5. *eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality;*
6. *improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.” (World Education Forum, Dakar 2000)*

The strategies of the Dakar Framework for Action (see Appendix 1) serve as a common point of reference for partnerships in all development cooperation in the education sector.

BASIC EDUCATION – WHAT DO WE MEAN?

While primary school education is the core, basic education includes all age groups, and goes beyond conventional curricula and delivery systems, for example, pre-school, adult literacy, non-formal skills training for youth, compensatory post-primary programmes for school leavers.

Sida shares the re-affirmation of the Dakar commitments of the “expanded vision” of basic education introduced by the World Conference on Education for All (WCEFA) in Jomtien, Thailand in 1990, stating e.g.

“Every person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning....

(Article 1)

This policy subscribes to the international agreement that in specifying the duration of formal basic education, the standard normally applicable in the country in question will be adopted, i.e. primary education or whatever higher level of education is considered basic.

There is clearly interdependence between all levels of education. Yet basic education is the foundation of the education sector as a whole. It feeds into the system of general and technical/ vocational education and training, as well as a system of lifelong learning. The improvement of basic education has obvious implications for higher levels of education. It will provide the higher levels of the system with more and better prepared students among whom to make selections.

SIDA'S ROLE AND APPROACH. The main role of the international community and donor agencies is, as stated in the Dakar Framework, to mobilise resources needed to provide effective support to national efforts to achieve education for all in the poorest countries; to strengthen and facilitate more effective donor co-ordination to sector-wide approaches; and to contribute to debt relief for poverty reduction with strong commitment to basic education.

Sida's role is normally threefold: a) to provide funding, b) to be a partner in dialogue, c) to support capacity development. All these three roles should gradually become more coordinated with those of other donors and stakeholders.

At country level

Sida's cooperation in education is, in the first instance, agreed upon with governments in Sweden's programme countries. These agreements imply support to the governments' own efforts to develop education policies and programmes within their national development frameworks. Complementary support may be geared towards non-governmental initiatives of a national character in cases where these are seen as playing a vital role in spearheading innovations, democratic participation or demand for education. In certain situations, for example, in emergency situations where there are no legitimate governments, it may be

necessary to channel all support through civil society organisations or independent institutions.

Working towards Sector Programme Support (SPS) – the term used by Sida to describe support to processes towards sector-wide approaches – is the main approach. This involves a *flexible, step-by-step, process* towards non-earmarked, pooled funding through the partner country's state budget, and, *often as a first step, implies co-funding of components or a sub-sector*, e.g. textbook distribution or secondary education. Sida will assess and follow up the whole sector programme or strategy, together with other funding agencies.

The principles of Sector Programme Support as outlined in the Sida policy (see Appendix 2) applies to Sida's support to all education programmes, whether they are concerned with a sector-wide approach to governments or core support to international, regional or national institutions or NGOs. This implies support to entire programmes, adapted to the “owners” own planning, budget, and reporting system.

The gradual shift from project to programme (or sector-wide) support implies that the dialogue with partner countries and organisations changes focus from the utilisation of Swedish funds to questions of policy priorities (such as a focus on poverty reduction), institutional capacity, resource allocations, as well as the content of educational programmes. Moving from

projects to more holistic programmatic approaches requires greater cross-sectoral work (for example health), within funding agencies and among specialists involved.

Higher education is a necessary part of the strategy towards education for all. Although Sida's main priority is basic education, support to higher education is essential for the improvement of the basic education system and can be part of Sida's education sector programme support.

Weak institutional management capacity is a common constraint to adequate sector development. Support to institutional development is therefore normally needed as a key component or a complement to the sector programme. One of the most important challenges of Sida's education sector cooperation is to harmonise support to capacity development with other donors in host countries. Capacity development should be considered and planned jointly, within a needs based time-frame. Sida's policy on capacity development is attached in Appendix 3. It emphasises the "development of knowledge and competence" as a two-way learning process rather than the "transfer of knowledge".

It is important for Sida to act as a broker between Swedish and partner country institutions, universities and teacher colleges, authorities, consultants, and

NGOs, in order to strengthen capacity in the field of education. Sida's approach to contract-financed technical cooperation, or twinning arrangements, provides examples of how capacity in education could be strengthened.

Sida's programming cycle is based on demand from the partner country or organisation. A formal request for Sida support is required, often after informal discussions. The proposal is analysed in relation to Sida's main goal of assisting in creating conditions conducive to poverty reduction, and interlinked with this, its relevance for democracy, human rights, gender equality and sustainable development (see Appendix 6). A set of jointly agreed indicators related to milestone objectives are needed to follow up progress. For example, it is preferable to select a few among the core 18 indicators (gender-disaggregated) used for monitoring progress towards the goals of Education For All, since these, in any event, will be followed up (see Appendix 7). In addition, in-depth case studies on specific issues may be needed.

Support to education NGOs in developing countries is mainly channelled through Swedish NGOs, partly funded by Sida. It is Sida's Department for Cooperation with NGOs and Humanitarian Assistance (SEKA) which is responsible for funding through Swedish NGOs. In addition, other departments at Sida may

give direct support to education NGOs when they play a crucial complementary role for education change.

At regional and international levels

In addition to support at country level, multilateral, bilateral and voluntary organisations play a role in strengthening regional and international initiatives to enhance the EFA goals and to develop strategies, especially with regards to advocacy, policy and knowledge development, networking, and monitoring. Sida will continue to strengthen partnerships with relevant international agencies and international civil society organisations.

Regional and international organisations, such as ADEA (Association for the Development of Education in Africa) or UNESCO and its various institutes, especially the International Institute for Educational Planning, play a major role in building partnerships and capacity, policy development and sharing of knowledge, and advocacy. Innovative approaches may be developed by regional or international organisations, including NGOs. Together with other donors, Sida will continue to support such regional and international programmes that are seen as strategic in

strengthening the world-wide efforts in implementing the EFA goals.*

Research

Research on issues relevant for the EFA agenda is encouraged by Sida, mainly through Sida's department for research cooperation (SAREC), both in Sweden and in partner countries. As research is not the main task of ministries of education, it is Sida's view that ministries should have the role of commissioning research.

Research of relevance for EFA both in Sweden and in many partner countries is underfunded and rather scarce. Sida sees the need to increase its efforts to develop the kind of knowledge and research that contribute to learning lessons, sharing experiences and monitoring the progress of the EFA goals.

* Sweden's corefunding to UN-agencies, indirectly include support to education, but is not specifically followed up at the sector level by Sida. However, in the context of supporting the enhancement of the six goals of the Dakar framework, it should be noted that Sweden is one of the major funders of UNICEF as a whole (approximately 10%). This means a substantive Swedish support through UNICEF's contributions to the child-oriented EFA goals.

P RINCIPLES FOR SIDA'S SUPPORT TO
EDUCATION. *Partnership* is a key principle in all Swedish development cooperation and is becoming an internationally shared concept of growing significance. International conventions and development targets, including the EFA commitments, constitute a common framework of values, norms and visions (see Appendix 5). More specific and action-oriented partnership frameworks have been developed for different purposes. For development cooperation in the education sector, the Code of Conduct for Education Sector Funding Agencies is a useful instrument (see Appendix 4).

