

**Fast Track Initiative (FTI)
Support to fragile situations**

Progressive Framework

Discussion Document

&

Guidelines

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ACRONYMS

CAP	Consolidated Appeals Process
DAC	Development Assistance Committee
DfID	UK Department for International Development
EFA	Education for All
EFA/FTI	Education For All/Fast Track Initiative
EMIS	Education Management Information System
EPDF	Education Plan Development Fund
FMIS	Financial Management Information System
FS	Fragile States
IASC	International Agency Standing Committee
FTI	Fast Track Initiative
IIEP	International Institute for Educational Planning
INEE	Inter-Agency Network for Education in Emergencies
INGO	International Non-Governmental Organization
JAM	Joint Assessment Mission
L1	First language (mother tongue)
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MoE	Ministry of Education
MTEF	Medium Term Expenditure Framework
NFE	Non-Formal Education
NGO	Non-Governmental Organization
OECD	Organization for Economic Cooperation and Development
PER	Public Expenditure Review
PETS	Public Expenditure Tracking System
PF	Progressive Framework
PFM	Public Financial Management Control System
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SWAp	Sector Wide Approach
TRM	Transitional Results
TVET	Technical and Vocational Education and Training
UBE	Universal Basic Education
UN IASC	United Nations Inter-Agency Standing Committee
UN	United Nations
UNCT	United Nations Country Team
UNTP	United Nations Transition Plan
USAID	United States Agency for International Development

PART I OVERVIEW

What is the Goal of the Progressive Framework?

- 1 To expand support for education in fragile states to make progress towards achievement of the Millennium Development Goals while increasing states' commitment and capacity to provide Education for All.

How is the Progressive Framework linked to the FTI?

- 2 Countries that are able to develop a credible education sector plan that is aligned with the FTI Indicative Framework and meets the criteria for assessment of sector plans are endorsed by the FTI. Countries then become eligible to mobilize resources to finance the plan with support from the FTI, and to apply to the Catalytic Fund for financing to help fill any financing gap.
- 3 For situations where the human and institutional capacity, data availability, security or social conditions and/or political commitment do not permit the development of a comprehensive sector plan, the Progressive Framework serves as a tool to assist the development of an FTI Interim Strategy. The strategy can be approved in-country, and then endorsed (rather than the country or area) by the Donor Decision Group and thereby become eligible for interim financing.
- 4 This means that in any given context a series of sequential or parallel interim strategies could be developed and implemented before the country is in a position to prepare a comprehensive sector plan that is aligned with the FTI Indicative Framework, and meets the assessment criteria for full country endorsement.
- 5 Interim strategies may also cover different geographical areas or even cross borders, and it is conceivable that two or more interim strategies could be implemented in different areas of the same country at the same time, provided that there is planning for convergence in the longer term. These strategies must build on or be incorporated into any existing education sector plans that have already been developed. As outlined below, the Progressive Framework provides an opportunity for education actors to review existing education plans, or develop new ones, that address issues of education and fragility.

What is the Purpose of this Framework?

- 6 This framework is a tool to facilitate development of an interim education strategy involving education authorities (and de facto authorities in regions not under government control) and development agencies (multi-lateral, bi-lateral and NGOs in any countries or areas) committed to supporting and developing local, regional and national education services and systems at risk of, or in the midst of increased fragility.

- 7 The Progressive Framework (PF) will enable those engaged in the above process to reach consensus on an interim strategy based on actions that:
- build on and are broadly aligned with existing strategies or frameworks for education recovery and reconstruction;
 - are prioritized according to the context, and take into account the range of issues relating to education and fragility and the need for progress towards development targets;
 - are presented as a common strategy for action that has been endorsed and which can be financed either fully or in part; and
 - outline implementation arrangements which include fiduciary assurances in order to mobilize resources through bilateral and other donors in addition to the interim financing facility.
- 8 Development of an interim strategy (using the EPDF where necessary) is of benefit to education authorities and donors in countries (or areas) that choose to seek FTI interim financing while building their capacity to achieve full FTI endorsement. These countries (or areas) are more likely to be able to access interim financing by providing the quality assurances that the PF can provide. The strategy also provides donors with some assurance that funds would reach intended beneficiaries and strategies proposed would be implemented. It would present a positive step towards achieving the development targets outlined in the Indicative Framework¹ and support countries on the path to full FTI endorsement.

What are the Underlying Principles of the Framework?²

- 9 **Integration within the international architecture of humanitarian aid and development assistance.** The Progressive Framework is designed to guide transitions from ‘interim arrangements’ such as humanitarian relief in emergencies, through an interim status towards the benchmarks outlined in the FTI Indicative Framework. It seeks country coordination of donor agency and NGO assistance (utilizing in cases of emergency the in-country UN IASC Education Cluster, and other co-ordinating mechanisms), and draws on the technical guidance available from the Inter-Agency Network for Education in Emergencies’ (INEE) Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction, and the UNESCO/IIEP’s *Guidebook for Planning Education in Emergencies and Reconstruction*.

¹ In addition and separate from the FTI process, analysis of state education and fragility may be of benefit as a preventive mechanism to other countries in danger of slipping into fragility when undertaking an education sector review or planning process.

² These principles need to be combined with the OECD-DAC guidelines for ‘Good International Engagement in Fragile States’ and derive from the FTI Indicative Framework; the Paris Declaration on Aid Effectiveness, and recent consultations of the DAC Fragile States Group, the INEE, the UN OCHA/IASC Education Cluster, and FTI Fragile States Working Group.

- 10 **Country level dialogue** by key agencies, stakeholders, and education authorities (national and local) to arrive at a shared and coordinated assessment of priorities, strategies, and program modalities for strengthening capacity to provide equitable, quality education.
- 11 **Commitment to capacity building at national, regional and community levels**, with a balance between strengthening education authorities' leadership, community involvement and enhancing social stability.
- 12 **Balancing short-term service delivery with longer-term reconstruction/institution-building**, to help reduce the forces contributing to state fragility.
- 13 **Taking context as the starting point**, by conducting comprehensive and harmonized contextual analysis of priorities and strategies at different levels
- 14 **Commitment to balanced system-wide development**, inclusive of multi-sectoral priorities and strategies, addressing the education needs of children and youth, through both formal and non-formal education.

Developing a Strategy in the Context of State Fragility

- 15 Factors responsible for state fragility include large scale natural disasters, warfare, civil conflict, and economic collapse. In such circumstances education authorities and international partners must also recognize that the support they provide for education must simultaneously address and reduce the forces that drive state fragility, and provide children and youth with greater equitable access to quality education.
- 16 The process of establishing an interim strategy for the education sector in a fragile state requires a collective understanding of the nature of the forces driving fragility and the means by which support for education can mitigate those forces and contribute to the resilience and capacity of the state to provide education.³
- 17 Organizing external support and working at regional or local levels with education (or *de facto*) authorities for interventions that restore the right to education, where possible, should not simply continue with existing patterns of education provision. Such systems of education provision have often, themselves, contributed to social tension and conflict. A considerable body of international experience supporting education development in emergencies and situations of fragility demonstrates ways that education can contribute to building social capital, public trust, and the management of public services (see Annex V for a list of resources).

³ The Progressive Framework embodies four key *Principles for Good International Engagement in Fragile States* articulated by the OECD-DAC: **Coordinating** stakeholders behind a joint strategic planning process; **Contribute to Building Capacity** by, for example, developing systems for the appointment and payment of teachers; **Use context as the starting point** which is why the Progressive Framework looks at ensuring a good contextual analysis of the education sector; and **Do No Harm** by, for example, engaging in short-term projects that distort remuneration scales and incentives, and are not sustainable, or by privileging particular factions or regions.

