EDUCATION FOR ALL
From Jomtien to Dakar and Beyond

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Introduction and Executive Summary

In Jomtien we affirmed our commitment to "meet the basic learning needs of all." We did this because we believe in the power of education to improve people's lives; higher levels of education are associated with a wide range of indicators of well-being, including better health, reduced fertility, decreased household vulnerability to shocks, greater civic participation and increased social mobility. Finally, and perhaps most importantly, we affirmed our commitment to Education for All (EFA) because we believe that education is a good in itself, a basic human right, freeing the spirit from chains of ignorance.

Providing universal basic education has proved more difficult than we assessed it would be in 1990. As our Year 2000 target date passes, 125 million primary school age children are still not in school and adult illiteracy is still a significant problem in many countries. Too many children are excluded because of poverty, policy, and politics. The very poor, girls, sick and malnourished children, ethnic minorities, and people displaced by war are most likely to be excluded from school. At the same time, the imperative for education grows stronger by the day, economic growth increasingly depends on knowledge and information. We are also recognizing that social and political progress depends on ensuring that people are enfranchised, that they see a clear path to improving their lives, and that structures exist to mediate social conflict.

Even if the world had remained static, achieving the EFA targets would have been challenging. But the world was not static; it experienced unprecedented changes between 1990 and 2000, both positive and negative, many of which contributed to the growing number of out-of-school children. These include large scale political and economic transition, fast population growth, the devastation of the HIV/AIDS epidemic, economic crises, man-made and natural disasters, and the widening of the digital divide.

The World Bank has provided assistance to countries working towards EFA. Lending for education has increased substantially and is better targeted to key areas such as early childhood education, school health, adult literacy, and skills development. Human development issues feature prominently in our dialogue with clients and other partners through such instruments as the Country Assistance Strategy, the Comprehensive Development Framework, the Poverty Reduction Strategy Paper, and the Heavily Indebted Poor Countries Initiative.

There are many success stories. But they are not enough. We must all do more to attack the multiple forces - that are excluding so many from accessing basic education. The successes show that EFA - or at least rapid progress toward EFA - is an attainable goal. But we must recognize that:

- **Strong political commitment** is the cornerstone of success: commitment keeps education high on a country's political agenda, helps develop sound sectoral policies, promotes efficient resource utilization, pushes through difficult and sometimes contentious policies, and helps build the institutional capacity necessary for effective program implementation.

- **Quality** is as important as quantity: expanding access to basic education is a central tenet of EFA, but access is not enough. A country's education quality is related to its long-term economic growth.

- **Partnerships** are key: governments are the principle financiers and generally the main providers of basic education in the vast majority of developing countries, but often need partners to help them.

- Countries make better progress when they have developed a sector policy framework: education policy is most effective when it is comprehensive and holistic.

- **Inefficient utilization of education resources** constrains progress: core education finance issues have implications for sector equity, effectiveness, and efficiency.

- **Safety nets** are important: supportive programs are needed to keep children in school during national
crises, or during crises in the home that throw families into poverty, such as a catastrophic illness or loss of employment;
• Success in education requires a growing economy: a growing economy creates jobs and opportunities that provide an incentive for people to acquire education and creates a tax base for government to raise the revenue required for educational improvements. A growing economy needs a responsive and adaptable education system capable of providing the skills to promote productivity.

The World Bank is committed to assisting countries whose programs build on these key lessons of the decade. In doing so it will seek to:

■ Place human development on the global agenda
  • Education at the center of development: the World Bank will continue to push for a global consensus on the centrality of education for economic and social development and for poverty reduction;
  • Purposeful partnerships: the Bank will work with its partners to ensure that countries with credible plans for achieving EFA are not thwarted by a lack of external resources;
  • Scaling up education operations: the Bank will intensify its efforts to help countries to (i) identify their priority actions; (ii) finance those priorities and (iii) implement the related activities;
  • Fast-track action plans: the Bank will partner with other players to advocate for a fast-track action plan for all countries that are committed to achieving EFA goals much sooner than the 2015 timeline.

■ Use new approaches strategically:
  • Comprehensive Development Framework: better coordinating its work with government and other donors and to help tie health, nutrition, education, and income earning programs together into a coherent poverty alleviation strategy using the CDF;
  • Poverty Reduction Strategy Paper and Heavily Indebted Poor Countries Initiative: supporting countries that are willing to use these new instruments to link economic and educational policy to advance the cause of EFA.

■ Leverage stronger partnerships on core topics: improving girls education, providing basic education for the poorest, addressing the spread and impact of HIV/AIDS, and bridging the digital divide.

The World Bank is committed to working towards these targets as a global priority.
Education for All

The World Conference on Education For All (WCEFA), held in Jomtien, Thailand, in March, 1990, was an historic initiative intended to stimulate international commitment to a new and broader vision of basic education: to “meet the basic learning needs of all, to equip people with the knowledge, skills, values and attitudes they need to live in dignity, to continue learning, to improve their own lives and to contribute to the development of their communities and nations.” The stimulus for the World Conference was the fact that some 105 million children between six and eleven years of age were not in school in 1985, the majority of them girls, and economic recession and financial crises in many developing countries were eroding hard-earned increases in school enrollment and literacy rates achieved in the 1970s. Prospects were that the number of out-of-school children would almost double to 200 million by 2000. Given the centrality of education to countries’ economic and social growth, this did not bode well for world development.

Four agencies of the United Nations system took the lead in convening and sponsoring the World Conference: United Nations Educational, Scientific, and Cultural Organization (UNESCO), the United Nations Children’s Fund (UNICEF), the United Nations Development Program (UNDP), and the World Bank. Later, the United Nations Fund for Population Activities (UNFPA) also became a partner in this endeavor. The convenors and WCEFA participants agreed on targets to be reached by the end of the century. These following six targets were adopted by 155 governments, 33 intergovernmental bodies, and 125 non-governmental organizations:

• The expansion of early childhood care and development activities, including family and community interventions, especially for poor, disadvantaged and disabled children;
• Universal access to, and completion of, primary education (or whatever higher level of education is considered as "basic") by the year 2000;
• Improvement in learning achievement such that an agreed percentage of an appropriate age cohort (e.g. 80 percent of 14 year-olds) attains or surpasses a defined level of learning achievement;
• Reduction of the adult illiteracy rate (the appropriate age group to be determined in each country) to around one-half of its 1990 level by the year 2000, with sufficient emphasis on female literacy to significantly reduce the disparity between male and female illiteracy rates;
• Expanded provision of basic education and training in other essential skills required by youth and adults, with program effectiveness assessed in terms of behavioral changes and impacts on health, employment and productivity; and
• Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all education channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioral change.

The 1990 Jomtien meeting set the context for a renewed effort by all the WCEFA convenors and participants to push toward the goal of EFA.

To monitor and promote progress towards the EFA goals the International Consultative Forum on Education for All was established. This Forum nurtured key initiatives over the past decade, including:

• The 1993 Summit of the Nine High-Population Countries (Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan), which addressed EFA goals for countries accounting for more than half the world's population and 75 percent of its illiterates at the start of the decade.
• The Mid-Decade Meeting of the International Consultative Forum on Education for All, where progress towards the EFA goals midway through the decade was assessed.
• Country assessments to measure progress.
• Regional and country-level meetings on EFA to report on the assessments.

• Preparation of the Dakar World Education Forum, April 2000.

The convenors of the EFA initiative (UNDP, UNESCO, UNICEF, UNFPA, and the World Bank) agreed to support the EFA priority areas, each acting within its mandate, special responsibilities, and the decisions of its governing bodies. Although individually each agency has embraced and pursued these goals, there is still much to be done collectively by a wider group. After a decade of working towards these goals, the reality is that there is still a long way to go, and a need for improved co-ordination and co-operation at country, regional and global levels.
1990–2000: From Jomtien to Dakar—The World in Action

Despite the best efforts of countries and the international community, the world did not achieve its EFA targets. In 1990, as many as 100 million children aged 6 to 11 were not in school; by 2000 this number had grown to 125 million. Even if the world had remained static, achieving the EFA targets would have been challenging. But the world was not static; it experienced unprecedented changes between 1990 and 2000, both positive and negative, many of which contributed to the growing number of out-of-school children. Six of the most significant phenomena which affected education and to which the World Bank responded were: fast population growth; the emergence of new countries and new economies; the economic crises; human conflict and natural disasters; the spread of HIV/AIDS; and the widening of the digital divide.

Fast Population Growth

During the 1990 to 2000 period, the number of children aged 6 to 14 increased by more than 25 percent in the Sub-Saharan Africa region. So high has been the Africa population growth that most African countries have had difficulty keeping enrollments constant in proportional terms, and some countries have lower primary school enrollment rates today than in 1980. In the South Asia and East Asia and Pacific regions, the increase in the number of children was around 15 percent – 40 million children during the decade. On the positive side, declining fertility during the decade means that the size of the 6 to 14 year-old cohort will stabilize in the coming decade in many countries, and, depending on the pace of the reduction in fertility, decline in some.

Human Conflict and Natural Disasters

Between 1990 and 2000, the world suffered from a wide range of man-made and natural disasters: wars, earthquakes, and floods. Where disasters occurred, they demolished education infrastructure and devastated human lives.