Ownership and donor coordination, including harmonisation of monitoring and reporting systems and basket funding/pooling of funds, are principles that are crucial for fruitful partnerships. These have to guide all cooperation in the education sector, as part of capacity development and efficiency efforts.

Democracy and respect for human rights form an important platform for partnership. This requires openness and mutual responsibility. It requires participation of stakeholders at all levels, including the intended beneficiaries among poor women and men.

A democratic education system is about access for all to learner-centred education, contents enhancing human rights and democratic values, and stakehold-

ers' involvement in educational policies. The participation of teachers themselves is critical for the feasibility and legitimacy of any education reform. The right to education and rights and democracy *in* and *through* education are Sida's guiding principles. The latter two are good entry-points to enhancing the quality of educational methods and contents.

Decentralisation, often seen as a means of delivering education more cost-effectively, is also expected to enhance democracy by placing people closer to the decision-making processes. Nonetheless, there is no direct relationship between decentralisation and democracy. The capacity constraints at both national and local levels need to be addressed. Transparency and accountability in education expenditures are key issues for effective and democratic decentralisation.

Linking poverty reduction and basic education strategies is critical for sustainable development. As one of the basic social services, investments in basic education is a prerequisite for a country's growth to contribute to poverty reduction. Without an adequate share of national income and state budget allocations to basic education, the goals of poverty reduction will not be achieved. At the same time, the strengthening of poor women's and men's capabilities implies better conditions for learning. Thus, poverty reduction facilitates improvements in education. It is important to strive for

progressive public education spending, which benefits the poorest groups more than the richest. The responsibility of the state for the national education system, primary education above all, is crucial. For the state to fulfil its responsibility, it needs to work in close partnership with the civil society.

In reality, many countries are far from the realisation of the right to basic education free of charge. In order to address the problem of cost constraints, governments need to examine their financing options for basic education, including tax reform, budget restructuring and expenditure targeting. Education for all also requires resource mobilisation from other sources, such as the private sector, non-governmental organisations and international development agencies. Sida's position is that non-governmental sources can supplement, but not replace the state financing of basic education.

PRIORITIES FOR SIDA. The overall policy goal of Sida's cooperation in the education sector is to enhance the right to relevant education for all – an education that empowers the poor and excluded parts of the population to participate as active and informed citizens in all aspects of development.

Sida's main approach to enhancing the EFA goals adopted in Dakar, is to support the implementation of partner countries' own sector-wide education policies and development plans, in a way that is adapted to each country-specific context.

An analysis of past experiences and challenges ahead shows that there is no universal solution to the problems facing the education sector, and that general measures to improve access and quality of education are not enough. Special attention must be given to enhancing the rights of the poor and offering equal opportunities for disadvantaged groups. Sida will contribute to this in the context of joint undertakings of sector analysis, monitoring and evaluation, in development partner countries. For the same purpose, Sida's assessment and follow-up activities, as well as its dialogue and contribution to capacity development, shall, whenever appropriate, be guided by the following priority concerns:

- the transformation of conventional top-down approaches into participatory rights-based, learner-friendly and gender-sensitive approaches to teaching and learning
- transparent and accountable management of education at all levels, in particular the education expenditure/budget systems

- making basic education compulsory and truly free of charge for all children
- drawing up education legislation and policies in line with the Human Rights Conventions and the EFA goals
- meeting the special needs of children with disabilities, ill health or other learning problems through “inclusive education”
- removing gender, language or ethnic barriers, and enhancing bi- or multilingual learning
- mobilising rural communities to allow education for girls
- availability and rehabilitation of education in emergency and post-conflict situations
- improving conditions for access and learning (“quality”) *simultaneously*, (avoiding interventions aiming at only either access or quality)
- enhancing literacy for all – children, youth and adults – through formal and non-formal education, as well as informal means, such as books, newspapers, and libraries.

- enhancing formal, non-formal and informal life-long learning opportunities, especially of teachers – implying systems for non-formal and adult education linked to the formal school system, as well as access to print and electronic media, including the Internet.

Teachers are seen as key players for all these priorities. To address their life-long learning needs, their opportunities to participate in education matters, their working and living conditions, is crucial for implementing any particular strategy designed to address major problems affecting the education system, such as HIV/AIDS.

The priority of basic education, especially for disadvantaged groups, means that lowest levels of the system need most of the available national resources. Also, the best of the human resources, especially the pedagogically best teachers, need to be allocated to the first cycle of basic or primary education. Otherwise, children or other learners from the poorest families will continue to leave school without having learnt the basic literacy, numeracy and other life skills.

ANALYTICAL BACKGROUND

SITUATION ANALYSIS. The goals of Universal Primary Education (UPE) and literacy for all have been on the international agenda for more than fifty years. In spite of significant progress and expansion of access to education in many countries, it has not yet been possible to reach all and keep up with the population growth. Consequently, the challenge of achieving UPE and literacy for all through formal, non-formal and informal means remains.

There are still around 130 million children deprived of their right to education; two thirds of whom are girls. Of the world's adult population, around 800 million are illiterate, most of whom are women. One third of all children who enrol never complete primary school. Many of those who do complete primary education have not acquired the essential skills and knowledge expected. International statistics show progress over the years but a closer look at statistics by region, by country, by urban-rural areas, gender or social strata, reveals a different picture. There have been clear setbacks in some regions and countries, caused by wars, conflicts, economic crisis and severe

state budget cuts. The challenge is greatest in Sub-Saharan Africa where only 60% of school age children are at school. The amounts spent on education per student decreased significantly in some of the poorest and highly indebted countries, where universalisation of education had made a lot of progress.

Many governments do not have the capacity and resources to provide education for all. Nevertheless, in some cases, especially in sparsely populated rural areas, schools are not fully utilised, mainly due to long distances and poverty. At the same time the curriculum is often inadequate with little reference to learners' language and experiences. A serious quality problem is the deeply rooted inherited old-fashioned European schooling model of text- and teacher-centred methods, where learners learn to copy, repeat and obey – not to understand, apply, or think critically and creatively. Teachers, themselves, seldom have any alternative experience of teaching-learning.

Basic education cuts across sectors and is dependent on the situation and development of other sectors. Health, for example, is a closely related sector. The living conditions and health of learners and teachers affect the quality of teaching-learning more than any educational resources. The HIV/AIDS pandemic is a case of a particular threat to all improvement of education. Poverty reduction can obviously not be achieved

through education alone. Quality education for all is in fact impossible to achieve without on-going comprehensive and effective poverty reduction development strategies. But without universalising basic education, poverty reduction will not succeed. Research shows that basic education, especially for girls and women, is a key to economic growth, as well as to political and social changes. It is therefore necessary to include basic education in other areas and programmes aimed at poverty reduction and empowerment of marginalised and poor people.