18 There are a number of ways that education can contribute positively towards the reduction of fragility and tension at different levels. For example, addressing issues of exclusion and equity through civic engagement at different levels⁴; focusing on the positive potential of the future rather than social tensions to improve children’s development; promoting values of tolerance of diversity, through curricula revision and human rights education and/or other similar approaches; where appropriate⁵ using local school committees to assist in collective conflict resolution and local governance; engaging youth in educational processes which divert them away from gangs, recruitment into armed militia or anti-social behaviour; and by supporting education authorities at all levels, to effectively manage public resources in an equitable and transparent manner.

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⁴ Cases from Uganda during the Amin regime (Education Policy Review Commission, 1978), and El-Salvador education sector plan, following the end of the civil hostilities, are two of many examples.

⁵ There needs to be recognition that civil societies can be uncivil – committees need to be unbiased

PART 2 THE FTI PROGRESSIVE FRAMEWORK

- 19 The Progressive Framework provides an **illustrative** set of process indicators on the trajectory towards the development target, i.e. achieving the benchmarks for FTI endorsement. These indicators fall under four domains:
- Sector assessment, planning and Coordination;
 - Resource mobilization and financial management;
 - Service delivery; and
 - Monitoring system improvement
- 20 The *Interim Status* indicated in the framework includes illustrative process indicators reflecting the context (for example, whether pre-conflict, in-conflict, or experiencing economic or social fragility). The *Development Target* indicators include the benchmarks for FTI endorsement, indicated in **bold italics**. The arrow at the top of the framework is pointed in both directions reflecting the reality that progress is not linear or unidirectional.
- 21 The Progressive Framework suggests four key dimensions for the situation analysis to ensure that it starts from a broad systemic view. The situation analysis should cover all four dimensions, but may identify a more limited number of urgent issues for the Interim Strategy to address depending on the context.
- 22 The illustrative indicators (which are not exhaustive) under each of the four dimensions should be reviewed during the in-country dialogue process. This should be initiated when conducting the situation analysis using the Progressive Framework and other tools, in order to judge the country context in terms of the issues related to the four dimensions..
- 23 The four dimensions are:
- 24 ***Sector Assessment, Planning and Coordination.*** The coordination of in-country efforts to support educational development is the starting point for sector work. In situations of fragility it is vital that conditions are not exacerbated by multiple actors undertaking parallel or competing projects, as this weakens the capacity and resilience of the authorities. What is required is the organization of education authorities, with key agencies and stakeholders in the education sector, to establish coordinated assessment, monitoring and reporting processes that identify priority programmatic issues and opportunities for sector planning. As a country moves towards greater resilience and capacity, this process develops into a full education sector program linked within a multi-sectoral strategy and public sector expenditure framework.
- 25 ***Resource Mobilization and Financial Management.*** Measures to strengthen local, regional and national systems of financial control and management, and to coordinate different streams of resources and financing, are essential steps towards the generation and use of internal and external financing. Not only are these essential for building an effective

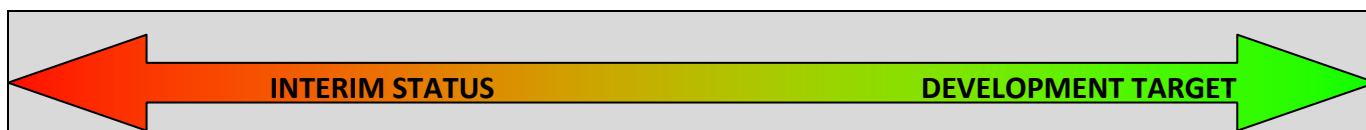
education financing system, but also contribute towards encouraging increased external financing as confidence in the effective control and management of financial systems grows. This is positive from a donor and state perspective as it builds the resilience of a country and for citizens to be assured that the resources are used effectively and transparently.

- 26 **Service Delivery** (with sub-categories of *Access & Learning Spaces*, *Teaching Personnel*, and *Learning Process*). The technical core of education support has to do with providing safe and accessible learning spaces and opportunities, assuring that teachers are available, trained and supervised, and that the learning process is supported with curriculum, materials, effective classroom processes, and assessments. In situations of fragility there is the particular need to emphasize system-wide attention to human rights, gender and other equity, diversity and inclusion issues, protection and psycho-social needs, and the principles of rule of law. There is a wealth of information and resources to assist in addressing these issues (see Annex V and attached CD Rom).
- 27 **Monitoring System Improvement** In situations of fragility the immediate provision of services is likely to be a higher priority than the collection and analysis of data. Nonetheless, the process of identifying key indicators, collecting and processing data, and utilizing that to track progress is especially needed in situations of fragility where official sources of information are often limited. The target for this work must be to build public and official capacity to regularly report on key indicators of education progress, including learning outcomes. Monitoring education progress must also include monitoring underlying causes of fragility and the role of education within that⁶.
- 28 The indicators⁷ within each of these categories are **illustrative, not prescriptive**. They need to be contextualized according to location. The indicators include those conditions and actions which expand and improve education access and quality, enhance the capacity of education authorities, while aimed at reducing sources of conflict and fragility⁸. They are cumulative, so that movement toward the **Development Target** is inclusive of indicators at **Interim Status** (as demonstrated by the movement of the arrows between the first two columns). The **Development Target** is a static position which indicates that a country or area is in a position to embark on a FTI full endorsement process.

⁶ This could link to the FTI Inclusive Education Tool

⁷ These indicators are based on a distillation of a range of indicators taken from the World Bank conflict assessment framework, Bush and Saterelli, Two Faces of Education, USAID Education and Fragility Assessment Tool, World Bank's Reshaping the Future and Save the Children's Fragility Barometer

⁸ Refer to Annex II and the section on Building Resilience and fragility reduction – a checklist



Sector Assessment, Planning & Coordination

<p>Local/ad hoc Education Working Group established with education authorities for assessment and strategic planning with IASC Education Cluster coordination where appropriate</p>	<p>Agency & government joint task force established to assess, plan and provide oversight to education sector program</p>	<p>Government/country-led coordinating mechanism for aid management, delivery, and results endorsed for FTI</p>
<p>Assessment of fragility; strategies and priorities developed for support to targeted regions and sub-sectors; reaching underserved groups⁹, including NFE programs for youth Ad hoc humanitarian assistance provided which is largely un-coordinated</p>	<p>Mid-term education strategy (at national, sub-national levels, inclusive of formal, and NFE); Coordinated aid management (with some pooled funding, MDTF etc.)</p>	<p><i>National education sector plan embedded within PRS (or equivalent) and MTEF</i></p>
<p>Community authorities participating in education planning and provision Establishment of representative school-community boards (gender, ethnicity, etc).</p>	<p>Coordinated planning mechanisms for representative community and local government, inclusive of underserved groups</p>	

Resource Mobilization & Financial Management

<p>Internal and external resources mobilized to complement community inputs for basic service delivery</p>	<p>national revenue base and more predictable external support for investment and, where necessary, recurrent expenditure.</p>	<p><i>FTI standards for public domestic revenue as share of GDP, Education share of recurrent expenditure, Primary share of education recurrent expenditure</i> Consolidated budget (public resources, and predictable external flows reflected in budget, using national PFM systems) Transparency in public financing and expenditures with sanctions against corruption publicly enforced.</p>
<p>Targeted grants and TA to local, regional (& possibly national) authorities to develop financial management capacity for transparent use of funds</p>	<p>Resources linked to strategic priorities; budget & expenditure analysis TA provided to develop, strengthen regional, national financial control systems.</p>	
<p>Basic system financial flows & controls (accounting, procurement, fiduciary risk management) assessed by the sector working group;</p>	<p>Accounting, procurement, audit functions & standards established on a national basis; PFM (budgeting, fiduciary) initiated; PETS;</p>	
<p>System begins to pay attention to human rights, gender and other equity, diversity and inclusion issues, protection</p>	<p>Planned and phased support for inclusion and removal of primary user fees</p>	