After conflict. Thirty-three countries are currently on the Bank's list of conflict-affected countries, at different stages of conflict and recovery. The Bank’s early reconstruction activities in these countries have increasingly focused on rebuilding people’s lives and livelihoods, prioritizing health and education services. Education programs frequently involve informal or work training for young people who have missed out on schooling. In addition, Bank projects are beginning to finance Education for Peace initiatives, such as a new rural education project in Colombia that supports tolerance and peaceful resolution of conflicts through reforms in school governance, pedagogical practices and curriculum. Post-conflict lending for education represented 4 percent of total reconstruction lending, which
itself amounted to US$5.5 billion.

World Bank (concessional) financing for education in conflict-affected sub-Saharan African countries for the 1990-2002 period is set at US$606 million. One example: the Bank’s reconstruction program in Sierra Leone targets returning refugees and internally displaced people. It is estimated that approximately 15 percent of the US$25 million demand-driven Community Reintegration Project will fund the rebuilding of educational infrastructure and reestablishing of services for returning populations.

Generally, the Bank has established a Post-Conflict Fund to pathfind Bank activities in these areas. Over 20 conflict-affected countries have received 50 grants from this US$20 million fund, prioritizing the rehabilitation of communities that take back both internally displaced and refugee populations. Many of these grants are channeled through UN agencies and NGOs working on education and related issues.

Earthquakes, floods, and hurricanes. More than 95 percent of all deaths caused by disasters occur in developing countries. Losses due to natural disasters are 20 times greater (as a percent of GDP) in developing countries than in industrialized countries. In 1999 alone, approximately 160 world natural disasters resulted in at least 67,350 fatalities and millions of people were displaced. The events included storms, hurricanes, cyclones, tornadoes, typhoons, earthquakes, floods, landslides and heat waves. The damage costs from these disasters could reach more than US$20 billion. Disasters often destroy schools due to construction practices or location. For example, in Turkey and Colombia a large portion of the stock of school buildings fell victim to earthquakes and floods, and in some areas of Mexico City schools suffered from the 1985 earthquake. In assisting Mexico, the Bank financed the reconstruction of school buildings to meet earthquake standards and the retrofitting of a significant portion of the school facilities that were at risk.

While the Bank has a long-standing practice of responding to disasters – between 1980 and 2000 the Bank financed disaster-related projects for approximately US$20 billion in 56 countries in all regions – it has recently taken action to assist countries in managing risk and to prevent or mitigate losses from disasters through the creation in 1998 of the Disaster Management Facility. The DMF provides operational support, promotes capacity-building, and establishes partnerships with the international and scientific community working on disaster issues. It has provided support to projects responding to: forest fires in Brazil; floods and earthquake reconstruction in Turkey; earthquake reconstruction in India; hurricane disaster prevention in the Caribbean; disaster prevention and mitigation in Central America, disaster prevention in Mexico; and El Niño-related effects in Africa, East Asia, and Latin America.

Spread of HIV/AIDS

The HIV/AIDS pandemic poses one of the gravest challenges to human development in Africa, Asia, Eastern Europe and the Caribbean. Because HIV/AIDS predominantly kills economically active ‘prime age’ adults, it carries especially serious consequences for child welfare and development.

Nowhere is this more so than in education, where it is reversing many of the hard won development gains of the past four decades. The impact of HIV/AIDS on education has a number of dimensions. First, HIV/AIDS forces millions of children out of school and into work. As adults become sick and die, households face a double squeeze. Their needs increase, while their ability to meet those needs is diminished. In Africa alone, eleven million children are now orphaned by HIV/AIDS; most of these orphans will suffer permanently as a result of withdrawal from school, early entry into the world of work, and declining nutritional intake. Second, HIV/AIDS threatens to reinforce gender disparities in education, since girls in affected households are more likely than boys to remain at home, nursing sick relatives and performing tasks that were previously the responsibility of other family members. Third, HIV/AIDS is devastating the teaching profession; for example, more than 30 percent of teachers in Malawi and Zambia are already infected, with major implications for planning the future supply of teachers. Fourth, HIV/AIDS is affecting the quality of teaching, as a result of prolonged absenteeism amongst sick staff, and a widespread sense of helplessness and low morale generated by the spread of the virus. Learning outcomes are further affected by low attendance rates amongst children, and the diversion of resources to health expenditures, and away from vital education investments at the household and national level.

Between 1986 and 1996, the World Bank responded to this crisis by financing 60 projects in 41 countries for total commitments of US$552 million; by 2000, this figure had risen to US$900 million. While the princi-
pal means of addressing HIV/AIDS remains within the health sector. World Bank supported education projects have played a key role in addressing some of its underlying causes: poverty, a lack of knowledge and gender inequalities, as well as through school health programs. Even if a vaccine is discovered or therapies which are affordable for developing countries are developed, HIV/AIDS prevention strategies will still depend heavily on persuading people to alter behavior through formal and non-formal health education programs for youth and adults. Where political support for such programs has been strong, as in Senegal, Thailand and Uganda, the further spread of the virus has been checked.

**Emergence of New Countries and New Economies**

By the year 2000 there were 20 percent more countries in the world than in 1990. Most of these new countries arose from the breakup of larger geopolitical entities, principally the former Soviet Union and the former Yugoslavia. While the education systems in these countries had provided relatively complete coverage of basic education, reforms were needed to meet their changed political and economic environment.

For most of the countries in the Europe and Central Asia region, the World Bank is providing a first education loan to new borrowers. With a portfolio of 17 projects in 13 countries amounting to total lending of approximately US$1 billion, and with projects in an advanced stage of preparation in 5 more countries and repeater projects under preparation in 3 countries, the World Bank continues to be the largest provider of financial and advisory assistance for education in the region. The World Bank, however, works very closely with partner organizations, particularly the European Training Foundation (of the European Union) and the Open Society Institute (commonly known as the Soros Foundation), both of which are active throughout the region, and expects also to work closely with the Asia Development Bank in countries in Central Asia that are members of the ADB.

**Economic Crisis**

During the past decade many countries in Africa, Eastern Europe and Asia experienced major economic upheaval. The social impact of these economic effects were transmitted through several channels: increased under- and unemployment, reduced labor market income, increased prices, and lower net government transfers. The East Asia crisis exemplifies the impact of these crises on education. The ferocity and pace at which the crisis spread throughout East Asia, sending previously booming economies into recession almost overnight, was unprecedented. With other donors, the Bank stepped in to provide significant assistance to mitigate the social risk of the crisis. One important program was a US$693 million program designed to keep children from dropping out of school in Indonesia.

**Box 1: World Bank Support to Transition Economies**

In the first half of the 1990s, education loans were extended to Romania and Hungary for education reform efforts, initially for basic/secondary education, and later for higher education. Now a first education project in Bulgaria has been appraised. In the second half of the 1990s, education loans/credits that focussed on rehabilitation were approved for Albania, Bosnia-Herzegovina, and FYR Macedonia. In both Albania and Bosnia-Herzegovina, lending operations that shifted the focus of Bank support to institutional reform and development are in an advanced stage of preparation. In the Russian Federation, an initial education innovation project was approved in the mid-1990s, and a pilot project to reform education finance and provision in three oblasts is currently under preparation. In Moldova, an initial education reform and development project was approved in the second half of the 1990s, as were initial projects in the Caucasus countries of Armenia and Azerbaijan; an Adaptable Program Loan for reform and development of general education in the Republic of Georgia is expected to be approved by the Board in the fall of 2000. In Central Asia, a Learning and Innovation Loan was approved in the late-1990s for Azerbaijan, and dialogue is underway on possible Bank lending and non-lending assistance to Uzbekistan. In the Baltics, an education project that provides assistance to the Latvians to focus on quality improvements as well as to improve the energy efficiency of their school buildings has become effective, and in Lithuania a project is under preparation that will assist the country in its efforts to reform secondary education as well as to deal with the costly energy inefficiency of their school buildings through school consolidation and rehabilitation of selected schools. While the Bank had lent to Turkey for technical education during the 1970s and 1980s, only in 1998 did the Bank have the opportunity to lend to Turkey for basic education, which it is doing through an Adaptable Program Loan.
Box 2: Indonesia’s Back to School Program

Indonesia’s economic crisis, which began in 1997, led to reduced incomes and increased prices, threatening low income households’ ability to provide for their children’s education. To avoid the decline in primary and junior secondary school enrollments among the poor that occurred during the economic downturn, the World Bank in partnership with ADB, UNICEF, and AusAid supported the Indonesian government with loans totalling US$381 million for the Back-to-School Program.

The Back-to-School Program has a single objective: to assist primary, junior secondary and senior secondary schools to maintain both enrollments and school quality at pre-crisis levels by:

- Providing scholarships to the poorest students
- Providing school grants to schools in the poorest communities;
- Informing parents and communities of the importance of keeping children in school, through a national media campaign
- Training local government officials, civil society, and head teachers to participate in administering the program; and
- Establishing an independent monitoring authority to ensure transparency in the selection of recipients and the flow of funds.

In both the 1998/1999 and 1999/2000 school years, the Back-to-School Program provided 4 million scholarships and 130,000 block grants, and 98 percent of the awards reached targeted children and schools. The program is widely recognized by villagers and parents and is helping to keep children in school. Local education authorities, head teachers and national surveys all report that enrollment has increased since 1997, and gross enrollment rates have remained high at around 108 percent at the primary level, 75 percent at the junior secondary level and 48 percent at the senior secondary level. The program also represents a breakthrough for Indonesia in community participation and involvement by civil society in school matters. District, sub-district and school committees, set up to allocate the scholarships and grants and consisting of at least 50 percent non-civil servants, have been instrumental in bringing the communities closer to the schools.