FINANCING AND MANAGING EDUCATION FOR ALL. The financing of education in conditions of constrained resources proves to be a difficulty for most governments. A growing economy is necessary but not enough. Macroeconomic and sectoral reforms must be linked so as to promote a supportive environment for the education system to function efficiently and effectively as a developmental tool. Resource mobilisation for the running of the education system is needed at all levels, through appropriate taxation, enhanced private sector contributions and budgetary re-allocations. Public financing of basic education is central for poverty reduction. But to benefit the poor, public education spending has to be progressive, rather than regressive.

Studies have shown that many governments fail to favour the poor in their education spending.

Although it is declared in Human Right treaties that the state should allocate the maximum available resources to education and health, there is a constant need for the government to make priorities between spending on different levels of education and between different sectors. Re-allocation in favour of basic education has proven to be difficult for most countries, due to lack of political commitment and institutional capacity within governments to develop and implement education strategies that focus on the needs of the poor – the main beneficiaries of public basic education. Achieving and sustaining education for all may further imply allocation of additional resources, preferably within a reasonable medium term budgetary framework, to the sector as whole.

Even with improved allocation of national resources towards basic education for all, additional funding will be needed from development agencies. There is international agreement (Dakar, OECD, etc) that funding agencies should allocate a larger share than in the past of their development assistance budget to support basic education, in particular to those countries and governments with strong political commitment to Education for All, and with clear strategies for delivery.

All resources and expenditures (including debt relief and external assistance) must be treated within a common budgetary framework. This is done in sector-wide approaches. Another major advantage of SWAps is the potential coordination of support to institutional capacity so as to meet the challenge of efficient and effective management and utilisation of limited resources in development countries.

There is a need to improve analyses of the effects of budget allocations on women and children, with the focus on disadvantaged groups. This requires an improved and enhanced educational policy framework which sets clear priorities and achievable targets which are acceptable to all. Analysis of budget processes and management capacity of governments is therefore important also for aid agencies, specifically when it comes to sector-wide approaches.

Over-centralised systems have contributed to fostering inefficiency and corruption. In response to this and the need to enhance transparency and accountability, there has been a move towards decentralisation of education systems. Participation in decision making and planning of education is crucial in strengthening democracy as it meets local demands, and respects the culture of the local community and the family.

However, experience and research show us that there are obvious risks with educational decentralisation

when accompanied by user charges. This may result in unequal education systems and the marginalisation of disadvantaged groups.

Educational decentralisation is not in itself enough to enhance democratic governance. The state should be responsible for setting national norms and standards that are applicable to all schools. Educational decentralisation also requires a commitment on the part of government to build broad-based partnerships with the different actors in the education system, such as parents, community-based organisations (CBOs) and NGOs. There is a need for the government to consciously and willingly transfer decision-making powers and provide the necessary resources, support and training at the local level. A balance has to be carefully struck between centralisation and decentralisation.

NEW CHALLENGES. Globalisation of economies, markets and ideologies linked to the ICT (information and communication technology) revolution implies new challenges for the role of education in societies and among individuals. A major implication is that learning throughout life emerges as one of the keys to the twenty-first century. The education system has to meet the challenges posed by a rapidly changing world. This

requires enabling the various stages of education to provide for passage from one stage to another and to diversify the paths through the system, while enhancing the value of each stage. The need for people to return to education in order to deal with new situations arising in their personal and working lives is becoming even stronger.

Learning to learn has therefore become a major objective of education. This was one of four pillars of education defined by the Delors Commission on Education for the Twenty-First Century (UNESCO 1996). *Learning to live together*, by developing respect for the values of pluralism, mutual understanding and peace, is described as the most important foundation of education. *Learning to do* is another pillar, in order to acquire not only an occupational skill but also, more broadly, the competence to deal with a variety of unforeseeable situations. The fourth pillar is *Learning to be*, to become better able to develop one's personality and to act with ever-greater autonomy, judgement and personal responsibility.

One of the major challenges for education is to contribute to the global and local cultural identity of different societies and to maintain cultural diversity in response to the tendency of cultural uniformity throughout the world. Global markets have become knowledge-centred, but place a higher value on scientific and technical knowledge than on local, artisan

skills which serve more basic needs. The gap is increasing between those who belong to professional networks and those who are less globally successful. This gives rise to social movements challenging globalisation in different ways, based on religion, nationalism, ethnicity, or gender-relations for example. These may result in a greater sense of belonging, but also in social conflict. The education system serves as an arena for struggle and tension between inclusion and exclusion, global and local cultural identity, democratic and anti-democratic values and practices. Democratic governments must therefore assume the responsibility for adapting the education system for all groups, providing opportunities to learn skills and knowledge applicable at local *and* global levels, thus contributing to a new multicultural global identity.

Globalisation further implies pressure for more rapid expansion of higher levels of education. A major challenge for education systems in developing countries will be how to manage and afford to expand the more expensive secondary and tertiary levels in addition to providing better primary education for all, and how to assure that access to higher levels is not limited to more advantaged groups of the society.


Education and ICT have the potential to reach more students through distance education, as well as to further enhance the visibility of a human rights agen-

da and consequently contribute to more attention being paid to universal values, such as respect for the environment, other cultures and tolerance. The Internet can also provide opportunities for teachers and higher level students with vast amount of information they would otherwise be deprived of. However, most schools in poor areas, especially rural areas, will not have access to computers. Education will continue to depend on the quality of teachers. Education systems will need to shift focus from simply providing more and more training of teachers to the ways in which teachers are managed, supervised and supported, and the general conditions under which they work.

Climatic and other environmental threats resulting from over-consumption, urbanisation and other trends of the modern world also pose a challenge to the education sector, namely, how to develop education for sustainable development. Poverty in its turn causes environmental damage. There is a clear reciprocal link between policies and practice in the areas of agriculture, the environment and access to, and attendance at schools. Improved environment and rural livelihoods can reduce the workload of the poor, especially girls and women, and consequently make it possible for them to go to school.

An increasingly felt major new challenge to development, including to the education sector, is the HIV/

AIDS pandemic and its consequences. The cost of HIV/AIDS to the education system will have to be considered in national education planning. The increasing loss of teachers and other staff from the education system is already negatively affecting the provision and quality of education. All levels and forms of education need to address the pandemic through HIV prevention awareness-raising curricula and materials and through new practices. Close cooperation between ministries of health and education will be required for any effective strategy to deal with both prevention and care.

 **OBSTACLES TO EDUCATION FOR ALL.** At the macro-level, economic, structural and institutional constraints hamper expansion and the quality of education systems in developing countries. At the micro-level, poverty is the major overall problem preventing children from attending school and learning at school.