⁹ Link to the FTI Inclusive Education Tool



Service Delivery		
Access & Learning Spaces		
Assessment & provision of safe and accessible learning spaces and education programs for underserved groups, regions, underserved geographic areas, girls, youth, etc. with the aim to reduce fragility	Establishment of norms for school & classroom design and construction (esp. for rural, underserved areas) ; Program to provide for schools, facilities – water & latrines - and classes in underserved areas. Increased access to mainstream schools for disadvantaged groups, such as children with disabilities, ethnic minority groups etc.	National educational plan with indicators and targets for achieving EFA goals of access and completion. Adequate pupil-classroom-ratio: schools appropriately equipped for quality learning
Safe learning spaces established with planning to introduce measures on school-based codes of fairness, prevention of abuse and bullying, and students active in school governance.	Policy measures to promote safe access, security, child protection, and community involvement in conflict prevention and evidence of implementation of policies available.	Community and school environments are secure and promote psychosocial well-being
Introduction/enhancement of skills development programs & accelerated learning esp. for out-of-school youth, IDPs, former gang, militia or combatants	Out-of-school youth involvement (and leadership) in social needs assessments, civic projects, enterprise development, volunteer service (e.g. teacher aides) related to social & economic rehabilitation.	National integrated system of technical and vocational training, including apprenticeships, NFE youth training and enterprise development, second chance basic and secondary education. National service scheme.
Registration of private providers including publicly subsidized and exclusively privately financed institutions.	Regulatory framework functioning for private provision	FTI ≤ 10% in exclusively privately financed schools
Teaching personnel		
Identification and appointment of teachers with parateachers & community support; Orientation to prevent abuse, address student needs	Establishing norms for teacher recruitment, training, accreditation, conduct and supervision	Adequate pupil-teacher ratio (FTI 40:1); equitable teacher distribution; Teacher service regulatory framework Adequate supervisory system
Introduction of standardized stipends/incentives for teachers	Interim salary structure and payroll system	National teacher salary scale and payroll system. FTI = teacher salary at 3.5 per/capita income
Short-term priority provision of coordinated teacher orientation and training inclusive of psycho-social support, methods and materials	Introduce a system of teacher education, training & accreditation including psycho-social competencies and methodologies to enhance learning (esp literacy).	National system of teacher accreditation, training and code of conduct

		
Learning Process 		
Review of learning content & materials consistent with human dignity & rights for all, gender equality, rule of law, unity with diversity; basic learning needs.	Interim curriculum updating and building of institutional capacity for curriculum development, including elements of peace building and foundations for local language-based instruction	New curriculum framework reflects national consensus on political, economic and human development strategy, inclusive of human rights, rule of law, unity in diversity
Emergency provision of basic learning inputs including materials, teacher guides, pupil workbooks and texts reflecting principles noted above.	Improvement of quality inputs (e.g. textbooks, materials, pedagogical approaches)	Equitable distribution of quality inputs for improved learning outcomes and inclusive social relationships, and special educational needs
Community/local authority oversight on teacher and pupil attendance and contact hours	Determination of national norms for contact hours and monitoring mechanisms.	Actual instructional hours measured and conform to national norms. FTI = 850 -- 1000 hours per annum.
Curriculum materials include assessment of reading fluency, comprehension, and numeracy	Standards and milestones established for literacy and mother tongue and dominant language	Reading fluency, comprehension and numeracy standards for proficiency mastered by ___ % of pupils using mother tongue.
Monitoring System Improvement 		
Rapid assessment and survey of education provision in primary schools and basic NFE programs, including enrolments, teachers, facilities and materials – by gender, by region.	<p>Introduction of measures to assess net and gross enrolment rates, with official data complemented by survey data of NFE education for youth.</p> <p>Establish an assessment process for literacy and numeracy levels</p> <p>Representative household survey conducted to establish reliable data on excluded groups, especially disabled</p>	<p>Measurement of intake rates, completion rates and repetition.</p> <p>FTI Indicative Framework Indicators and a national assessment of literacy and numeracy in primary schools.</p>
Annual assessment of education program activities, performance and challenges, involving key stakeholders and representatives from civil society	An annual assessment of education sector developments, expenditures, performance and challenges, involving key stakeholders and representatives from civil society	An annual sector performance review, linked to key indicators of the sector plan, utilizing an external audit of public expenditures. Prioritize a limited number of reform actions.
Identification of tension points related to education provision/delivery	Education and fragility situation analysis conducted at community level and measures identified to address key issues	Education and fragility situation analysis integrated into annual education sector review process and system level changes introduced to mitigate fragility
Basic demographic, social and economic data from Joint Appraisal Mission(s) as source of information for education strategy	Development of participatory information system, based on demographic and poverty assessments, school surveys & mapping, household surveys, learning assessments	Functioning, integrated Education Management and Financial Management Information Systems (EMIS, FMIS) and learning achievement assessments

PART 3 GUIDANCE FOR THE PROGRESSIVE FRAMEWORK

Steps on the Path to FTI Interim Strategy Endorsement

- 29 Oversight of the Interim Strategy Endorsement process will be led by the Secretariat¹⁰. However decision making authority on final endorsement and financing of the strategy will be taken by the Decision Group which will be comprised of donors¹¹.
- 30 There are four steps in the development of an Interim Strategy:
- Convening of in-country education sector working group (where there is an existing group this should undertake the strategy development while ensuring full stakeholder engagement)
 - Undertake an education and fragility situation analysis to identify the priority areas for action
 - Develop an Interim Strategy with implementation plan including financing and fiduciary arrangements
 - Implement the Interim Strategy using resources mobilized locally, plus bilateral, aid from foundations and/or from an interim financing fund
- 31 **STEP ONE: Convening an in-country sector working group.** In many contexts there will already be a local level education sector working group that includes participation of key stakeholders including the education authorities wherever possible, major donors and development partners. However, the development of the Interim Strategy (with one of its aims to reduce fragility) needs to have broader participation than the typical FTI or education sector planning process. If the existing body does not include these stakeholders, it should be elaborated to include them (these should include representatives from underserved groups as well as key stakeholders who need to participate for the strategy to be politically viable¹²). Where no such body exists, it should be established. Wherever possible this should be chaired by a representative of the education authorities, and a lead agency should be nominated to coordinate development partners. In cases of emergency where an Education Cluster has been established, this would probably be the Cluster Lead. If the sector working group elects to apply for interim financing, it should notify the Secretariat of the intention to develop an interim strategy and seek FTI interim financing. The Secretariat will immediately provide the sector working group with available tools, guidance, information (including

¹⁰ This could be the existing FTI Secretariat or another body established for this purpose. Until this is resolved, it will be referred to here as the Secretariat.

¹¹ The final name of this body will depend on arrangements agreed for interim financing, whether it be through the existing FTI Catalytic Fund, a separate interim financing window of the Catalytic Fund, a new separate fund or a combination of these options.

¹² This is linked to the assessment questions that reviewers of the Interim Strategy will be looking for

review criteria) and facilitate access to EPDF financing¹³ to support planning costs if required. The Secretariat will also identify three reviewers from a pre-approved list to provide quality assurance on the strategy according to the assessment questions below.