- There is an average of 1 Internet user per 5,000 persons in African countries compared to 1 user per 6 persons in Europe and North America.

While finance for information technology is an element of most education projects, increasingly the Bank’s role in assisting clients prepare for the knowledge economy is through its knowledge services. For example, the Education and Technology Thematic Group provides knowledge management, technical assistance, and training resources and services for World Bank staff and client country partners in distance education and the use of education technology. The World Links for Development (WorLD) program provides Internet connectivity and training for teachers, teacher trainers and students in developing countries in the use of technology in education, and links students and teachers in secondary schools in developing countries with schools in industrialized countries for collaborative learning via the Internet. The World Bank Institute (WBI), the capacity-building arm of the World Bank, is increasingly using distance education techniques to deliver its training programs; it also sponsors the Global Knowledge Partnership (GKP) which is an informal partnership of public, private and not-for-profit organizations, committed to sharing information, experiences and resources on the effective use of knowledge and information as tools of sustainable, equitable development.

Widening of the Digital Divide

The exponential rise of communications technologies has exacerbated the divide between low- and high-income countries. With increasing globalization and the rapid pace of technological change, knowledge has become a critical determinant of competitiveness. Countries that are able to seize the opportunities being created by innovations in science, communications and computing technologies may be able to "leapfrog" outdated technologies in areas such as telecommunications, power generation, food production, and in services such as preventive health and treatment of diseases, to name but a few. However, the knowledge revolution also brings with it a threat of a widening gap between developed and developing countries, with disparities in access to knowledge and information reinforcing existing disparities in capital and other resources.

- The number of radios per 1,000 inhabitants is about 37 in Nepal, 250 in Ghana and Malawi, 350 in Chile and more than 1300 in OECD countries.
- The number of personal computers per 1,000 inhabitants ranges from less than 1 in Burkina Faso, to 37 in South Africa, 43 in Chile, 216 in Singapore, and 408 in Switzerland.
Box 3: World Links for Development

The objective of the World Links for Development (WorLD) Program is to harness information and communications technologies (ICT) to open a world of collaborative learning for thousands of teachers and students around the globe. This is achieved through linking secondary schools via e-mail and the Internet, and providing intensive training to teachers, trainers and students in order to:

- expand educational opportunities and improve learning outcomes;
- build national capacity to apply ICT for economic and social development; and
- facilitate cultural understanding across nations and among the leaders of tomorrow.

Currently, the WorLD Program is operational in fifteen economies: Brazil, Colombia, Paraguay, Chile, Ghana, West Bank/Gaza, Mauritania, Mozambique, Peru, Senegal, South Africa, Turkey, Uganda, Zimbabwe, and Sri Lanka. Approximately 40,000 developing country teachers and students, 65 percent of whom are from outside the capital cities, are now participating in the Program and collaborating with their counterparts from more than 25 partner countries around the world.

Recently completed projects include: Flora and Fauna of Peru; Women and Tradition; International Refugees; Wetlands and Water Quality; Literature of the Americas; Insects Around the World; Global Art Project. A recently completed external evaluation of the first full year of program implementation indicates very high satisfaction among participants, strong impact on students’ job skills, significant increase in student and teacher motivation, and perceived positive impact on students’ academic achievement. Currently, demand for the Program far outstrips available resources.

Source: World Bank WorLD

The six developments of the 1990s impacted strongly on education and have forced a fundamental rethinking of EFA, its role, goals and means as part of the end of the decade review. Clearly EFA can no longer be attained through business as usual, with the usual players. Even if all of the firm commitments made in 1990 had been met, efforts during the 90’s would have proved inadequate.
World Bank Contribution to EFA 1990–2000

The World Bank committed itself to support country programs pursuing the WCEFA targets. As a further indication of its commitment, the Bank also announced specific institutional targets it would meet over the decade. These included doubling the size of its education lending, increasing technical assistance and lending specifically for basic education, and leveraging partnerships around these endeavors. Subsequently, at the 1995 Fourth World Conference on Women in Beijing, the Bank again emphasized its commitment to EFA by announcing that it would lend annually about US$900 million specifically for girls’ education. By the end of the decade, the Bank had met all its institutional EFA-related commitments, in spite of this a huge amount remains to be done to achieve EFA goals. The challenge now, is for the Bank to redouble its efforts.

The Bank’s Contribution

Doubling lending for education. In absolute terms, World Bank lending for education increased from an annual average of US$919 million for the period 1986–1990 to US$1.911 billion for the period 1991–1999. During the EFA decade (1991 through 1999), an average of 8 percent of the Bank’s new lending has been directed to education, nearly double the 5 percent that the Bank allocated to education in the decade preceding EFA. Notably, education support to the nine high-population countries has been especially high, with the bulk of it being advanced through the Bank’s International Development Agency (IDA) which lends on concessional, low-interest terms. At the end of 1999, for instance, the Bank’s ongoing lending support to education totaled US$1,400 million in India, US$808 million in China, US$637 million in Pakistan and US$229 million in Bangladesh. The programs being financed include many innovative initiatives aimed at expanding access to improved quality basic education and are increasingly implemented in partnerships with other donors.

Increased support to EFA targets. As a participant in the WCEFA, the World Bank committed to the EFA targets described in the Framework for Action.

- **Basic education for all**: The Bank has also successfully met its institutional commitment to increase its lending support for basic education. As a share of its total lending, support to basic education has increased. Between 1986 and 1990, around 27 percent of the Bank’s education lending supported basic education initiatives. During the decade of EFA, support to basic education rose dramatically, averaging 44 percent of total lending over the previous 10-year period. And in absolute amounts, support for basic education increased from US$248 million annually to US$841 annually, with the largest share of the lending supporting basic education initiatives provided through IDA on concessional terms.
- **Expanded Early Childhood Development (ECD)**: World Bank lending for ECD increased dramatically in the 1990s, reaching nearly US$700 million in support of 12 ongoing projects. In addition, another US$400 million supported EFA activities in 29 projects in the education and health sectors. An important new partnership on child...
Box 4: Partnerships in Support of Basic Education in India

India’s District Primary Education Program (DPEP) aims to build national, state, district and sub-district level managerial and professional capacity to support the sustainable development of primary education in districts in which female literacy rates are lower than the national average. It provides special support to district-based initiatives to improve primary education access, reduce dropout rates, and increase learning achievement. In doing so, it targets interventions to female and scheduled caste/tribe children, as well as to children with mild to moderate disabilities. The World Bank’s involvement in elementary education in India began in 1993 with support to 17 districts in one state (Uttar Pradesh). Since then the Bank’s elementary education portfolio has expanded to US$1.4 billion and funds project activities in 226 districts in 15 states. The DPEP is also supported by partners: with UNICEF (US$10 million), the European Union (US$175 million equivalent), DFID (US$194 million equivalent) and the Government of Netherlands (US$25.8 million). DPEP has increased access for over 5 million primary school children, reduced primary dropout rates and narrowed the gender gap in learning achievement.

DPEP districts have received funding for a variety of strategies to improve girls’ education: creation of early childhood education centers which free older female siblings to attend school; concerted efforts to increase the proportion of female teachers; community awareness campaigns to increase demand for girls’ education; support for women’s empowerment groups; improvements in school infrastructure, including provision of water points and girls’ toilets; creation of Village Education Committees with female representation to promote girls’ education; reviews of textbooks and curricula to identify and remedy gender bias; continuous in-service training of teachers with support for in-school professional development; and provision of reading materials and libraries in schools.

development in Yemen has been forged with UNICEF (see Box 5). One reason for this increased attention to ECD is the work of the Bank’s early childhood development group, which collaborates with many partners in linking science, research and practice to demonstrate the high pay off from early investment in children.

- **Learning achievement**: Bank lending for basic education has shifted in content and focus to place more emphasis on raising children’s learning achievement. More projects support quality enhancing inputs to education: better quality textbooks and instructional materials, expansion and enhancement of pre- and in-service teacher training programs, and less support for civil works and equipment. There is also increasing emphasis on enhancing the ability of the child to learn through school health and nutrition programs. Moreover, the share of education projects supporting activities related to the measurement of learning achievement has increased steadily, reaching 70 percent of education projects financed in the late 1990s, up from 40 percent a decade before.

- **Adult literacy**: Adult literacy, not much evident in Bank-supported projects previously, is now more actively addressed. One example is Senegal’s Pilot Literacy program. In an effort to combat illiteracy in general, reduce female illiteracy in particular, and to promote sustainable literacy through the use of printed

Box 5: Child Development Project—A World Bank–UNICEF Partnership Project in the Republic of Yemen

Recognizing the urgent need to address the low health and nutritional status of children (10 in 100 die before their fifth birthday), their poor nutritional intake (1 in 3 are malnourished) and the low enrollment rate of girls in basic schools (only 40 percent are enrolled), the Government of Yemen in partnership with UNICEF and IDA has proposed a Child Development Project to provide essential services in health and education.

The Child Development Project’s key strategy is the involvement of beneficiaries in order to ensure institutional and financial sustainability and help maintain quality of services. The strategy, which was already being piloted successfully by UNICEF in Yemen and elsewhere, brings together essential services such as health units, water systems, and basic schools inside the communities. This coordinated approach in a targeted geographic area builds synergy and heightens the impact of the individual interventions. Communities participate in assessing their needs and also contribute to the establishment and running of these services. Communities receive support from the Government’s local offices, which are also strengthened. The project will build on this approach and help scale-up operations in the most disadvantaged Governorates, impacting some 50 percent of all children in the country.