Several factors contribute to low enrolment, and high drop-out or repetition rates. The Committee on the Rights of the Child (CRC) concluded from analysing reports on the implementation of the CRC that the following factors were major reasons:

- **PARENTAL ATTITUDES**, often influenced by their own exclusion from education opportunities;
- **HIGH DIRECT COSTS**, preventing school-attendance by children from families who cannot afford to pay not only official fees, but also in many poor countries, out-of-school private tutoring, a way for under-paid teachers to supplement their official salaries.
- **INDIRECT COSTS** or what economists call opportunity costs, a major issue being the clash between the financial needs of the family and the right of the individual child to go to school;
- **NO ADJUSTMENT TO WORKING CHILDREN** or nomadic people, for example, flexible timetables to suit harvesting and other intensive work periods;
- **DISCRIMINATION**, for example, against children of minority groups, children with disabilities, AIDS orphans;
- **LACK OF FACILITIES AND BAD ENVIRONMENT**, including long distances to school, rudimentary or dilapidated school buildings, no or inadequate sanitary facilities;
- **VIOLENCE**, corporal punishment or other abuse by fellow students or adults is a major factor;
- **SCHOOL FAILURES**, in highly competitive exam driven systems cause children to leave school;

- **INAPPROPRIATE AND POOR QUALITY EDUCATION**, irrelevant, boring and bad teaching methods;
- **CONFLICTS OR CRISIS**, that prevent refugees or displaced people from access to educational opportunities in emergency situations

In addition, some critical factors identified by other studies and reports, should be mentioned:

- **LANGUAGE OF INSTRUCTION UNFAMILIAR TO LEARNERS**;
- **FREQUENT ABSENCE OF TEACHERS**, often related to the poverty of teachers, i.e. illness, parallel income-generation;
- **POOR MANAGEMENT** of the education system as a whole and of individual schools;
- **LACK OF OR INAPPROPRIATE CURRICULA AND MATERIALS**.

All these factors affect poor children more than rich, girls in a number of countries more than boys, disabled and otherwise disadvantaged children more than others. Those not at school are children of the poorest classes and, to a large extent, live in rural areas. In urban areas, overcrowded schools constitute a barrier to both access and quality. Double shifts are often necessary there.

In addition to the above poverty-related constraints, there are specific gender-related constraints preventing

girls, in particular, from attending or completing school. Early marriages, pregnancies and sexual harassment are such known causes, as well as traditional attitudes mainly in rural areas. In some countries (especially in the Caribbean, Latin America, and Southern Africa) and increasingly in larger urban areas, more girls than boys attend and complete primary and secondary school. This is most likely due to marginalisation and poverty, forcing young boys to become “children on the street”, trying to earn money in whatever way possible. This relatively new gender problem has not been given enough attention and needs to be more clearly identified and studied. There seems to be a link between the gender of teachers and the gender balance of students. While the majority of teachers in rural areas are often male, where girls are underrepresented among pupils, the majority of teachers in urban areas or in countries, where more girls than boys attend school, are female. At higher levels of the education system and in research, the gender bias is still very much in favour of men. Science and technology also need to attract more women so as to achieve a better gender balance. The gender issue in education is a matter of sensitivity in contents and approach, as well as equal representation among students and staff. The curriculum must address gender issues directly so as to enhance gender equality.

LESSONS LEARNT. A number of valuable lessons have been learnt from stock-taking reviews and comparative studies. The most important and consistent factor determining more successful experiences is *the presence of strong political commitment to education for all*.

Other critical issues for improving access and quality, identified in analyses of lessons learnt by several sources, are:

- Community involvement
- Governments must assume their main responsibility but cannot deliver alone – partnerships and networks are necessary at all levels
- Education must be protected during economic crisis – transparency and accountability in education expenditure are necessary
- Primary education must be affordable for all
- A holistic approach – based on a sector policy framework
- Recognition of the key role of teachers – the first grades need the best teachers
- Addressing quality as much as quantity
- Adaptable and flexible education structures

- Gender equality in education requires proactive and systematic approaches
- The inclusion of all children requires flexible responses
- Understanding demand increases the effectiveness of EFA strategies
- Parents' literacy is critical for children's literacy – campaigns to encourage parents to read to children help, so illiterate parents need to develop literacy skills
- Post-conflict situations require special attention
- The impact of HIV/AIDS demands urgent attention
- Mobilisation and advocacy are essential at all levels

International commitments and campaigns accelerate progress. Addressing these major challenges requires long-term commitments from decision-makers and funders. What the strategic implications are, in general, and in more specific contexts, needs to be analysed from time to time.

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APPENDIX 1

THE DAKAR FRAMEWORK FOR ACTION

Education For All: Meeting Our Collective Commitments

Text adopted by
the World Education Forum
Dakar, Senegal, 26–28 April 2000

1. Meeting in Dakar, Senegal, in April 2000, we, the participants in the World Education Forum, commit ourselves to the achievement of education for all (EFA) goals and targets for every citizen and for every society.
2. The Dakar Framework is a collective commitment to action. Governments have an obligation to ensure that EFA goals and targets are reached and sustained. This is a responsibility that will be met most effectively through broad-based partnerships within countries, supported by cooperation with regional and international agencies and institutions.
3. We re-affirm the vision of the World Declaration on Education for All (Jomtien 1990), supported by the Universal Declaration of Human Rights and the Convention on the Rights of the Child, that all children, young people and adults have the human right to benefit from an education that will meet their basic

learning needs in the best and fullest sense of the term, an education that includes learning to know, to do, to live together and to be. It is an education geared to tapping each individual's talents and potential, and developing learners' personalities, so that they can improve their lives and transform their societies.

4. We welcome the commitments made by the international community to basic education throughout the 1990s, notably at the World Summit for Children (1990), the Conference on Environment and Development (1992), the World Conference on Human Rights (1993), the World Conference on Special Needs Education: Access and Quality (1994), the International Conference on Population and Development (1994), the World Summit for Social Development (1995), the Fourth World Conference on Women (1995), the Mid-Term Meeting of the International Consultative Forum on Education for All (1996), the Fifth International Conference on Adult Education (1997), and the International Conference on Child Labour (1997). The challenge now is to deliver on these commitments.
5. The EFA 2000 Assessment demonstrates that there has been significant progress in many countries. But it is unacceptable in the year 2000 that more than 113 million children have no access to primary education, 880 million adults are illiterate, gender discrimination continues to permeate education systems, and the quality of learning and the acquisition of human values and skills fall far short of the aspirations and needs of individuals and societies. Youth and adults are

denied access to the skills and knowledge necessary for gainful employment and full participation in their societies. Without accelerated progress towards education for all, national and internationally agreed targets for poverty reduction will be missed, and inequalities between countries and within societies will widen.

6. Education is a fundamental human right. It is the key to sustainable development and peace and stability within and among countries, and thus an indispensable means for effective participation in the societies and economies of the twenty-first century, which are affected by rapid globalization. Achieving EFA goals should be postponed no longer. The basic learning needs of all can and must be met as a matter of urgency.
7. We hereby collectively commit ourselves to the attainment of the following goals:
 - (i) expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
 - (ii) ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
 - (iii) ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
 - (iv) achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;

- (v) eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
 - (vi) improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.
8. To achieve these goals, we the governments, organizations, agencies, groups and associations represented at the World Education Forum pledge ourselves to:
- (i) mobilize strong national and international political commitment for education for all, develop national action plans and enhance significantly investment in basic education;
 - (ii) promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies;
 - (iii) ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development;
 - (iv) develop responsive, participatory and accountable systems of educational governance and management;
 - (v) meet the needs of education systems affected by conflict, national calamities and instability and conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and help to prevent violence and conflict;
 - (vi) implement integrated strategies for gender equality

in education which recognize the need for changes in attitudes, values and practices;

(vii) implement as a matter of urgency education programmes and actions to combat the HIV/AIDS pandemic;

(viii) create safe, healthy, inclusive and equitably resourced educational environments conducive to excellence in learning with clearly defined levels of achievement for all;

(ix) enhance the status, morale and professionalism of teachers;

(x) harness new information and communication technologies to help achieve EFA goals;

(xi) systematically monitor progress towards EFA goals and strategies at the national, regional and international levels; and

(xii) build on existing mechanisms to accelerate progress towards education for all.