STEP TWO: Undertake an Education and Fragility Situation Analysis. Using the Progressive Framework as a starting point, the sector working group should undertake an analysis of the current situation of education provision and how it impacts and is impacted by the fragile context. It should examine security and governance issues at local, regional, and national levels, drawing on agencies' in-country knowledge, experience, and relationships. This will take into account the nature, commitments and capacity of public institutions and the level of public trust. The analysis will focus in the first instance on those levels of public governance and education authority which offer the greatest opportunity for expanding quality education and building public institutions (such as school management committees, local council governance, regional planning, or national level planning and managing sector-wide reform). Use of the Progressive Framework will help ensure that the major issues and factors that impact education, and that affect the way education impacts fragility, are taken into consideration. It also helps to ensure that issues are seen in the context of a continuum from interim arrangements to more comprehensive development targets. The Progressive Framework also contains supplementary tools and links to other guidance that permit a more in depth assessment of education and fragility. While the education and fragility assessment discussions should address the four main dimensions in the Progressive Framework, plus any that are specific to the context under review, it should lead to the identification of a limited number (two to five) priority areas for action which are determined as the most important immediate interventions that will help to mitigate fragility and accelerate progress towards national education goals. The situation analysis should also include the mapping of agency capacity and constraints. (*See Annex II for Interim Strategy tools for Quality Assurance e.g. Education and Fragility Situation Analysis, capacity mapping, and checklist for building resilience and fragility reduction*).

- 32 **STEP THREE: Develop an Interim Strategy.** The sector working group establishes collective agreement on the technical elements of a strategy for supporting education, including implementation and costs. The starting point will be a dialogue around the priority areas for action identified in the education and fragility situation analysis. As an interim strategy it should be focused and simple with clear deliverables on a limited number of high priority areas. It should be made clear that work can and should continue on issues not covered in the interim strategy through normal public and international support. The interim strategy is focused on mobilizing additional financing to address critical priority areas to ensure the most expeditious progress towards system recovery and stabilization. Interim Strategies are short term (1 to 2 years) and may consist of a sequence of strategies before a full EFA/FTI sector strategy is prepared. Interim strategies may also cover different geographical areas or even cross borders, and it is conceivable that a series of two or more interim strategies could be implemented in different areas of the same country at the same time, provided there is convergence in the longer term.

¹³ <http://www.efasttrack.org/content.asp?CatId=273&ContentType=FrequentlyAskedQuestions>

- 33 The Interim Strategy should outline actions that will have the greatest impact on:
- expanding quality education, particularly to underserved groups & areas;
 - having education services contribute to the reduction of fragility, the increase of human rights and psycho-social wellbeing;
 - building the capacity of public institutions to develop and manage education services so that ultimately there is a national sector strategy and plan, which includes local and regional plans, and the mechanisms to manage resources for its implementation.

- 34 A set of six key tensions and decision points within the Progressive Framework need to be addressed by the sector working group to facilitate the identification of priority issues and actions:

- **WHO** is involved in planning, organizing and delivering services and how can we make sure of equitable representation?
- **WHERE** will support and activities be focused – again ensuring equitable distribution?
- **HOW** are the services to be managed?
- **WHAT** services are to be provided?
- **WHEN** – what time period will the strategic plan cover?
- **HOW MUCH** – what will be the cost of the program?

- 35 These first three steps will result in an Interim Strategy paper that will include indicators of progress towards expanding and enhancing education, as well as building country capacity to manage and support education. It will include implementation and financing modalities, and will be signed by participating agencies and education/government authorities. This Interim Strategy will be submitted to the Secretariat for FTI endorsement and to agencies and foundations to mobilize interim financing on the path to full FTI endorsement. (*Annex III – the Interim Strategy Preparation Process - provides guidance on the strategy preparation process and a table with illustrative points of dialogue and decisions, examples of the process including indicators of progress in each of the four PF dimensions*).
- 36 The Secretariat will refer the Interim Strategy to the three reviewers, and arrange for an ad hoc virtual review by the Donor Decision Group. This group will assess the strategy's conformity with the criteria, and recommend endorsement of the strategy and, where necessary, determine the allocation from the interim financing facility, and approve the fiduciary and monitoring arrangements. The Secretariat will facilitate arrangements for the transfer of funds from the interim financing facility where necessary, as well as provide information on potential external financing from an established database.
- 37 **STEP FOUR: Implement the Interim Strategy.** The strategy will then be implemented by the development partners in line with the implementation arrangements, and under regular review and adjustment by the education sector working group. The group will provide regular progress reports to the Secretariat, which will compile a consolidated progress report

for the Donor Decision Group. At the end of the process the sector working group will prepare an activity completion report, and agree on steps for the next interim strategy, or preparation of a comprehensive EFA/FTI Sector Plan and FTI endorsement process

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Steps on the Path to FTI Interim Strategy Endorsement

STEPS	COUNTRY/LOCAL SECTOR WG	SECRETARIAT	DONOR DECISION GROUP ¹⁴
STEP ONE: Establish in-country education Sector Working Group (SWG)	If one does not exist, establish country/local level sector working group and agree on leadership, coordination, modus operandi. Notify Secretariat of intention to prepare Interim Strategy Mobilize resources to finance costs for preparation of strategy (local + EPDF)	Ensure that available tools guidance and information (including on review criteria) are available to sector working group Identify 3 reviewers from pre-approved list Facilitate access to EPDF funding if required	(i) Approve list of reviewers prepared by Secretariat.
STEP TWO: Undertake Situation Analysis using the Progressive Framework (PF) and other tools	Use the PF as a tool and best available information undertake a country/local level strategic assessment of the education and fragility context. On the basis of the assessment determine the most urgent priorities for action to ensure that the country can make progress towards stability and education goals	(i) Monitor progress and provide advice as necessary	
STEP THREE: Develop an FTI Interim Strategy	Develop an interim strategy and plan of action that addresses the priority areas for action; Agree on roles and responsibilities for various partners; Assess costs and available resources and determine funding gap Submit Interim Strategy to Secretariat with implementation plan including fiduciary and monitoring arrangements	Refer Interim Strategy to Reviewers for review and recommendations Arrange ad hoc virtual review by Decision Group Advise SWG of decisions of Decision Group Provide information to SWG on potential external financing (e.g. foundations)	Conduct a virtual meeting, within 2 weeks of finalization of the review process, of the Interim Strategy and financing proposal; Reach a decision on the endorsement of the strategy and financing plan including bilateral, foundation or Interim Financing fund; Review and approve the fiduciary and monitoring arrangements
STEP FOUR: Implement the Interim Strategy	Meet regularly and review progress by various implementing partners on implementation of the Interim Strategy; Provide Secretariat regular updates on progress of implementation against targets in the implementation plan; Monitor and report on fiduciary arrangements; Activity Completion Report and agree on steps for next Interim Strategy or FTI/EFA Plan	Receive progress reports from SWGs and share with Decision Group Compile consolidated progress report for biannual meetings of Decision Group.	(i) Receive and review consolidated progress reports

¹⁴ This is a working title for the group, the final name for which will depend on the arrangements agreed for interim financing. It should consist of the donors that are willing to make a commitment of resources to the Interim Financing Facility. It would have responsibility for determining, on the basis of the reviews, whether a strategy should be endorsed, and the type and mechanism for financing the strategy in full or in part