The Child Development Project represents an important development in interagency collaboration. It is IDA’s most comprehensive partnership with UNICEF in preparing, financing, and implementing a project. With the community-based approach and UNICEF’s involvement, it is expected that this project will provide innovative and effective interventions to address major human development problems facing Yemen.
Box 6: Meeting the Needs of Colombia’s Youth: The Colombia Youth Development Project

The lives of youth in Colombia are a reflection of the tremendous social and economic upheaval of past decades, characterized by massive rural-to-urban migration, high rates of unemployment, disintegration of traditional forms of social cohesion, and an increase in violence. The Bank is providing support to the Government through a Learning and Innovation Loan (LIL) for trial programs designed to address the problems of low-income youth. The main objective of the project is to test and evaluate alternative multisectoral, community-based, participatory approaches to developing and delivering services, and to provide activities for low-income youth in order to improve school retention and increase reinsertion rates for school dropouts, increase the employment rate of older youth, increase youth participation in community activities, and bring about a reduction in juvenile delinquency and intrafamily and community violence.

The range of youth issues being addressed in the service integration schemes are (i) learning outcomes: strengthening collaboration among schools, other service providers, and communities; putting in place support systems for students with learning and personal difficulties; and promoting parent education; (ii) school-to-work transition: job orientation and placement and employment information services; (iii) health promotion: promotion of healthy lifestyles; and (iv) social capital reinforcement: conflict resolution skills, cultural and recreational activities, life-skill activities, and interventions aimed at strengthening community relations.

By monitoring this service integration scheme, it is hoped that strategies can be honed and improved, and particularly effective approaches identified. It is expected that the lessons learned from this trial will inform the expansion of this approach nation-wide.

distance education activities and 32 education technologies activities, an increase of 18 percent and 78 percent, respectively. Projects in Latin America and the Caribbean accounted for one third of these.

Girls’ education. The Bank has accorded high priority to improving girls’ educational opportunities in its client countries, since girls comprise a large proportion of the out-of-school population and face special difficulties in gaining access to education. To focus its support and monitor progress towards its girls’ education objectives, the Bank identified 31 countries, now known as the 31 Girls’ Education Target Countries, for special attention due to their significant gender disparities in basic education. The priority the Bank has accorded to girls’ education has paid off. At the beginning of 2000, the Bank’s education portfolio included 64 projects with specific interventions targeting girls, and the average annual lending for girls’ education, 1995–1999, reached US$860 million. Moreover, the bulk of lending for girls’ education supports better designed and more finely targeted interventions at the basic education level.
Although the Bank operates foremost as a lending institution, it has increasingly provided support for EFA through its knowledge services and grants facilities. It has invested heavily in upgrading its technical assistance capacity and in disseminating knowledge and global experience through knowledge management. Websites and other information technologies provide policy makers around the globe with the most up-to-date information about “good practice” on education topics as diverse as girls’ education, early childhood development, economics of education, education quality, and school health. This information is derived not only from Bank work, but also from that of country governments, other donors, and NGOs.

The World Bank has also greatly expanded grant support for the education sector, largely through the Development Grant Facility (DGF). Each year the World Bank awards grants to external recipients, funded from its own IBRD investment earnings, which support high priority global and regional development initiatives. These limited funds are channeled through a single window to enable the Bank to prioritize award requests in a strategic manner and to support global/regional initiatives that cannot be funded adequately through country lending operations alone. The DGF and its predecessor SGP (Special Grants Program) have been an important source of support for EFA-related endeavors and have provided more than US$17 million in grant support for initiatives directly related to the EFA targets: this has leveraged more than US$12 billion in matching grants for these activities. Grant support given to date includes:

(i) improving the world wide collection of statistics by helping support the establishment of the new UNESCO Institute of Statistics (US$1.3 million to date); (ii) improving countries’ evaluation and assessment systems, by helping developing countries to participate in World Education Indicators (US$920,000 to date), helping developing countries into TIMSS-R (US$2.58 million to date) and EFA assessment (US$250,000); (iii) encouraging innovative approaches to delivery of education – e.g. grants to WorldLinks (US$670,000) and Africa Virtual University (US$2.72 million); (iv) supporting target efforts to improve girls’ access – e.g. grants to FAWE (US$1.76 million) (v) supporting target efforts to improve education quality in Africa with UNSIA (US$1 million), ADEA (US$970,000); and School Health (US$490,000).

**Box 7: The World Bank’s 31 Girls’ Education Target Countries**

Improving girls’ educational opportunities is critical to achieving the EFA targets. Currently, the majority of out-of-school children are girls, and it is widely recognized that there are special challenges to be faced in increasing girls’ enrollment rates. For these reasons, the Bank is committed to giving special support to girls’ education. Although the Bank had made progress on girls’ education, an internal review indicated that more needed to be done. Early in 1997, the Bank identified 31 client countries in which gender disparities in basic education access were especially large. The majority of these countries appeared unlikely to meet the EFA goal of universal basic education. The Bank now targets additional resources and special technical assistance for girls’ education in these countries. It actively works to include girls’ education initiatives in all education projects supported in these countries. It also monitors these countries’ progress on girls’ education. The 31 Girls’ Education Target Countries are:

- Africa: Angola, Benin, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, Eritrea, Ethiopia, Ghana, Guinea, Malawi, Mali, Niger, Nigeria, Mozambique, Senegal, Sierra Leone, Togo, Uganda, Zambia;
- South Asia: Bangladesh, India, Nepal, Pakistan;
- Middle East and North Africa: Morocco, Yemen;
- East Asia: Lao PDR, Papua New Guinea;
- Central Asia: Turkey;
- Latin America: Bolivia, Guatemala.

The World Bank contributes much less than governments

The Bank has delivered fully on the institutional commitments it made at the WCEFA. Indeed, it has exceeded and expanded on these commitments manyfold. Important as this support is, education is principally a country responsibility. The Bank is only one of many external partners in education and, a relatively small player on the world’s education stage. While the Bank allocates more than 8 percent of its lending to education, this amount translates into only about 1.5 percent of total education spending in the developing world. By comparison, private sector spending including community contributions, accounts for approximately 23 percent of educational spending, while governments are the major players and financiers in education. Governments formulate and implement education policies and contribute 74 percent of total education spending. The policy base and financial backing necessary for achieving EFA therefore, rests soundly with governments. Ultimately countries themselves determine educational
progress. Yet, with its global experience, cutting-edge technical assistance, and capacity to leverage other partners and donors, the Bank is singularly well-positioned to assist countries to pursue sound education policies in partnership with others. This implies that further steps towards achieving EFA should build on mechanisms for enhancing national and global partnerships in education development.
Moving Forward on EFA

It is now widely acknowledged that global progress towards the EFA targets was less than hoped for in the 1990s. Many countries encountered large and unanticipated stumbling blocks that were difficult to overcome. For them, the need for vigorous leadership on education, active policy measures, and effective investment in education remains a high priority. At the same time, other countries have made remarkable progress, in many cases by pursuing innovative reform policies. For these countries, continued implementation of effective policies, improvements in resource use, and the avoidance or mitigation of risk should result in EFA targets being reached.

Attaining EFA is not impossible, but it will require renewed global and national commitment of knowledge and financial support extending beyond the walls of ministers of education.

As a provider of both technical and investment assistance for education globally, the World Bank has learned much from the experience of its client countries. It has distilled at least eight core lessons from the past decade, which can help renew the final push towards EFA.

**A Core Lesson: Strong Political Commitment is the Cornerstone of Success**

Strong public commitment to the principles of universal education is central to moving the EFA agenda forward in any country. It is this commitment that puts education high on a country’s political agenda, develops sound sectoral policies, promotes efficient resource utilization, pushes through difficult and sometimes contentious policies, and builds the institutional capacity necessary for effec-

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**Figure 3: Girls’ Basic Education Gross Enrollment Rates and per capita GNP**

![Graph showing Girls' Basic Education Gross Enrollment Rates and per capita GNP](image)
tive program implementation. With commitment, considerable progress can be made towards universal education, even in the poorest countries where resource constraints are severe.

Political commitment has fostered major gains in EFA even in some of the world’s poorest countries. Figure 3 illustrates this clearly: girls’ basic education gross enrollment rates are plotted against countries’ per capita GNP, which is an indicator of its relative wealth. The relationship between national wealth and female education, while positive, is weak. In some countries, girls’ gross enrollment rates are 40 or 50 percentage points higher than those of countries with similar wealth, while at the same time, levels of girls’ school enrollments can be the same for countries of widely differing wealth. The implication is that better economic conditions do not, in and of themselves, broaden educational opportunities. Strong political commitment to universal basic education is at the heart of progress.

At independence in 1966, Botswana was one of the poorest countries in the world and had a GER of 65 percent. It had no full-fledged Ministry of Education; there were only nine secondary schools, about 251 primary schools, and fewer than 10 nationals with an undergraduate degree.

Virtually all senior professional positions were held by expatriates. Since independence, Botswana has focused on increasing the number of teaching and non-teaching staff within the Ministry of Education. Like the more recent UPE policy decisions in Uganda and Malawi, Botswana’s policy was the product of a clearly articulated political will at a time when many thought it was an unattainable goal. Against much international opinion, Botswana chose to focus human resource development efforts on secondary and tertiary education first and then worked backwards to lower levels. This strategy was selected because graduates of these higher levels would then be relied upon to promote human development at the lower levels. Government was also prepared to invest heavily in human resource development even in times of economic austerity. In 1984, Botswana reached a GER of 102 percent and by 1999, the proportion of trained primary school teachers had risen from 62 percent in 1976 to 92 percent.