9. Drawing on the evidence accumulated during the national and regional EFA assessments, and building on existing national sector strategies, all States will be requested to develop or strengthen existing national plans of action by 2002 at the latest. These plans should be integrated into a wider poverty reduction and development framework, and should be developed through more transparent and democratic processes, involving stakeholders, especially peoples' representatives, community leaders, parents, learners, non-governmental organizations (NGOs) and civil society. The plans will address problems associated with the

chronic under-financing of basic education by establishing budget priorities that reflect a commitment to achieving EFA goals and targets at the earliest possible date, and no later than 2015. They will also set out clear strategies for overcoming the special problems facing those currently excluded from educational opportunities, with a clear commitment to girls' education and gender equity. The plans will give substance and form to the goals and strategies set out in this Framework, and to the commitments made during a succession of international conferences in the 1990s. Regional activities to support national strategies will be based on strengthened regional and subregional organizations, networks and initiatives.

10. Political will and stronger national leadership are needed for the effective and successful implementation of national plans in each of the countries concerned. However, political will must be underpinned by resources. The international community acknowledges that many countries currently lack the resources to achieve education for all within an acceptable time-frame. New financial resources, preferably in the form of grants and concessional assistance, must therefore be mobilized by bilateral and multilateral funding agencies, including the World Bank and regional development banks, and the private sector. We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources.
11. The international community will deliver on this collective commitment by launching with immediate

effect a global initiative aimed at developing the strategies and mobilizing the resources needed to provide effective support to national efforts. Options to be considered under this initiative will include:

- (i) increasing external finance for education, in particular basic education;
- (ii) ensuring greater predictability in the flow of external assistance;
- (iii) facilitating more effective donor coordination;
- (iv) strengthening sector-wide approaches;
- (v) providing earlier, more extensive and broader debt relief and/or debt cancellation for poverty reduction, with a strong commitment to basic education; and
- (vi) undertaking more effective and regular monitoring of progress towards EFA goals and targets, including periodic assessments.

12. There is already evidence from many countries of what can be achieved through strong national strategies supported by effective development cooperation.

Progress under these strategies could – and must – be accelerated through increased international support. At the same time, countries with less developed strategies – including countries in transition, countries affected by conflict, and post-crisis countries – must be given the support they need to achieve more rapid progress towards education for all.

13. We will strengthen accountable international and regional mechanisms to give clear expression to these commitments and to ensure that the Dakar Framework for Action is on the agenda of every international and

regional organization, every national legislature and every local decision-making forum.

14. The EFA 2000 Assessment highlights that the challenge of education for all is greatest in sub-Saharan Africa, in South Asia, and in the least developed countries. Accordingly, while no country in need should be denied international assistance, priority should be given to these regions and countries. Countries in conflict or undergoing reconstruction should also be given special attention in building up their education systems to meet the needs of all learners.

Build on existing mechanisms to accelerate progress towards EFA

15. Implementation of the preceding goals and strategies will require national, regional and international mechanisms to be galvanized immediately. To be most effective these mechanisms will be participatory and, wherever possible, build on what already exists. They will include representatives of all stakeholders and partners and they will operate in transparent and accountable ways. They will respond comprehensively to the word and spirit of the Jomtien Declaration and this Dakar Framework for Action. The functions of these mechanisms will include, to varying degrees, advocacy, resource mobilization, monitoring, and EFA knowledge generation and sharing.
16. The heart of EFA activity lies at the country level. National EFA Forums will be strengthened or established to support the achievement of EFA. All relevant

ministries and national civil society organizations will be systematically represented in these Forums. They should be transparent and democratic and should constitute a framework for implementation at subnational levels. Countries will prepare comprehensive National EFA Plans by 2002 at the latest. For those countries with significant challenges, such as complex crises or natural disasters, special technical support will be provided by the international community. Each National EFA Plan will:

- (i) be developed by government leadership in direct and systematic consultation with national civil society;
- (ii) attract co-ordinated support of all development partners;
- (iii) specify reforms addressing the six EFA goals;
- (iv) establish a sustainable financial framework;
- (v) be time-bound and action-oriented;
- (vi) include mid-term performance indicators; and
- (vii) achieve a synergy of all human development efforts, through its inclusion within the national development planning framework and process.

17. Where these processes and a credible plan are in place, partner members of the international community undertake to work in a consistent, coordinated and coherent manner. Each partner will contribute according to its comparative advantage in support of the National EFA Plans to ensure that resource gaps are filled.
18. Regional activities to support national efforts will be based on existing regional and subregional organiza-

tions, networks and initiatives, augmented where necessary. Regions and subregions will decide on a lead EFA network that will become the Regional or Subregional Forum with an explicit EFA mandate. Systematic involvement of, and coordination with, all relevant civil society and other regional and subregional organizations are essential. These Regional and Subregional EFA Forums will be linked organically with, and be accountable to, National EFA Forums. Their functions will be: coordination with all relevant networks; setting and monitoring regional/subregional targets; advocacy; policy dialogue; the promotion of partnerships and technical cooperation; the sharing of best practices and lessons learned; monitoring and reporting for accountability; and promoting resource mobilization. Regional and international support will be available to strengthen Regional and Subregional Forums and relevant EFA capacities, especially within Africa and South Asia.

19. UNESCO will continue its mandated role in coordinating EFA partners and maintaining their collaborative momentum. In line with this, 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 from the UNESCO International Institute for Educational Planning (IIEP), the UNESCO International Bureau of Education (IBE), the UNESCO Institute for Education (UIE) and, in particular, the UNESCO Institute of Statistics, and inputs from Regional and Subregional

EFA Forums, 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.

20. UNESCO will serve as the Secretariat. It will refocus its education programme in order to place the outcomes and priorities of Dakar at the heart of its work. This will involve working groups on each of the six goals adopted at Dakar. This Secretariat will work closely with other organizations and may include staff seconded from them.
21. Achieving Education for All will require additional financial support by countries and increased development assistance and debt relief for education by bilateral and multilateral donors, estimated to cost in the order of \$8 billion a year. It is therefore essential that new, concrete financial commitments be made by national governments and also by bilateral and multilateral donors including the World Bank and the regional development banks, by civil society and by foundations.