Questions for Assessment of Interim Strategy

- 38 After in-country preparation the resulting Interim Strategy will be evaluated by independent reviewers based on a set of assessment questions to provide quality assurances to potential donors and to in-country educational actors. This process should reflect and be reflected in the external review process proposed for regular FTI endorsement (the *External Quality Support Review*¹⁵)
- 39 The questions below are indicative, but not exhaustive. A strategy eligible for endorsement by the secretariat must answer these questions positively, but the degree to which they have been addressed will vary according to the context. Reviewers will need to consider that context when considering how the strategy has addressed the questions below.
- 40 **Has the plan been reached by consensus with relevant stakeholders, including local authorities?** Relevant stakeholders should include a wide range of actors at the local and national level. These should include representatives from underserved groups as well as key stakeholders who need to participate for the strategy to be politically viable. While recognizing that full participation can be a difficult process, it is essential that the strategy include typically underserved or under-represented groups, and where this might be politically sensitive, appropriate intermediaries should be sought. They should include all agencies/organizations that are essential for the implementation of the strategy. For example this may include teacher unions, faith based organizations, as well as recognized education authorities, NGOs, donors and UN agencies.
- 41 **Has an education and fragility analysis been conducted according to the guidelines?** In the resource pack attached to the guidelines, there are a number of tools that facilitate the education sector working group to undertake an education and fragility situational analysis. Some initial questions and guidance is included in Annex II and III, but for deeper analysis beyond the education sector, the USAID Education and Fragility Assessment Tool among others is available in the attached resource pack.
- 42 **Is it based on identification of key priorities from the situational analysis that address issues of education and fragility, that accounts for and attempts to address institutional issues?** Some of the issues at different levels that will be considered by the reviewers when assessing the strategy are to be found in Annex II (Check List for Issues related to education and fragility). It is important to ensure that the situation analysis has investigated some of the tension points and that the strategy makes some positive indications of how to address them.
- 43 **Are there indicators in the strategy that reflect a degree of progression towards the Development Target (i.e. the FTI Indicative Framework benchmarks)?** These can be simple indicators that are included in the monitoring and evaluation framework of the strategy, and should include process, output and outcome indicators (or their equivalent).

¹⁵ Recommendation from the FTI, Strengthening Country-Level Processes, Task Team Meeting, Brussels, March 27-28

- 44 **Does the monitoring and evaluation framework include indicators that monitor aspects of fragility?** These indicators would monitor many of the aspects identified through the education and fragility situation analysis.
- 45 **If the strategy covers an ‘area’ which is part of a wider state authority, does it account for future integration into an overall education sector plan?** The strategy needs to be harmonized with any existing or future overarching education sector plan and needs to demonstrate how it plans to, or already is aligned to the education sector plan.
- 46 **Does it provide for implementation arrangements including assurances on fiduciary capacity?** Clear mechanisms for implementation should have been identified that outline the capacity to receive and disburse funds effectively in the given context. Donors should recognize that financial mechanisms can also include creative responses to difficult scenarios.
- 47 **Does the strategy have a clear financial component with built in accountability mechanisms?** The strategy needs to outline the costs for each of the identified priority areas. This can be at any level, national, regional or local (or all three). Accountability mechanisms (such as budget tracking, transparent budget reviews or equivalent) should either be in place, or the strategy demonstrates how they will be instituted.

Illustrative Outline for an Interim Strategy

- 48 **Section One: Education and Fragility Situational Analysis (using Progressive Framework and other tools).** This section should contain the core issues relating to education provision under each of the four headings of Sector Assessment, Planning and Coordination; Resource mobilization and financial management; Service delivery; and Monitoring System Improvement. It should identify the key points of tension of education provision in terms of exacerbating or mitigating fragility. These might include issues around curricula; distribution of resources along ethnic or geographic lines; rights to mother tongue instruction in primary school; inclusive education policies etc.
- 49 **Section Two: Priority issues according to context** These should be identified after reviewing the situation analysis and selecting the most critical issues that require immediate to short-term action. They do not necessarily have to cover all four dimensions, but are the issues that need to be addressed as a priority to demonstrate a level of progression towards the development target.
- 50 **Section Three: Key strategies that indicate progression¹⁶.** The strategies identified should address the identified issues outlined in section 2 that demonstrate the necessary steps that move the sector towards the development targets identified in the FTI Indicative Framework. Strategies should be realistic and achievable in the time frame (typically 1-2 years for an Interim Strategy) and easily monitored.
- 51 **Section Four: Costs.** A top-line breakdown for each of the key strategies needs to be provided as part of the strategy. For each strategy there should be a breakdown of identified costs under core budget lines (e.g. training, salaries, infrastructure etc), existing funds available by donor, the expected funding gap, and potential sources of funding.
- 52 **Section Five: Implementation arrangements.** This should outline how the strategies identified can be effectively implemented, by whom and by when. It should be matched with section four to include fiduciary assurances that resources are monitored and tracked for the implementation of each strategy.
- 53 **Section Six: Monitoring and Evaluation Framework.** A standard M&E framework should be attached that tracks basic data required for each strategy. It should include process, output and outcome indicators (or their equivalent) that also monitor elements of fragility in relation to education as well as traditional data that would monitor effective implementation.

¹⁶ Refer to the guidance on Steps on the path to FTI Interim Strategy Endorsement

ANNEX I

Glossary of Terms

The Progressive Framework (PF) is a tool to expand support for education in fragile states to make progress towards achievement of the Millennium Development Goals while increasing states' commitment and capacity. It is hoped the PF will guide Education Cluster country teams in how to work in the education sector of fragile states to achieve FTI Endorsement.

Catalytic Fund is a multi-donor trust fund established by the Education For All Fast Track Initiative (EFA/FTI) donor agencies in December 2003. The fund helps to finance FTI endorsed country education sector plans that mobilize insufficient resources due to the presence of an inadequate number of donors. It provides transitional grant financing over a maximum of 2-3 years to enable low-income countries to scale up their programs, and to establish a record that may leverage longer-term support.

Consolidated Appeals Process (CAP) is a multi-agency tool to plan, implement and monitor the activities of aid agencies. Working together in emergency settings, agencies produce appeals for funding which they present to the international community and donors. Since its inception, the CAP has become a tool for coordination, strategic planning and programming. It has fostered closer communication between governments, donors, aid agencies, and NGOS/INGOs.

Education for All (EFA) is a global commitment to provide quality basic education for all children, youth and adults by 2015. EFA was launched at the World Conference on Education for All in 1990 and was reinforced by the Dakar conference in 2000. There are six key education goals in EFA: (1) expand early childhood care and education; (2) provide free and compulsory primary education for all; (3) promote learning and life skills for young people and adults; (4) increase adult literacy by 50 per cent; (5) achieve gender parity by 2005, gender equality by 2015; and (6) improve the quality of education.

Education Management Information System (EMIS) is a tool for gathering, processing and reporting information on the education sector to monitor and evaluate education goals.

Education Plan Development Fund (EPDF) is a trust fund established by the FTI donor countries. The EPDF was created to enable more low-income countries to access the FTI and accelerate progress towards universal primary education. For developing countries without education plans and weak capacity to develop them, the EPDF can provide technical assistance for country-led development of education policies and a national education sector plan; technical support to share knowledge

derived from country experience in the preparation and implementation of national policies and education sector plans.

Fast Track Initiative (FTI) is the Education For All-Fast Track Initiative (EFA/FTI). It is a global partnership, with the Secretariat at the World Bank, between donor and developing countries to ensure accelerated progress towards the Millennium Development Goal of universal primary education by 2015. All low-income countries which demonstrate serious commitment to achieve universal primary completion can receive support from FTI. Through the FTI, all involved partner countries and agencies coordinate at both national and international levels to ensure greater donor harmonization, knowledge sharing and resource mobilization.

Financial Management Information System (FMIS) is a tool for assessing the financing and planning of the education sector to ensure its efficiency and adherence to achieving its learning goals.

Fragile Situations or States are those states where the government unable or unwilling to deliver core functions to a significant proportion of its people, including the poor (Leader & Colenso, 2005).