Another example comes from Chile, a middle-income country whose political commitment following the election of a democratic government was to improve the quality of education for all. As a consequence, special funds were targeted to the poorest schools to improve quality and access to information through the Internet.

Strong and persistent political commitment manifests itself in sustained sectoral policy strategies, effective capacity to implement public programs, robust national and subnational education information systems, rigorous institutional learning mechanisms (research, evaluation, and policy analysis) and broader sharing of information. India’s District Primary Education Program, China’s implementation of the Compulsory Education Law and the Outline for Reform and Development of Education Law, and Brazil’s decision to undertake a national assessment system, all share these elements of political commitment, and each country has progressed towards EFA.

A Core Lesson: Quality is as Important as Quantity

Expanding access to basic education is a central tenet of EFA, but access is not enough. A country’s education quality is related to its long-term economic growth. Children need to acquire a range of skills, attitudes and behaviors that are consistent with their development as persons and which enhance full participation in their communities, economies and nations. The skills schools develop include not only such basic skills as literacy and numeracy, but also “learning to learn,” self-confidence and self-esteem, and the ability to get along with others. All available evidence indicates that improvements in education quality contribute to greater efficiency: children who attend schools of better quality learn more, repeat less often, stay in school longer, and drop out less.

Many countries are now beginning to establish systems for assessing their education quality. For example, in Latin America national tests for monitoring how well students learn were initially adopted in Brazil, Chile, Colombia, Costa Rica, Mexico and several Caribbean countries and, in the last few years, have been a feature of nearly all countries. In Africa, Zambia, Zimbabwe, Mauritius, Tanzania and Namibia completed assessments of English at the primary level as part of a Southern African Consortium for the Monitoring of Educational Quality (SACMEQ) exercise in 1993; a second SACMEQ exercise covering both English and mathematics will include these countries and nine others. In Asia, China, Cambodia, Vietnam, the Philippines, and...
Pakistan, Nepal, Bangladesh and Lao PDR have undertaken national assessments. Internationally, 40 countries are participating in common assessments of mathematics and science achievement in basic education, including 21 countries in the developing world.

**A Core Lesson: Governments Cannot Deliver on EFA Alone – Partnerships Are Key**

Governments are the principal financiers and generally the main providers of basic education in the vast majority of developing countries. Most governments allocate 10 to 15 percent of national budgets to education, and in some countries this share is higher. For example, with no army and only a small police force, and a constitutional requirement that a minimum of 6 percent of GDP be spent on education, Costa Rica is able to devote 23 percent of its national budget to education. Constitutions of most countries newly independent in the latter half of the 20th century established education as both a right and an obligation for their citizens, and therefore to be provided free. As long as enrollments were low at all levels, free education was affordable. Over the past two decades, however, it has become increasingly clear that, without significant reallocation from other sectors or increased support from civil society, provision of “free” education at all levels is not possible.

**Reallocation from other sectors.** A few countries simply need to spend more on education to achieve their goals; countries with high human development indicators spend 50 percent more on education than those with only medium human development indicators. Military spending and subsidies to public sector enterprises can be reduced and savings allocated to finance future shortfalls in education budgets. For example, in

**Box 8: International Finance Corporation (IFC) and EdInvest**

For more than 35 years, the World Bank has been providing governments of developing countries with financial and technical support for educational growth and improvement. The World Bank group support to education through the private sector has been increased through the International Finance Corporation (IFC). Some of the benefits that private provision (and IFC financing) can contribute toward the balanced development of education:

- Supplement limited governmental capacity: fiscal considerations make it difficult for most governments—even those whose philosophies might push them in this direction—to be the sole provider of “free” education to all who seek it at every level;
- Expand educational opportunities: large private school systems already exist in many countries, in many cases extending educational opportunities to those who are less well-off; private financing and provision can expand the number of student places, especially at secondary and tertiary levels;
- Target public subsidies better: subsidies to education are not always well targeted, with the richest households gaining the largest share of subsidies; private financing can allow better targeting of public resources to the poor; and IFC financing of secondary and higher education can facilitate the redirecting of government subsidies to the poor, and
- Increase efficiency and innovation: private financing can be more efficient than the public sector when quality is maintained at a lower unit cost. It can increase the potential for innovation in education, especially in the presence of competitive pressures.

In 1995, 1996 and 1997, IFC approved one investment in private education. Then in 1998, IFC’s investment activity increased in response to rapid growth in client demand, especially in Africa. Thus far all IFC investments involve independent private schools or universities, some of them for-profit, others not. IFC education investments in Africa have included projects in Kenya, Uganda, Senegal, The Gambia, Guinea and Côte d’Ivoire—all low-income countries. In addition the World Bank has teamed up with the IFC and the private sector to establish EdInvest—an online education investment information facility (http://www.worldbank.org/edinvest) on private participation in education. The World Bank Group’s EdInvest initiative strives to promote and facilitate private sector investment in education entities in developing and transition economies. The EdInvest initiative consists of a conference series, bolstered by a sophisticated and powerful technology tool, the EdInvest electronic forum. The Internet site hosts a directory of education investment opportunities. EdInvest will also provides users with additional features that facilitate education investment such as country education market reports, news updates, information on relevant conferences, case studies, communication tools and access to specialists.
India, government subsidies to the power industry were 1 percent of GDP in the mid-1990s, enough to finance the DPEP (District Primary Education Program) for more than 20 years. Privatization reforms could also release government resources to the education sector, in many countries.

**Civil society engagement.**
Engagement of civil society at large is needed for EFA. Experience shows that civil society is ready to act when the central government is unable to, as in the case of Lebanon and El Salvador, where sectarian and community schools arose to fill gaps that emerged during civil wars. In addition, new legal frameworks that allow for greater diversity in education provision are important, since non-government schools—including religious, NGO-run, community financed, and for-profit institutions—offer a huge potential for expanding both educational access and quality. Private schools enroll about 10 percent of basic education students internationally. NGOs also provide opportunities, particularly in rural areas. For example, in Bangladesh, BRAC’s (Bangladesh Rural Advancement Committee) rural non-formal schools offer primary school opportunities for over one million school-age children. With well-thought equity-related policies in place these experiences could add to societal efforts for access, quality and equity in education.

**The Role of Families.** Families create an environment conducive to learning by reinforcing the importance of education, by supporting the teachers’ role and providing, in many cases, uniforms, transportation and learning materials, contributing to school development funds, and ensuring the good health and nutrition of children. In many countries, private expenditures on education are sizable. Globally, close to 20 percent of education expenditures are contributed by households. In many East Asian countries for example, parents and households finance nearly half of total education expenditures even in government schools. In all these ways, family expenditures for schooling complement government expenditures, forging a partnership between the two. Again, this partnership should be such that children who cannot get adequate family support are not further disadvantaged in school.

**A Core Lesson:**
**Countries Make Better Progress When They Have Developed Sector Policy Frameworks**

Education policy is most effective when it is comprehensive. The distribution of public expenditures across basic, secondary, vocational and tertiary education is a concern in all countries, including developing countries. While each sub-sector is a necessary component of an effective education system, common practice in many countries is to treat them as independent, with each the domain of a different ministry and with even some supported by multiple ministries (e.g. early child development programs offered by ministries of social affairs, vocational training centers operated by ministries of labor, university scholarships awarded by the military). Personal interests and a lack of transparency often result in inadequate public support to basic education, particularly when elites patronize independent schools for their children. These same interests often result in tertiary level subsidies inequitably benefiting higher income families more often than lower income families. Inefficiencies and inequities can be avoided when decisions are rooted in comprehensive education policy frameworks. Many developing countries such as Egypt (see Box 9), and the Dominican Republic are beginning to develop such sound, comprehensive education sector policy frameworks. In the Dominican Republic, the Basic Education Development Project supports a share of the government’s development and investment program for basic education as reflected in its basic education strategy. Selected activities are targeted to children from low-income families in underserved areas. The objectives of the program are to improve the quality of basic education, increase enrollment and completion rates, particularly among children from low-income families, and strengthen technical and resource management capabilities for basic education.

**A Core Lesson:**
**Inefficient Utilization of Education Resources Constrains Progress**

How much a society decides to spend on education, who is responsible for paying, how resources are allocated across education levels and, within levels, across categories of expenditure—these are core education finance issues, with implications for sector equity, effectiveness and efficiency.

**Level of effort.** The public effort to support education in some developing
countries is weak, and could be considered under-investment, while in other countries adequate effort is transformed into inefficient and unproductive expenditures. There is no one “correct” share of GNP that should be allocated to education. However, public expenditures on education amounted to approximately 6 percent of GNP in OECD countries in 1998. Some countries, with strong social policies – including Canada and the Nordic countries – afforded higher amounts, with public expenditures for education reaching more than 7 percent of GNP. In contrast, many developing countries contribute lower levels. In 1997, for instance, public expenditures for education in 12 African countries, most with low enrollment rates at the basic level, amounted to less than 3 percent of GNP, and in seven countries – Burkina Faso, Chad, Eritrea, Guinea, Madagascar, Nigeria and Sudan – this figure was less than 2 percent of GNP. Public expenditures on education have also declined significantly in several countries: in Madagascar, Sudan and Zambia, expenditures in 1997 were less than half the levels in 1980.