28 April 2000 Dakar, Senegal

APPENDIX 2

Sida's POLICY FOR SECTOR PROGRAMME SUPPORT

In its concern to enhance partnerships and improve the effectiveness of Swedish participation in international development cooperation, the Swedish Government has reinforced its commitment to a sector wide approach in the support to key development areas. It has instructed Sida to increase its efforts to participate in such processes, and to shift from project to programme support, whenever possible. Simultaneously, thanks to the wider recognition at international level of the potential benefits of the sector wide approach and through the experiences gained at country level in a wide range of differing contexts, both policy and practice have evolved. These factors have all contributed to the need for a revised Swedish policy for support to sector programmes.

THE SECTOR WIDE APPROACH (SWAp) is the term used for current international thinking and practice regarding a form of long-term assistance to development at the sector level, embracing a sector policy and a sector expenditure programme. The aim of the sector wide approach is to attain sector specific objectives and to ensure national ownership through genuine partnerships in development cooperation. The broad sector programme approach is

intended to reduce aid fragmentation and improve coordination, strengthen national institutional capacity, enhance effectiveness of public sector expenditure and promote institutional reform. Expected benefits are the strengthening of democratic practices through improved transparency in the national budget, enhancement of national coordination mechanisms and promotion of participatory practices in decision-making.

The focus of SWAp is on an intended direction of change rather than on an established format.

Sector Programme Support (SPS) is the term used by Sida to participate in and support the Sector Wide Approach process. Sida's policy for sector programme support adheres to and embraces the SWAp principles described as follows.

A central feature of the SWAp concept is the principle of strong national ownership and political commitment. The role of external funding agencies is that of legitimate stakeholders and partners in dialogue. The partnership is understood as a shared framework of common values and objectives, essentially establishing a new code of conduct between national and external partners. The new code of conduct has a practical application in the change of modalities of interaction and cooperation between the partners.

The establishment of common goals and a common policy framework as opposed to detailed conditionalities, are the basic principles and points of departure for a joint long-term sector commitment.

As stakeholders in a joint sector programme, the external funding agencies must be prepared to change their own support modalities; concentrate on policy dialogue issues and participate in assessments of policy frameworks and institutional environments; give up conditionalities, earmarking funds and the focus on projects; adjust specific agency procedures for the transfer and monitoring of resources to joint, harmonised systems, and be prepared to delegate responsibilities to other partners in order to achieve the common goals.

The sector programme is seen as a joint programme of work with a process-oriented approach, geared to jointly agreed goals and policies. The partners work together in the definition of a strategy and in the negotiation of resource allocation. Recognizing that a step-by-step process may apply, partners shall strive to reach a point where resources, external and national, can be pooled in non-earmarked budget support to the sector.

Constraints to adequate sector performance and development need to be identified and addressed in the joint programme of work. One common constraint is weak institutional management capacity, both in general terms and in financial management terms. Institutional strengthening is thus in most cases a key component of sector programme support, to be jointly agreed upon.

Accountability, transparency and adequate measures to counteract corruption are legitimate concerns that need to be addressed. Systems and structures for financial resource

management need to be analysed. Gaps and weaknesses in budgeting, accounting and control of funds will require solutions, based on existing national mechanisms.

Institutional reform and development is often a cornerstone element of cooperation towards successful implementation of a sector programme. Reform needs, being different and specific for each country and sector, cannot be defined at a general level but will need contextualized analysis and policy dialogue involving all stakeholders, including key national ministries and civil society. The reform process, and support for it, will normally become an integral part of the sector programme.

Harmonised joint review procedures, including reporting, monitoring, evaluation and auditing (the latter in accordance with international auditing standards) will need to be established. Monitoring shall be based on the follow-up of indicators at the sector level including milestones in the sector reform process, and will also relate to economic and political development at the macro-level. Partners shall agree on a division of labor and delegation of responsibilities in a coordinated mechanism.

In addition, the following shall also apply for Sida:

1. In drawing up the country strategies for bilateral cooperation, Sida shall make assessments of the general macro-economic, political and governance conditions as well as of sectoral policies, which shall guide decisions on active Swedish involvement in a sector programme process, both in terms of policy dialogue and finance.

2. Providing there is a positive decision for a Swedish engagement in a sector programme process, the following steps shall apply:
 - Sida shall be prepared to allocate resources to the sector programme for specific purposes, such as capacity strengthening, or to the continuation of on-going projects within the overall sector programme framework, when agreement on goals and policy framework has been reached between partners on the sectoral level.
 - Sida shall strive to pool resources with other partners in basket-funding financing arrangements, when transparency and control in the management of these funds is found to be satisfactory.
 - Sida shall further be prepared to allocate untied resources to the national state budget for the sector programme when there is joint partner satisfaction with financial management arrangements at the national budget level, and when other significant donors are prepared to do likewise.
 - Sida can choose to allocate resources in any of the above-mentioned manners and be a “silent partner” in its support to a sector programme. This entails an agreement with another donor agency to carry out assessments, participate in the dialogue and negotiations, and take on other identified actions such as monitoring and evaluation on the behalf of Sida.

3. Regarding the policy dialogue with the partner country, Sida shall:

- Focus on poverty reduction and a human rights perspective as central policy issues. The principles of democracy, gender equality and environmental sustainability shall further guide and inform Swedish participation in this dialogue.
- Emphasize the necessity of ensuring the involvement and participation of stakeholders at the local level as well as users and beneficiaries in the preparation and reviews of the sector programme, in order to enhance the relevance of programme design and service delivery. This shall further be followed up in monitoring and evaluation.

4. The DAC Principles for Programme Assistance (“dac Principles for Effective Aid” 1992 or future dac documents replacing this), particularly regarding what is termed “sector assistance”, shall further guide Sida’s participation in Sector Wide Approaches.

This revised policy replaces Sida’s policy of 1995 for Sector Programme Support. Sidas Guidelines for Sector Programme Support provide instructions and guidance for the concrete application of this Policy.

APPENDIX 3

CAPACITY DEVELOPMENT AS A STRATEGIC QUESTION IN DEVELOPMENT COOPERATION – POLICY FOR Sida

“Sida’s task is to make sustainable development possible and thus make development cooperation superfluous in the long run. Our principal method is capacity and institution development. Knowledge is our most important resource.” (Sida’s mission statement, 1995).

This central part of Sida’s mission statement of 1995, has been reaffirmed in other policy documents ever since. Capacity development should be a major concern in programmes and projects in which Sida is involved.

Why Sida will focus more on capacity development

Knowledge, competence and well functioning organizations and institutions are keys to poverty reduction through social and economic development. This conviction is widely shared by governments, enterprises and organizations in the civil society all over the world today.

But, while increasing investments are made in the rich countries in the development of knowledge and of competence there is no equivalent in the poor countries. The differences between rich and poor countries and between

individuals within poor countries are widening rather than narrowing also in this respect.

This alarming situation calls for renewed efforts by Sida to increase its support to capacity development, defined as the combined efforts to support the development of knowledge, competence and well functioning organizations and institutions.

It is also necessary to review and to develop existing modalities and work practises, including the need to develop Sida's competence and that of Swedish cooperation partners to deal more efficiently with questions of capacity development. After more than 30 years of experience of support to capacity development, there is still recurring criticism from partner countries against present approaches for capacity development.