FTI Endorsement is required for funding through the FTI Catalytic Fund. Endorsement requirements include: (a) a sector program, endorsed by partners at the country level that prioritizes the achievement of the Millennium Development Goals for primary education and for which there is a financing gap, (b) a Poverty Reduction Strategy in which this priority is embedded, and (c) demonstration of reasonable country effort tracked by common indicators.

FTI Indicative Framework provides a set of indicators which partner countries are asked to use as monitors of progress towards universal primary completion. They include resource mobilization, student flows, number of teachers/student ratio, and enrollment.

Inter-Agency Standing Committee (IASC) The Inter-Agency Standing Committee (IASC) is the primary mechanism for inter-agency coordination of humanitarian assistance. It is a unique forum involving the key UN and non-UN humanitarian partners. There is now an Education Cluster group within IASC, co-chaired by UNICEF and SC/UK.

Medium Term Expenditure Frameworks (MTEF) are a tool for translating PRSPs into public expenditure programs within a coherent multi (usually three) year macroeconomic and fiscal framework.

Millennium Development Goals (MDGs) arose from a series of United Nations conferences in the first half of the 1990s. There are eight MDGs to reduce poverty and achieve sustainable development around the world. They form a blueprint agreed to by all the world's countries and leading development institutions. They are: (1) eradicate extreme poverty and hunger; (2) achieve universal primary education; (3)

promote gender equality and empower women; (4) reduce child mortality; (5) improve maternal health; (6) combat HIV/AIDS, malaria and other diseases; (7) ensure environmental sustainability; (8) develop a global partnership for development.

Multi-Donor Trust Fund (MDTF) are a means for donors to coordinate the reconstruction and development needs of a fragile state. The MDTFs are funded by donor countries and managed by technical secretariats.

Public Expenditure Review (PER) is concerned with public-based (not always government) revenues and expenditures as expressions of public policy and public involvement in the economy.

Public Expenditure Tracking System (PETS) is a tool to assist in identifying problems with the flow of resources between different levels of public administration and frontline service providers.

Poverty Reduction Strategy (PRS) & Poverty Reduction Strategy Papers (PRSP) are prepared by countries through a participatory process involving domestic stakeholders as well as external development partners. PRSPs describe the country's economic, structural and social policies and programs over a three year (or longer) horizon to promote broad-based growth and poverty reduction, as well as associated external financing needs and major sources of financing. Interim PRSPs (I-PRSPs) summarize the current knowledge and analysis of a country's poverty situation, describe the existing poverty reduction strategy, and lay out the process for producing a fully developed PRSP in a participatory fashion.

Sector Wide Approach (SWAP) is a process in which funding for the sector - whether internal or from donors – supports a single policy and expenditure program, under government leadership, and adopting common approaches across the sector. It is generally accompanied by efforts to strengthen government procedures for disbursement and accountability. A SWAP should involve broad stakeholder consultation in the design of a coherent sector program at micro, meso, and macro levels, and strong coordination among donors and government.

Transitional Results Matrix (TRM) is a planning, coordination and management tool that national stakeholders and donors can use to better prioritize actions necessary to achieve a successful transition in fragile states. The TRM helps launch a poverty reduction strategy (PRS) approach in these environments, either by acting as an early framework to lay the groundwork for a PRS or, later, as a way to operationalize poverty reduction strategies in low capacity countries.

ANNEX II

Conducting an education and fragility situation analysis

1. **Step 1.** The organization of an in-country multi-agency education sector working group is the first step in the development of a country strategic plan. This group should be led, if possible, by an education authority (Ministry of Education, or ad-hoc authority in contested regions) with the support of a coordinating agency (IASC Education Cluster where appropriate and exists). Where an education authority is not able to function in this capacity, the IASC Education Cluster or UNICEF or other appropriate oversight agencies should take the lead to organize and coordinate the working group.
2. **Step 2.** Drawing on agencies' knowledge, experience, and relationships, as well as multi-sector analysis such as the Joint Assessment Missions (JAM) or the Transitional Results (TRM), the working group should assess the political, security, economic and social factors bearing on the provision of basic education. Is the security situation, the economy and public financing of education, and the institutional capacity to organize and manage resources improving or deteriorating in relation to access to and quality of basic education?
3. The analysis of the conditions and trends that drive state fragility are complex. The progress towards state resiliency is i) not linear – it does not follow distinct phases; ii) it is subject to rapid change; and iii) it can't be easily demarcated in terms of geographical locus, participants and/or single causes. The practical implication of this is that it is difficult to arrive at collective, timely assessments and judgments about conditions leading to strategic plans that agencies working in education can support. Several concepts inform the analysis of country context and the development of basic education program strategy. These include:

Commitment & Resiliency. An analysis of whether authorities can protect and develop the country's people, as gauged by the degree to which the state:

- operates under a rule of law and respects human rights;
- utilizes security forces for protection or to maintain/enhance its power through suppression/extraction of public resources; and
- uses a high proportion of public resources to provide basic services (basic education) or for its armed forces, state intelligence, and security of those in power.¹

Capacity. An analysis of whether the existing authority can deliver education services as gauged by:

- the economic state of the country;
- public financing, and government accountability for the use of public funds;

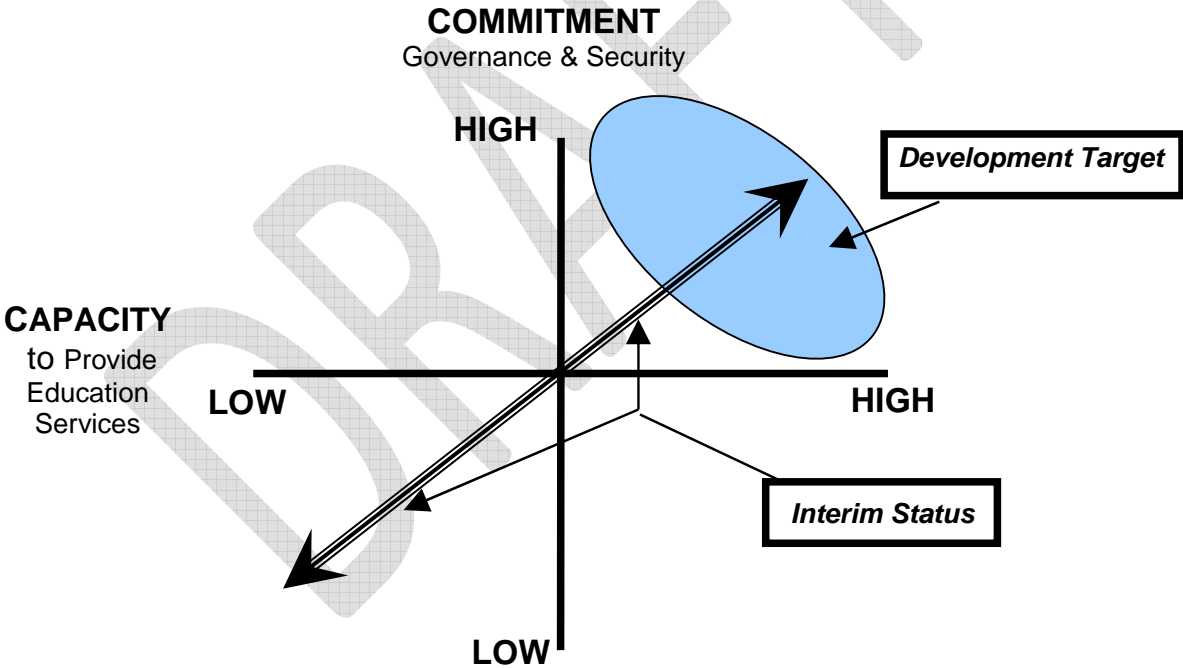
¹ It should be noted that there is virtually no country today where the government does not articulate policies and goals on Education for All. Even in the most fragmented, corrupt and repressive states, such as Liberia under Charles Taylor, and Nigeria under Abacha, EFA was articulated as a goal of the state. What **commitment** measures is the degree to which public resources and leadership are used to support these policies.