**Efficiency.** Some countries appear to achieve more than others with similar levels of public effort. For example, Malawi’s success in expanding educational coverage (see Figure 3) was achieved with public expenditures averaging around 3.5 percent of GNP in the mid-1990s, while a country with a similar GNP at that time, Yemen, achieved a basic gross enrollment rate only slightly above 40 percent with 5.1 percent of GNP. Greater efficiency arises from more strategic use of sector resources. One lesson learned over the past decade is that non-salary recurrent costs of education need to be factored into public expenditure plans. These are often costs related to improving the quality of education: textbooks, teaching/learning materials, in-service teacher training and upgrading, and school building operation and maintenance. Improved efficiency in expenditures on salary recurrent costs frees up resources for essential non-salary recurrent expenditures, and even for immediate investment needs.

Two important lessons for improving efficiency are that (i) rigorous examination of the costs and effects of sector policies requires adequate information about both costs and effects, and (ii) undertaking reforms to improve efficiency in resource utilization requires political commitment to review and act on the information. Many countries are undertaking detailed reviews of public expenditures in the education sector, and are establishing expenditure monitoring systems to better capture information about the flow of funds to education. Other countries have found inefficiencies in their systems when detailed analysis is undertaken. With information to assess the productivity of the education system, national and sub-national governments will be better placed to make decisions that improve efficiency of public expenditures.

**Box 9: A Comprehensive Development Framework for Education and Training in Egypt**

Since 1996, the Egyptian government has been working in partnership with the World Bank to develop a comprehensive strategy for education and training designed to prepare a workforce capable of making and keeping Egypt internationally competitive in a global economy in the 21st century. To match the new requirements of employers and to attract private investment, especially international investors needed for job creation, the workforce of the future will need a whole new spectrum of knowledge and skills to deal with technology and the globalization of knowledge. It will need citizens who are increasingly highly educated, broadly skilled, adaptable, motivated and able to deal with continuous change. This means something must be done at every level of education through both the public and private sectors. An holistic approach to education and training, and concurrent investment in the whole pyramid of basic education, secondary education, higher education and training is needed. Major reform is already underway in basic education with financial and technical support from the World Bank and European Union through a basic Education Enhancement Program (EEP). Building on the progress achieved in the EEP, the Bank approved a Secondary Education Enhancement Project (SEEP) in 1999. In tertiary education, the government, with technical support from the World Bank, established a national Higher Education Enhancement Program (HEEP). Commission consisting of prominent members of the society including business leaders and parliamentarians, in addition to the academic community.
A Core Lesson: Education Must Adapt Quickly to New Economic, Technological and Social Challenges

Today’s world is one of rapid change where new priorities and challenges are continually emerging. It is a world in which education is becoming ever more central in determining both countries’ and individuals’ futures. These factors were recognized and clearly acknowledged at the Jomtien Conference in 1990. Yet, no one was quite prepared for the magnitude, scope and speed of change that was to occur in the following decade in the universalization of market economies, reduction in trade barriers, and the spread of information technologies. Countries’ abilities to seize the opportunities these changes present rest in no small part on the educational opportunities they provide for their youth.

Market economies and international markets. Over 80 percent of the world’s population now live in countries where market economies prevail. Rapid change is a feature of such markets which reward enterprise, risk-taking, agility and flexibility. The emergence of the global marketplace has accelerated the pace of this change and intensified the race to accommodate and adapt to new changes. Employers, now facing global competitors, require production processes that are much faster, higher quality outputs produced more reliably, continuous innovation, and the ability to deliver products at competitive costs. Knowledge and skills are increasingly replacing raw materials and labor as the input most crucial for success. Better educated workers are needed who are adaptable, able to work in teams, have problem-solving skills, and have learned how to learn. The educational attainment of the labor force has enabled rapid growth in some countries, as with the computer software industry of India.

Information technology. Information technology has reduced communication distances, expanded access to knowledge and created a “digital divide” between developed and developing nations. Education systems are being transformed in many countries to respond to this information revolution. In this dynamic context, the acquisition, creation, adaptation and dissemination of knowledge need to be explicitly built into a country’s overall development strategy. Formal education and lifelong learning are at the core of this strategy. A country’s capacity to take advantage of the knowledge economy depends on how quickly it can become a “learning economy”. Learning means not only using new technologies to access global knowledge, it also means using them to communicate with other people about innovation. In the “learning economy”, individuals, firms, and countries will be able to create wealth in proportion to their capacity to learn and share innovation. This requires fundamental shifts in formal education systems, where the focus needs to be on teaching people how to learn, as opposed to transmitting facts. This also requires a renewed emphasis on lifelong learning to foster the virtuous circle of discovery, dissemination, and emergence of shared understandings. Closing the digital divide will be necessary if EFA is to have meaning in the third millennium.

Box 10: Effective Public Expenditure Reform in Mauritania

During the past years, Mauritania has made concerted efforts to improve the overall level of education and skills of its population, especially that of women. With the support of three IDA financed education projects, the government has expanded educational opportunities, trained more teachers and improved school curricula. As a result, total gross enrollment ratios at the primary level have almost doubled, increasing from 47 percent in 1990/91 to 86 percent in 1998/99. Enrollments at the secondary level also increased with girls reaching 41 percent of the total. The number of students in technical education doubled with girls representing about one third of the total.

The main factors underlying Mauritania’s achievements are sustained political and budgetary commitments to the education sector. Within the education budget, priority has been given to the basic education sub-sector which takes up 50 percent of the total. Another important aspect that has contributed to this progress is the partnership in educational financing that exists between the government and communities particularly in the construction of schools. With IDA support, the government initiated school construction where communities finance 30 percent of the total costs either in cash or in kind.

A Core Lesson: Education must be Cushioned During Crises

Economic crises have underlined the importance of cushioning education and other social sector spending from
such external shocks. Without cushioning, levels of human capital fall, especially among the poor who become unable to cover the costs of schooling, health and food. This deepens persistent and chronic poverty and delays economic recovery. Social unrest and dissent often also increase.

The experiences of Latin American countries in the regional crisis of the early 1980s confirm this effect. Between the 1950s/60s and 1970s/80s, the average annual increase in years of schooling in 18 Latin American countries fell from 1.9 years to 1.2 years. Worsening economic conditions in the 1970s and 1980s – short-term GDP shocks, volatility, and adverse trade shocks – appear to account for much of this decline. Budgetary support for education declined significantly over this period. Simulation models suggest that gross secondary enrollment in Mexico would have been 11 percentage points higher in 1991 if the economy had grown, rather than declined, during the 1980s, even if only at half the rate of the 1970s.

In Asia, as noted previously, a downward economic spiral deeply affected families' abilities to support their children's schooling and the government's ability to finance education. Even with the Back to School Program in place, the proportion of poor children out of school in Indonesia rose from 14 to 25 percent between 1997 and 1998.

In both these cases, education enrollments dropped considerably, even when additional resources and incentives were put in place to mitigate this. If these measures had not been taken, the impact of the crisis on education and the poor would have been considerably greater. Recovery would undoubtedly have been more protracted. The lesson is that a country's economic recovery from an economic crisis will be slower unless budgetary support for the sector is maintained and shorter-term measures are introduced to help poorer children remain in school.

Countries with clear strategies, national plans and attendant policies are also more successful at addressing other crises. No education system can anticipate every crisis it will encounter, but it can do much to mitigate risks. Natural and man-made disasters affect all countries, but the effects differ widely. HIV/AIDS, for example, has swept through much of Africa and East Asia, with devastating effects on the workforce, families and children. But its effects have been mitigated in countries that took early action to acknowledge the problem and introduce HIV/AIDS education activities and prevention techniques, requiring joint efforts between education and health ministries.

A Core Lesson: Education Expansion Needs To Be Supported By A Growing Economy

Education plays a crucial role in economic development. Education helps to increase people's productivity, which should ultimately be reflected in their wages and in their nation's economic growth rate. However, the association between education and economic growth is not unidirectional. A growing economy generates job opportunities for people and thus provides them with an important incentive to acquire education. In the context of a growing economy education offers the poor an important key to formal labor market access and improved income-earning opportunities. A growing economy also provides government with a potential tax base on which to raise the revenue required to make needed improvements in school infrastructure, the quality of the teaching force, teaching materials, and equipment. Conversely, a growing economy needs to be supported by a responsive and adaptable education system capable of providing the skills to promote productivity. The two need to expand in tandem. A growing economy will be slowed down by an unresponsive education and training system, while a robust education system will lose its momentum in a sluggish economy.
Core Lessons and Their Implications for EFA

The lessons learned over the past decade have strong implications for the final push to EFA in the coming years. These are summarized in the following table, and discussed further in the next section, where the Bank's role in the future is sketched out.

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The World Bank: Adapting to Meet the New Challenges

The World Bank's mission is to fight poverty with passion and professionalism. Both research and practical experience identify education as a cornerstone for human development. In the next decade, the World Bank will incorporate the lessons from the EFA Decade and, working with a wider array of partners, will seek to help countries achieve quality education for all, in at least three ways.