These policies and guidelines are the result of a review of present priorities and modalities for capacity development as they have evolved within Sida.

Sida's renewed commitment to capacity development is made in an environment characterised by progress towards democracy and a market economy in many partner countries. In this process, the interaction between the state, the market and the civil society is changing. The institutional frameworks in the form of laws and policies as well as the norms and values of people, are changing. This ought to be reflected in Sida's work as a need to develop and strengthen institutions and organisational structures, in the public domain, in the private sector and in the civil society.

Corresponding changes in institutional frameworks are taking place internationally. The strengthening of the human rights framework, the understanding of and the respect for human rights are key concerns in Swedish Development Cooperation, which should guide Sida's work also in its capacity development efforts.

Overall objectives

Sida shall increase its support towards capacity development in partner countries. This will be done through the combined efforts of increasing support to national systems for education, training and research, through a more clear focus on capacity development in all programmes and projects and through a more active collaboration with Swedish partners.

The ultimate objective is to create conditions for professional sustainability of institutions and organizations, including national systems of education, training and research.

Main areas of action

In order to achieve the objectives above, Sida shall:

- Systematically integrate capacity development as an objective in projects and programmes.
- Improve and strengthen Sida's cooperation with and professional exchange with Swedish partners.
- Give more support, financially and professionally, to the strengthening of national systems of education, training and research.

- Increase its support towards development of international competence in Sweden.
- Make Sida better equipped to work with capacity development in partnership with others.

Action to be taken within Sida

In relation to capacity development in projects and programmes, including the support to capacity development within national education systems, Sida shall:

- Develop its approaches to capacity development, through a more systematic analysis and sharing of experience of capacity development within Sida and with other partners, through the establishment of a shared conceptual framework, through staff development and through the establishment of a focal point and a network for capacity development within the organization.
- Increase contacts and sharing of experience with international and Swedish partners on methodological issues related to capacity development.
- Develop its role as a catalyst and facilitator in the development of networks and other forms of cooperation that aim at a wider sharing of professional experience between countries, organizations and individuals.
- Develop its methodology as regards analysis and evaluation of organizational and institutional structures and change processes.

- Increase its efforts to build on, use and strengthen knowledge and competence in partner countries.

In relation to Sidas support to national systems of education, training and research, Sida shall:

- As far as possible, participate in Sector Wide Approaches together with other partners on the basis of Sidas policy for Sector Programme Support.
- Improve co-ordination within Sida between the support to basic education and the support to higher education and research.

Conceptual framework

An important part of Sida's future work is to create a common understanding of concepts and approaches.

Sida will work

- to develop *knowledge* and *competence* of individuals and organizations.
- to develop *organizations* and/or *systems of organizations* and
- to change and strengthen *institutional frameworks* in the form of formal policies and laws and/or other informal norms which stipulate limits where the development of individuals and organizations are concerned.

The combined efforts in all the three areas mentioned above constitute Sidas efforts towards capacity development.

The concept of “institutional framework” is of central importance. It is used here in the sense of rules or, more formally, the restrictions which people establish for different forms of cooperation. The institutional framework can be formal and consist of laws and policies. It can also be informal and consist of the norms and values people set up for social interaction.

- Sida’s efforts to concretize and develop its approaches to capacity development shall be guided by the analytical framework that is contained in the attached annex.

APPENDIX 4

CODE OF CONDUCT FOR EDUCATION SECTOR FUNDING AGENCIES

Members of the Horizon 2000 Meeting of Education Experts from the Commission and Member States share the view that all reasonable steps should be taken to implement the following in a way that is sufficiently flexible and attentive to the context:

1. Ensure information on all relevant interventions in the sector (including: consultancies, new project initiatives, requests for assistance made by government, project appraisals, implementation and progress reports, technical assistance reports, evaluation reports) have been made available to government and other donors.
2. Strictly adhere to agreed maximum national/regional rates regarding remuneration and allowances for civil service employees agreed by donors, remuneration of national consultants, payments for conferences, etc. Avoid 'buying out' civil servants for private donor consultancy and work towards eventually decreasing the imbalance between national and expatriate salaries and allowances.
3. Ensure that donor-funded Technical Assistance to government:

- is driven by government priorities and absorption capacity, normally in response to the initial draft TOR, normally provided by government;
 - reports primarily to government managers;
 - supports government institutional capacity by focusing on skills transfer to civil servants in priority government functions;
 - is not restricted to supporting individual donor projects or programmes;
 - gives preferential treatment to national and regional consultants;
 - ensures that expatriate assistance (when required) is complementary to and develops national and regional consultancy expertise.
4. Actively encourage national consensus building processes and support local co-ordination mechanisms (to encourage government ownership and use as a means of exploring further options and modalities of support)
5. Work towards:
- using the financial, procurement, monitoring and reporting procedures and guidelines of the recipient country;
 - following the recipient's fiscal year and procedures for progress reports, financial reports and audits;

- pooling resources for specific components of the education sector in anticipation of moving towards general budgetary support, once appropriate mechanisms for reporting and financial management are in place;
 - harmonised reporting procedures.
6. Work through existing structure in order to ensure maximum integration in Ministry policy.
 7. Ensure effective communications between the local donor office and headquarters.
 8. Work towards joint appraisal missions, joint monitoring, joint auditing and evaluation, in accordance with the Government budget cycle and fiscal planning.
 9. In consultation with government schedule missions, to fit the government's timetable and be at a level that is manageable and not intimidating for government.
 10. Secure integration of gender aspects into any mission, study or related activities and gender expertise where needed. Secure integration of environmental aspects where appropriate into education-related activities.

APPENDIX 5

LIST OF HUMAN RIGHTS PARAGRAPHS WITH RELEVANCE TO THE RIGHT TO EDUCATION

This is a compilation of Human Rights with relevance to the right to education stated in the International Covenant on Civil and Political Rights (ICCPR), International Covenant on Economic, Social and Cultural Rights (ICECSR), Convention on the Elimination of All forms of Discrimination against Women (CEDAW) and Convention on the Rights of the Child (CRC).