- and
 - institutional capacity/incentives (within the Ministry of Education and other state agencies providing education).

4. The assessment will examine these factors at local, regional, and national levels and take into account the direction and trends of the commitment and capacity to support basic education at these levels. It should be noted that at the community and local levels there is generally a strong demand for appropriate education services, and a willingness to support those services to the extent that resources and capacity permit, even during prolonged civil conflict.

These dimensions are illustrated graphically in Figure 1, linked to the phases of the Progressive Framework: Interim Status and Development Target (with high commitment and capacity – meeting FTI conditions for endorsement).

**Fig.1 Assessment of Fragility & Education
in the Progressive Framework**



5. In this figure, countries in the High Commitment but Low Capacity quadrant are typically those that are emerging from protracted conflict with a new political order, or recovering from natural disasters that have not destroyed public institutions. This characterized Uganda in the early 1990s, or Mozambique following its long civil war. In these cases there was strong political will to build capacity to rehabilitate public services. The strategy in these cases would focus heavily on the rehabilitation of national capacity to organize and manage education services. On the other hand, a country with Low Commitment and High Capacity is typically characterized by authoritarian rule, restrictions on

public discourse and media, with a heavy reliance on security forces to keep public order. Although its economy and public resources may be adequate, it has low levels of support for basic education. For countries in this condition, an interim strategy may well focus on regional and community initiatives, seeking to build local capacity. These cases are all within the *Interim Status* of the Progressive Framework, yet the strategies for supporting basic education and reducing state fragility will look very different.

6. These unique political, security, economic and social characteristics and trends will shape the education strategy. Each country will have very different security and governance characteristics. The analysis of how these forces impact the education system, and the ways that they can be mitigated, are critical considerations for developing a strategy to support to the education system.
7. The focus of this work should be on what is possible, and on focusing on where it is likely that the greatest impact on expanding and enhancing education services can be realized, while building the capacity of education authorities. This analysis will build on the experience, expertise and knowledge of the agencies and those participating in the assessment. Its aim is to seek as far as possible to work with and strengthen authorities at all levels: national, regional and local.

Mapping Agency Capacity and Constraints

8. An important consideration in developing the technical design of a coordinated education program will be the particular objectives, in-country experience, modalities of management, and strengths of the various partners. Mapping and assessing agency capacities and constraints in relation to the strategic priorities is critical. This exercise will help clarify coverage, focus and outcomes at the community, region and national level. The aim is to capture and exploit the range of technical expertise that each agency brings to bear on the context. Some examples of expertise include community mobilization, community-based training; curriculum design, instructional materials development; support to school management and leadership; teacher training; youth programs; education surveys and management information systems; education planning; financial management and control systems; monitoring and evaluation.
9. Ideally, effective collaborative work taps each agency's capacity and acknowledges its constraints and then maps their "locus" of intervention depending on their access in a particular setting. For example, NGOs generally have greater access to the local, community-level work. Once a collaborative mapping of agency strengths, locations and technical expertise is set, a pattern can then result over time in progress toward filling gaps and strengthening accountability to basic education needs. The education strategic plan should indicate, for each participating agency, how their activities, locations, partnerships and technical assistance, and resources contribute to a common framework.
10. **Step 3** shifts from an education and fragility situational analysis of conditions to the determination of specific education priorities. This process will map the program approach and level of effort for community, local, regional and national levels. The working group will use analysis and dialogue to seek consensus of where and how interventions are most likely to have the greatest impact on:

- a. expanding quality basic education, particularly to underserved groups & areas;
- b. having education services contribute to the reduction of conflict; the increase of human rights and psycho-social wellbeing;
- c. building the capacity of public institutions to develop and manage education services so that ultimately there is a national sector strategy and plan, which includes local and regional plans, and the mechanisms to manage resources for its implementation.

11. This is obviously a complex assessment and strategic judgment, given that there will be trade offs between these three objectives. Further, the government/education authorities and agencies participating in the Education Working Group have different perspectives on priorities, with NGOs generally focused on expanding service delivery, and government agencies seeking to build institutional capacity to plan, coordinate, and manage resources.

12. These differing perspectives are reflected by a set of six key tensions and decision points. The Working Group will address issues on:

- | |
|---|
| <ul style="list-style-type: none">• WHO is involved in planning, organizing and delivering services and how can we make sure of equitable representation?• WHERE will support and activities be focused – again ensuring equitable distribution?• HOW are the services to be managed?• WHAT services are to be provided?• WHEN – what time period will the strategic plan cover?• HOW MUCH – what will be the cost of the program? |
|---|

13. The decisions on these issues will be reflected by indicators of progress identified in the first phase (as guided by the Progressive Framework). It should be noted that the indicators for the Development Target are inclusive of the indicators for the Interim Status. The focus on the national level does not mean neglecting the community and local level, rather these levels are explicitly addressed and supported within the national strategic plan and its implementation.

Illustrative Points of Dialogue & Decisions for an Education Strategy

POINTS OF DIALOGUE	DECISIONS POINTS
<p>WHO is involved in planning, organizing and delivering services: NGO, Agency, community board, public authority?</p>	<p>Choice of public agencies to work with in developing plans, management programs;</p> <p>Choice of stakeholder participation in planning, management, reviews²</p> <p>How to ensure equity across diverse groups – ethnic, religious etc</p>
<p>WHERE should the locus of support and activity be focused: communities, local NGOs, local authorities, regional authorities, national MoE?</p>	<p>Choice of the level and type of support provided to communities, local authorities, regional and national authority.</p>
<p>HOW are the services to be managed to balance the ‘Trust Gap’ with capacity building? What mechanism of program and financial control will be used e.g. Community Boards with NGOs? A MDTF, pooled funds? Grant funds to public agencies? A SWAP using a MTEF?</p>	<p>Choice of management and financial mechanism to deliver services. While it will be easier for NGOs to directly provide services (e.g. pay teachers) and thereby accelerate access to quality basic education, this may undermine public capacity, unless public funds are provided to NGOs through grants (Pakistan, Ethiopia).</p>
<p>WHAT should be the scope and range of services supported? ECD, primary schooling, NFE and complementary education, youth programs, secondary education? How much time and effort put on reforming curriculum, retraining teachers, building, repairing infrastructure?</p>	<p>Choice on reforming, improving the quality and learning outcomes, or restoring, expanding formal basic education</p>
	<p>Choice of focus on non-formal, or complementary education, thereby reaching those who have been excluded, including youth.</p>
<p>WHEN: what should be the time frame for the strategic program: 1 year, 2-3 years; 3+ years within a long-term national strategic plan?</p>	<p>Choice of focus on a short-term plan (1 year); a medium term plan (2-3 years); a longer term plan (3+ years – up to 10 years).</p>
<p>HOW MUCH: What level of financing is required to meet the costs of the education strategy? It might be worth breaking this down for each part of the strategy</p>	<p>Choice of how much financing, additional to what has been committed by agencies and partners (including education authorities), will be proposed by the strategy.</p>

² As noted earlier, whatever the strategic decision as to where and how the aid support will be directed, a national authority (Ministry of Education if it exists and functions) must endorse the program and be provided some technical support for capacity building.

Building Resilience and fragility reduction – a checklist

The country education working group can use this checklist to review its strategy, and to verify that its program of action, while supporting basic education access, quality and equity, is contributing to building the capacity of public education authorities and reducing sources of conflict and fragility.