**One: Placing Human Development on the Global Agenda**

*Education is central to development.*

Over the next decade, the World Bank will continue to push for a global consensus on the centrality of education for economic and social development and for poverty reduction. Education is fundamental to productivity and competitiveness, and creates a demand for improved social conditions; it is a powerful tool for reducing inequality, and as such is recognized as a human right; furthermore, it is valuable in itself. A productive and growing economy requires a productive human environment, with rising skill levels, safe working conditions, healthy workers who live in decent housing in safe neighborhoods, a sense of opportunity, assimilation of underemployed citizens into the productive workforce, and low levels of pollution. Achieving quality education for all can no longer be the agenda of ministries of education alone. It must move higher up in the agenda of heads of state, ministries of finance, non-government organizations, trade unions, the private sector, foundations, bi- and multilateral international development agencies, sub-national governments, civil society and citizens in all walks of life.

*The Bank will seek to scale up the impact of its education operations.* The World Bank will intensify its efforts to help countries (i) identify their priority actions within a holistic approach to the development of the whole education system, using the Comprehensive Development Framework (CDF) and Poverty Reduction Strategy (PRS) as major tools; (ii) finance those priorities through existing and new lending instruments, including sector investment programs (see Box 11), Learning and Innovation Loans and Adaptable Program Loans (see Box 11); and (iii) implement the related activities through partnerships using sector wide approaches as appropriate.

*Education needs purposeful partnerships.* The World Bank will work with its partners to ensure that countries with credible plans for achieving EFA are not thwarted by a lack of external resources. Meeting this challenge will require a new and very different set of alliances. Five international multilateral convenes the Jomtien conference and have continued to lead EFA activities over the past decade. While this international participation is significant and necessary, it is not sufficient for success. Success is hard won, achieved country by country, and requires the participation of all possible partners: governments, the private sector, civil society and the international community. After Dakar, the EFA movement must move forward at the country, regional and global level. It must be more imaginative and risk-taking in its partnerships, and must involve local communities, ministers of finance, global firms, and NGOs.

*A high impact EFA implementation effort will focus on a select group of countries.* The World Bank will advocate the development of a comprehensive, fast-track action plan for all countries that are committed to achieving EFA goals much sooner that the 2015 timeline. In a fresh and forward-looking partnership, regional and global players could build the support and necessary internal commitment for funding such a process. Under such a demand-driven process and within a global framework, the road for achieving EFA by countries can be detailed, the barriers analyzed and the partnerships built, giving momentum for the overall EFA effort.
Box 11: Learning from Lending

With the widespread requirements for the inclusion of monitorable indicators of accomplishment within Bank and IDA supported education projects, the opportunity for learning through lending is at an all-time high. In addition, new types of lending instruments provide even greater opportunities. These instruments are called "adaptable lending instruments," and include Learning and Innovation Loans (LILs) and Adaptable Program Loans (APLs). Common to these instruments are: strong country ownership and commitment to the program, broad participation in program design and implementation, local accountability for resource use, flexibility in program financing so programs can respond to changing economic and social conditions, and improved capacity to undertake more comprehensive and effective monitoring and evaluation.

Adaptable Program Loans (APLs) support large-scale support for phased, but sustained, implementation of long-term development programs. Through APLs, countries can obtain Bank commitment for very significant, long-term reform measures. Future tranches of money are assured providing countries meet the target objectives they themselves establish for each of the distinct phases of the APL. The broad objectives of the long-term reform are clear, and agreed upon with the Bank and any other supporting donors, at the commencement of the APL. Program details for activities in the early years are usually also well-defined. Program details for later phases, however, usually remain vague until earlier phases near their completion. This allows countries the flexibility to modify and adjust their programs as new information and lessons of experience emerge from ongoing activities. It also permits programs to be more readily adapted to changing economic and social conditions.

Turkey is one country that has recently negotiated an APL with the World Bank. The APL is providing financing of US$600 million for two overlapping phases which are supporting the Turkish Government’s comprehensive investment program to achieve the objectives of its new basic education strategy. Central to the strategy is the expansion of basic coverage and the elimination of disparities in girls’ and boys’ basic education enrollments. The timing of the two phases and the processing of subsequent financing for the Program is dependent upon the actual pace of implementation of the activities which the APLs are financing.

Learning and Innovation Loans (LILs) hold special promise as vehicles for learning. They are designed to support short-term, small-scale programs to build institutional capacity, pilot promising development initiatives, and try out new and innovative approaches and models so as to assess their potential effectiveness. LILs help Ministries pilot reforms and interventions on a small-scale, and identify and rectify barriers and unintended consequences before going to scale. The maximum value of a LIL is US$5 million. To date several LILs, amounting to almost US$45 million, are supporting diverse pilot programs and innovations in the education sector – from pre-service teacher training in Guinea, to adult literacy in Côte d’Ivoire, to sector reform in Azerbaijan to youth development in Colombia.

Two: Using New Approaches Strategically

To focus international attention on the poorest countries and those most highly indebted, the World Bank has launched several associated initiatives to support countries’ efforts to adopt and implement broader policy frameworks. Three strategies (Comprehensive Development Framework, Poverty Reduction Strategy, and the Heavily Indebted Poor Countries initiative) greatly facilitate establishment of closer linkages between education sector frameworks and macroeconomic frameworks. The very way in which the development agenda must be pursued under these various initiatives promotes and compels consideration of the linkages and interplay among different sector strategies and investment strategies. For example, they should have the effect of increasing dialogue and coordination between a country’s ministries of finance and education, and thereby tighten the links between the country’s macroeconomic framework and its education development strategy.

The World Bank will support countries that are willing to use these new instruments to link economic and educational policy, such as the 73 IDA countries covered under Poverty Reduction Strategies and the Heavily Indebted Poor Countries Initiative.

The Comprehensive Development Framework (CDF) is a multi-sectoral approach designed to assist countries in considering and integrating all the elements of development – social, structural, human, governance, environmental, economic and financial. By focusing more on progress and the interrelationships among these various elements, the CDF is expected to improve poverty reduction efforts and enhance development effectiveness. Through the CDF, the relationships between education and other sectors of a country’s economy will be highlighted.

The CDF principles are based in a development process in which there is ownership by the country, partnership with all stakeholders – government, civil society, assistance agencies, and the private sector – a long-term vision.
of needs and solutions, and equal consideration of structural, social, macro-economic and financial concerns.

CDFs inform policy integration and serve as a basis for donor consultation and negotiation. As such, they demand strong political ownership and commitment, better informed policy decisions rooted in broader sectoral and macro-economic frameworks, improved efficiency in the allocation and utilization of public resources, and the flexibility and capacity to cope with changing economic circumstances.

As of March 2000, the Bank had begun piloting the CDF approach with twelve interested clients – Bolivia, Côte d’Ivoire, Dominican Republic, Eritrea, Ethiopia, Ghana, Kyrgyz Republic, Morocco, Romania, Uganda, Vietnam, and West Bank/Gaza – and will assess its effectiveness and the need for further refinement and improvements in the approach. The CDF generally requires that countries enhance their monitoring and evaluation capacity.

Poverty Reduction Strategies (PRS) are country-based strategies to develop sectoral policy frameworks that are consistent with, and supported by, countries’ macroeconomic conditions and frameworks and that are informed by sectoral evidence. In developing this approach and drawing on global experiences rich in good practices, there has been an ongoing process to rethink education issues in the context of poverty reduction. Universal access to basic education is central to poverty alleviation efforts and PRSs are designed to help policy makers identify precisely where the obstacles to universal provision lie in their system.

The Bank’s training arm, the World Bank Institute, jointly with the International Monetary Fund (IMF), are organizing a learning program on the CDF and PRS principles and processes. The program is designed to support country ownership of the PRS process, build skills among national PRS teams, connect national specialists to useful learning resources, and help coordinate development partners’ support for country-tailored learning strategies and capacity building efforts associated with CDF and PRS processes. New skills development will focus on poverty analysis, assessment of governance structures and developing new strategies for identifying and evaluating the inter-sectoral linkages and policy responses that have the greatest impact on poverty reduction. In addition, the program will include sessions on the development of country learning agendas that will support the next step plans for each country’s poverty reduction strategy.

Figure 4 illustrates the framework of the education PRSP toolkit, an instrument to assist decision makers with comprehensive analysis of policy
options and potential bottlenecks in the structure and functioning of the whole education system. This is potentially a powerful policy formulation tool which if well utilized, can help accelerate progress towards EFA goals. The objective of this toolkit is to guide the design of the education component of a Poverty Reduction Strategy Paper (PRSP). It recognizes the importance of education both as a dimension of poverty, broadly defined, and as a key determinant of income poverty. It is intended to provide a simple model which can be applied across many countries and which will, for any given low-income country, help to identify a number of key policy instruments that ought to be included in the country’s PRSP.

The Heavily Indebted Poor Countries (HIPC) initiative, launched by the World Bank and the IMF in 1996, and enhanced in 1999, aims at eliminating unsustainable debt in the world’s poorest, most heavily indebted countries. The HIPC initiative aims to help remove the bottlenecks to development and increase the poorest countries’ capacities to provide for needed increases and/or rationalizations in social sector investments. This initiative could release very significant levels of resources for investment in education and other social sectors, especially since the preparation of a PRS is a prerequisite to HIPC assistance. The enhanced HIPC framework will result in deeper, broader, and faster debt relief. The main features of the enhanced framework include: lower debt-sustainability thresholds to provide a greater safety cushion and increased prospects for a permanent exit from unsustainable debt: faster debt relief starting from the decision point; floating completion points; and a strengthening of the link between debt relief and poverty reduction.

**Three: Leveraging Stronger Partnerships on Core Topics**

The World Bank will aim for more, and stronger, partnerships around four issues that are crucial in helping countries make progress in providing general access to quality education and that impact on the achievement of EFA goals.