Right TO education

- The State Parties to the present Covenant recognize the *right of everyone to education*. (ICECSR, CRC)
- Primary education shall be compulsory and available free to all. (ICECSR, CRC)
- **SECONDARY EDUCATION** in its different forms, including technical and vocational secondary education, shall be made generally available and accessible to all by every appropriate means, and in particular by the progressive introduction of free education (ICECSR)/Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child, and take appropriate measures such as the introduction of free

education and offering financial assistance in case of need. (CRC)

- **HIGHER EDUCATION** shall be made equally accessible to all, on the basis of capacity, by every appropriate means, and in particular by the progressive introduction of free education (ICECSR)/Make higher education accessible to all on the basis of capacity by every appropriate means. (CRC)
- Fundamental education shall be encouraged or intensified as far as possible for those persons who have not received or completed the whole period of their primary education. (CRC)
- The development of a system of schools at all levels shall be actively pursued, an adequate fellowship system shall be established, and the material conditions of teaching staff shall be continuously improved. (CRC)
- Make educational and vocational information and guidance available and accessible to all children. (CRC)
- Take measures to encourage regular attendance at schools and the reduction of drop-out rates. (CRC)

Rights related to educational content and educational processes (IN)

- Education shall be directed to the full development of the human personality and the sense of its dignity, and shall strengthen the respect for human rights and fundamental freedoms. They further agree that education

shall enable all persons to participate effectively in a free society, promote understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups, and further the activities of the United Nations for the maintenance of peace. (CRC)

Education should be directed to:

- The development of the child's personality, talents and mental and physical abilities to their fullest potential;
- The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;
- The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilizations different from his or her own;
- The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin;
- The development of respect for the natural environment. (CRC)

School management and infrastructure

- States Parties shall take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention. (CRC)
- No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principle set forth in paragraph 1 of the present article and to the requirements that the education given in such institutions shall conform to such minimum standards as may be laid down by the State. (CRC)
- In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration. (CRC)

Right to establish schools and choose education

- The States Parties to the present Covenant undertake to have respect for the liberty of parents and, when applicable, legal guardians to ensure the religious and moral education of their children in conformity with their own convictions. (ICCPR)/...to choose for their children schools, other than those established by the public authorities, which conform to such minimum educational standards as may be laid down or approved by the State... (ICECSR)

- No part of this article shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principles set forth in paragraph I of this article and to the requirement that the education given in such institutions shall conform to such minimum standards as may be laid down by the State. (ICECSR)

Right to association/teachers rights

- Everyone shall have the right to freedom of association with others, including the right to form and join trade unions for the protection of his interests. (ICCPR)
- The States Parties to the present Covenant undertake to ensure the right of everyone to form trade unions and join the trade union of his choice, subject only to the rules of the organization concerned, for the promotion and protection of his economic and social interests. (ICECSR)

Financing/follow-up/international cooperation

- Each State Party to the present Covenant which, at the time of becoming a Party, has not been able to secure in its metropolitan territory or other territories under its jurisdiction compulsory primary education, free of charge, undertakes, within two years, to work out and adopt a detailed plan of action for the progressive implementation, within a reasonable number of years, to be fixed in the plan, of the principle of compulsory education free of charge for all. (ICECSR)

- States Parties shall promote and encourage international cooperation in matters relating to education, in particular with a view to contributing to the elimination of ignorance and illiteracy throughout the world and facilitating access to scientific and technical knowledge and modern teaching methods. In this regard, particular account shall be taken of the needs of developing countries. (CRC)
- With regard to economic, social and cultural rights, State parties shall undertake such measures to the maximum extent of their available resources and, where needed, within the framework of international cooperation. (ICESCR)

Discrimination

Women

States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women:

- The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training;

- Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality;
- The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods;
- The same opportunities to benefit from scholarships and other study grants;
- The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women;
- The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely;
- The same opportunities to participate actively in sports and physical education;
- Access to specific educational information to help to ensure the health and well-being of families, including information and advice on family planning. (CEDAW)

Children with special needs:

- States Parties recognize the right of the disabled child to special care and shall encourage and ensure the extension, subject to available resources, to the eligible child and those responsible for his or her care, of assistance for which application is made and which is appropriate to the child's condition and to the circumstances of the parents or others caring for the child. (CRC)
- Recognizing the special needs of a disabled child, assistance extended in accordance with paragraph 2 of the present article shall be provided free of charge, whenever possible, taking into account the financial resources of the parents or others caring for the child, and shall be designed to ensure that the disabled child has effective access to and receives education, training, health care services, rehabilitation services, preparation for employment and recreation opportunities in a manner conducive to the child's achieving the fullest possible social integration and individual development, including his or her cultural and spiritual development. (CRC)

Working children:

- States Parties recognize the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development. (CRC)

APPENDIX 6

ANALYTICAL MODEL FOR EDUCATION SUPPORT FROM Sida's ACTION PROGRAMME PERSPECTIVES

RELEVANCE	GUIDING QUESTIONS		
A. Fundamental development problems in the country? (What does the country strategy say?)	What are the characteristics of the country's poverty and is the government's strategy to tackle poverty satisfactory?		
	To what extent does the government strive to reach the goal of gender equality between girls and boys and women and men?	To what extent is the country a democracy (culture, governance) and how does it live up to the Convention of the Rights of the Child and other international conventions?	How active is the process to reach sustainable development in the country?
B. Problems within the education sector?	What socio-economic groups participate in primary, secondary and tertiary education and to what extent does the government work for improved conditions for the poorest groups to participate in meaningful learning?		
	Are there gaps between girls' and boys' and women's and men's participation in education and to what extent does the government tackle these gaps?	To what extent does the government work for changes in the traditional "top-down" teaching to a democratic and pupil-centred education system for all?	To what extent does the education contribute to increased awareness and knowledge about the environment and sustainable development?
RELEVANCE	GUIDING QUESTIONS		
C. Purpose and goal of the support?	How does the support contribute to increase the participation of poor groups in meaningful learning?		
	To what extent does the support contribute to reduce the gender gaps in education?	To what extent does the support contribute to a democratic and pupil-centred education system for all?	To what extent does the support contribute to increased awareness and knowledge about the environment and sustainable development?

APPENDIX 7

CORE EFA INDICATORS

INDICATOR 1: Gross enrolment in early childhood development programmes, including public, private, and community programmes, expressed as a percentage of the official age-group concerned, if any, otherwise the age-group 3 to 5.

INDICATOR 2: Percentage of new entrants to primary grade 1 who have attended some form of organized early childhood development programme.

INDICATOR 3: Apparent (gross) intake rate: new entrants in primary grade 1 as percentage of the population of official entry age.

INDICATOR 4: Net intake rate: new entrants to primary grade 1 who are of the official primary school-entrance age as a percentage of the corresponding population.

INDICATOR 5: Gross enrolment ratio.

INDICATOR 6: Net enrolment ratio.

- INDICATOR 7: Public current expenditure on primary education a) as a percentage of GNP; and b) per pupil, as a percentage of GNP per capita.
- INDICATOR 8: Public expenditure on primary education as a percentage of total public expenditure on education.
- INDICATOR 9: Percentage of primary school teachers having attained the required academic qualifications.
- INDICATOR 10: Percentage of primary school teachers who are certified to teach according to national standards.
- INDICATOR 11: Pupil teacher ratio.
- INDICATOR 12: Repetition rates by grade.
- INDICATOR 13: Survival rate to grade 5 (percentage of a pupil cohort actually reaching grade 5).
- INDICATOR 14: Coefficient of efficiency (ideal number of pupil years needed for a cohort to complete the primary cycle, expressed as a percentage of the actual number of pupil-years).
- INDICATOR 15: Percentage of pupils having reached at least grade 4 of primary schooling who master a set of nationally defined basic learning competencies.

- Indicator 16: Literacy rate of 15–24 year olds.
- Indicator 17: Adult literacy rate: percentage of the population aged 15+ that is literate.
- Indicator 18: Literacy Gender Parity Index: ratio of female to male literacy rates.



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