**Girls’ Education.** Increasing girls’ access to education is one of the most important for achieving EFA. Despite the progress made in expanding access to primary education, gender gaps in enrollment and achievement persist. The reasons are many and complex, but equity considerations and the high economic and social benefits associated with girls’ education ensure that the Bank and others will work to reduce the gender gap. The Bank will continue to target its resources and assistance to the World Bank’s 31 Girls’ Education Target Countries, and will continue to support a multi-agency partnership to promote girls’ education that has been established by the World Bank, UNICEF, British DFID and the Rockefeller Foundation.

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**Box 12: Broadening Support for Bolivia’s Development Agenda**

Bolivia is the first country in Latin America to become eligible for debt relief under the enhanced HIPC Initiative. Over the past decade, Bolivia’s macroeconomic performance has improved dramatically. But, despite a real average growth rate of about 4 percent during the 1990s, Bolivia’s performance remains below potential. About 70 percent of its population still live in poverty.

Bolivia will receive debt relief support under the enhanced HIPC Initiative to support a Poverty Reduction Strategy, which it is currently developing with broad participation and representation from all facets of society. To facilitate this representation, Bolivia is organizing a National Dialogue which will take place in the first half of 2000. The National Dialogue will feed into the country’s Poverty Reduction Strategy Paper (PRSP). The PRSP will outline the strategy to be followed in reducing poverty and contain a comprehensive set of indicators against which progress in the fight against poverty will be measured. The overall approach set out in the PRSP will also be considered by the World Bank and IMF for broad endorsement and as a context for future assistance to Bolivia.

Under the enhanced HIPC initiative, debt service payments are likely to be lowered on the order of 1.2 percent of GDP during the first few years. This means that some US$90 million per year is likely to be released to support additional expenditures in the social sectors. How this money is utilized will be largely determined by the National Dialogue, but education initiatives will undoubtedly receive considerable support. Meanwhile, ongoing efforts under the CDF are taking a more integrated approach to the development of the education sector, in devising a sector policy framework and in improving collaboration between donors. To these ends, some US$5 million in Bank lending has been reallocated from the ongoing Bank-sponsored Basic Education Reform Project to support a much-needed reform of tertiary education. The tertiary reform measures are being locally determined by a technical team comprising government, university and other local representatives. This team can, however, seek technical advice and feedback on their proposals from Bank experts in this area. Other donors are providing additional resources for the Basic Education Reform Project.
Basic Education for the Poorest.

Education attainment in perhaps half of the 48 sub-Saharan African countries and a few South Asian countries are well below the level required historically to achieve sustainable economic growth and poverty reduction. There continues to be an urgent need for bolder policy and imaginative mechanisms to accelerate basic enrollments. The Bank will continue to intensify its support for basic education for the poorest by building on successful global experiences which have generated lessons on effective strategies for accelerating the achievement of EFA. They include productive partnerships such as the Association for the Development of Education in Africa (ADEA) and the Forum for African Women Educationalists (FAWE), community and NGO participation such as EDUCO (El Salvador), the Bangladesh Rural Advancement Committee (BRAC), and the FRESH Start partnership for effective school health.

HIV/AIDS. The rapid spread of HIV/AIDS is a serious threat to development and educational development. The World Bank has recently adopted a new strategy – Intensifying Action Against HIV/AIDS: Responding to a Development Crisis – and it will work actively to stimulate and supplement implementation of this strategy. Where appropriate, the World Bank will include HIV/AIDS awareness and prevention activities in the education projects it supports. We will also make efforts to retrofit Bank-supported education projects with HIV/AIDS components.

The Digital Divide. The World Bank will extend access to information technologies to its low and middle income clients through its own WBI programs and the Bank-supported education projects of its clients. In this world of rapid change and technological development, the digital divide is growing, with potentially grave consequences for economic growth in some of the poorer developing countries. It is imperative that education, and particularly the vision of a more vital and efficient education, be kept uppermost on both national and international development agendas. The transformation of the human capital base in developing countries is fundamental in transforming their economies and positioning them to compete in the global market.

Box 13: The FRESH Start Partnership (Focusing Resources on Effective School Health)

Ensuring that children are healthy and able to learn is an essential component of an effective education system. This is especially relevant to efforts to achieve education for all in the most deprived areas. Increased enrollment, with reduced absenteeism and drop-out, bring more of the poorest and most disadvantaged children to school, many of whom are girls. These children are often the least healthy and most malnourished, and have the most to gain educationally from improved health. In addition, effective school health programs, developed as part of community partnerships, provide one of the most cost-effective ways to reach adolescents and the broader community with messages about HIV/AIDS prevention and to promote healthy practices.

Good health and nutrition are essential for learning. Improving the health and learning of school children through school-based health and nutrition programs is not a new concept. Many countries have school health programs, and UNESCO, UNICEF, the World Health Organization and the World Bank have decades of experience. These common experiences suggest an opportunity for concerted action by a partnership of agencies to broaden the scope of school health programs and make them more effective. Effective school health programs will contribute to the development of effective, child-friendly schools and thus to the promotion of education for all.

This interagency initiative has identified a core group of activities, each already recommended by the participating agencies, that captures the best practices from program experiences.

- Effective education sector policies on health issues such as tobacco, reproductive health, and HIV/AIDS
- Provision of safe water and sanitation in all schools
- Skills based health education that targets HIV/AIDS, good nutrition and hygiene
- School based health and nutrition services that deliver safe, simple and familiar interventions, such as deworming and good nutrition

Focusing initially on delivering all these components in all schools will allow concerted action by all partners, and will ensure consistent advice to country programs and projects. Because of the focused and collaborative nature of this approach, it will increase the number of countries able to implement school health components of child-friendly school reforms, and help ensure that these programs go to scale. The focused actions are seen as a starting point to which other interventions may be added, as appropriate.

The actions also contribute to existing initiatives and promote new sorts of partnerships. They are an essential component of the “health promoting schools” initiative of WHO and of global efforts by UNICEF, UNESCO and the World Bank to make schools effective academically as well as healthy, hygienic and safe. This provides an unprecedented opportunity for new partnership across sectors and traditional boundaries, such as the private sector support from SmithKline Beecham. Overall, the interagency action is perceived as Focusing Resources on Effective School Health, and giving a FRESH Start to improving the quality and equity of education.
Box 14: The World Bank’s Strategic Plan for Intensifying Action Against HIV/AIDS in Africa

In response to the unprecedented spread of HIV/AIDS, and the serious threat it presents to development, in sub-Saharan Africa, the World Bank has developed a Strategic Plan for Intensifying Action Against HIV/AIDS in Africa. This plan builds upon the important partnerships of the World Bank with African countries, UNAIDS, the private sector, and donor agencies. This Strategic Plan supports a framework for action agreed upon by UNAIDS. In pursuing this plan, the Bank will marshal resources and technical support to ensure that HIV/AIDS activities are mainstreamed in its work in all sectors. It supports advocacy, policy research, programs for prevention, care and treatment, and the development of sound information and databases for decision making.

The Strategic Plan builds upon ongoing Bank work on HIV/AIDS which began in 1986. Since then, the Bank has committed over US$950 million through over 80 projects worldwide. Three large-scale, freestanding HIV/AIDS projects are currently ongoing in sub-Saharan Africa, in Kenya, Uganda and Zimbabwe.

The Bank encourages and supports governments in integrating HIV/AIDS initiatives in school and training curricula. Information about HIV/AIDS, how it is transmitted, and how it is prevented can be easily integrated into curricula for students at all education levels. However, strong political commitment is required to follow through on this. The Bank also gives priority to the expansion of girls’ education, in part because it is so central in reducing the spread of this epidemic. Young women are disproportionately infected and affected. Yet, with even a few years of formal education, they will make sounder decisions about their sexual health and sexual practices, and be more likely to use preventive measures against HIV/AIDS and other sexually transmitted diseases. A formal education also increases young women’s earning power and economic independence, making it less likely that they might ever have to resort to commercial sex work for economic survival. The emphasis on girls’ education is also important because HIV/AIDS often adversely affects their schooling opportunities. Girls are frequently pulled out of school to care for HIV/AIDS infected relatives or to assume family responsibilities if their parents die.

Final Word

The long-term goal in education is nothing less than to ensure everyone completes a basic education of adequate quality, acquires foundation skills – literacy, numeracy, reasoning and social skills such as teamwork – and has further opportunities to learn advanced skills. Specific international targets have been agreed for universal primary education, adult literacy and gender parity in basic education through the EFA initiative and the OECD’s international development goals.

Committed as we are, the World Bank, like any other single player in this arena, cannot alone achieve the goals we are all aiming for. All the stakeholders – governments, the private sector, civil society and development agencies like the Bank – have to work together. If we are to achieve the EFA goals this time around, accordingly. The World Bank is committed to working with all our partners towards these targets as a global priority.
Selected World Bank Education Websites

The following is a list of a few education-related websites available within the World Bank.

World Bank External Website
http://www.worldbank.org

Development Education Program
http://www.worldbank.org/depweb/

Educational Attainment and Enrollments throughout the World

EdStats
http://ddg-as4/edstats/

Education Investment Exchange
http://www.worldbank.org/edinvest

World Bank Education Data
http://www.worldbank.org/data/databytopic/databytopic.html#e

World Links for Development (WorLD)
http://www.worldbank.org/worldlinks/

Early Childhood Development (ECD)