	NEGATIVE FORCES	POSITIVE FORCES	<input type="checkbox"/>
SECURITY	Schools and education institutions become targets for attack, including the abduction of students.	Establishment of an accord with groups in conflict that school and education institutions are ‘safe havens’ for children and youth (as in Nepal, Sri Lanka).	
	A high level of youth dropout fuels frustration and anger, leaving youth open for recruitment into anti-social gangs, militias.	Attention to assuring positive learning outcomes, reduction of dropouts, and opportunities for youth training, apprenticeships, community service.	
	The use, by those in authority – head teachers, teachers – of their power to beat and abuse children, including rape of girl students.	Teaching and applying the principle of respect for law through establishing collective rules for behavior and caring relationships; having students learn to respect and enforce these codes with justice through active student governance.	
	School bullying and harassment, particularly of girls and minorities, is condoned, or not controlled.		
GOVERNANCE	National government authority (or <i>de facto</i> authority in regions not under government control) excluded from sector planning and agencies/NGOs uncoordinated.	National government (MoE) plays a key role (with TA as necessary) in the development of education plans and reforms, with coordinated support for the plan among aid agencies and NGOs.	
	The planning of education services neglects or under-resources specific populations and areas; especially children and youth in economically vulnerable regions.	Reaching out to cultural, ethnic minorities and underserved populations; using L1 for literacy; a policy promoting equity & ‘unity in diversity’.	
		Coordinated multisectoral inputs to learning facilities such as gendered latrines and referral system for health and personal security issues.	
		Targeted interventions that identifies, monitors, and incorporates vulnerable children and youth, including former militias, those subject to violence, rape, abuse in hostilities.	
	The process of education planning lacks popular representative participation and consultation.	Establishment of representative planning, management teams at community, county, regional and national levels to consult with citizens (using existing mechanisms where feasible and useful)	

	NEGATIVE FORCES	POSITIVE FORCES	<input type="checkbox"/>
	The use of schools, education institutions for political rallies/events that fuel ethnic, sectarian tensions and conflict.	Prohibition against the use of schools for political or sectarian rallies; Events that promote unity and diversity through performing arts (as in Uganda).	
	Weak and/or corrupt civil service with inadequate and irregular payments to education staff and teachers, schools and local authorities.	A personnel and salary disbursement system seen as regular, timely and just. Regular, timely disbursement of adequate budgets to schools, local education offices.	
	School governance authoritarian, lack of participation by community or students.	Establishment of community school committees, PTAs, with training and support to assist in planning and performance review.	
	Lack of supervision and accountability for school authorities and teachers in attendance, behavior, abuse of students – including using students for cheap labor, and abuse of girls going unsanctioned.	System of supervision in place assuring accountability in teacher behavior – including attendance, and relationships with pupils. Sanctions enforced when teachers or school authorities abuse that trust and regulations.	
ECONOMIC	High level of inflation and economic depression/collapse impacting on educators and teachers on fixed wage – leading to absenteeism, alternative work, leaving service.	Alternative ways of rewarding teachers through in-kind incentives, some of which is provided by the community/parents.	
	Lack of economic opportunity leads to dropout, youth frustration, criminal activity, girls forced into transactional sex with high HIV/AIDS risk.	Use of youth as ‘volunteer’ teachers or teacher aids, with stipends and training provided, including opportunity for further education. Youth training and income-generating programs.	
	Use of economic power by authorities fueling corruption in the appointment and payment of staff, conduct of examinations and admissions, use of students for cheap labor.	Clear policies, regulations and guidelines, publicly posted, on corruption. Transparency in financial transactions through public posting of budgets, expenditures. Sanctions against corruption publicly enforced.	
SOCIAL	The manipulation of history and textbooks for political purposes, where the government defines the ‘national story’ suppressing the experience and history of particular groups.	Shifting the teaching of history to understanding the process by which history is made; building with children the stories of their own histories, families, communities.	
	The inculcation of attitudes of superiority, for example in the way that other peoples or nations are described, and the characteristics that are ascribed to them.	Acceptance the universal principle that all persons are created equal, that all are endowed with rights, and all have capacity. Within schools learning to honor and celebrate unity with diversity.	

	NEGATIVE FORCES	POSITIVE FORCES	<input type="checkbox"/>
	Many of these negative practices are also reflected in gender-based discrimination in school relationships, textbooks, and classroom practices, particularly in conflict situations.	Special attention to the needs, aspirations and capacities of girls in schools (see gender strategies literature, eg. INEE, IIEP, FAWE).	
	The failure to recognize and address psychosocial support needs of teachers and students may result in unexpected classroom dynamics and learning needs.	Provision of external psychosocial support training for teachers promotes identification of signs of stress, trauma in both themselves and manifest in student behaviors that can be better managed.	

DRAFT

ANNEX III

STRATEGY PREPARATION PROCESS – SUPPLEMENTARY GUIDANCE

These supplementary guidance notes provide likely scenarios and possible courses of action depending on context for each of the four dimensions under the Progressive Framework. They are illustrative and highlight how to measure indicators of progress towards the development target.

SECTOR ASSESSMENT, PLANNING & COORDINATION

“KEY” TENSION

How to balance the trade off in developing a plan between having NGOs and Agencies, working at the community and local level, taking direct responsibility for providing services (such as paying teachers), versus the difficult task of building public agencies (local, regional and national) capacity to develop and manage plans & services?

What are the Decisions?

What are the Indicators of Progress?

Likely Scenarios:

A typical scenario is that numerous NGOs, and agencies, address specific problems in specific areas, taking on the responsibility of assessing need, developing a strategy, organizing resources and managing a project. This leads to uncoordinated and non-strategic services and projects which tend to draw off what human resources exist and undermine the capacity and potential of building or strengthening public services.

Illustrative Example: Decision

To establish a coordinated agency and NGO strategic plan, based on a collective assessment, in consultation and, where possible, co-leadership with local, regional or national government authority.

How?

- Leadership in coordinating agencies and NGOs with government authority. Collective decisions on the scope and time frame for an assessment of needs, capacities and opportunities to establish priorities; using a common framework for curriculum and materials development, teacher training, assessments, etc. and utilizing TA to organize that work within an agreed time-frame.
- Apply for funds to support the planning process through the FTI Education Plan Development Fund (EPDF).

Indicators of progress

- An interim short-term strategic plan, meeting criteria specified in the Progressive Framework for reducing state fragility, agreed upon by key agencies and stakeholders, and by government authority.
- Submission of a proposal to FTI for Education Planning Development Fund (EPDF) support for analysis and planning.

Illustrative Example: Decision

Government Agency as lead (or co-leader) of Task Force to prepare a medium term (1-3 year) strategic plan with participation of key donor agencies, NGOs, and representatives from civil society (including underserved groups and regions). The strategic plan will relate to a TRM, or an interim PRSP, and will include an analysis of basic education services (including NFE for youth) by gender, region, ethnic and religious minority groups.

Indicators of Progress

- A medium-term (1-2 yrs) strategic plan, meeting criteria for reduction of fragility specified in the Progressive Framework, consistent with a TRM or interim PRSP, agreed upon by key agencies and stakeholders, and by government authority.
- Development of an information system based on school, NFE program census, household surveys, and assessments of learning achievement (for literacy and numeracy).
- Approval for support to strategic planning from the EPDF.

DEVELOPMENT TARGET

Illustrative Example Decision

Government leadership (with TA as necessary) with participation of key agencies and civil society representatives (including underserved regions and groups); develops a long-term and medium term (1-3 years) strategic plan using FTI indicative benchmarks, and consistent with a PRSP and MTEF.

Indicators of progress

A strategic plan with FTI endorsement.

A comprehensive, timely, reliable information system functioning at county/district, regional and national levels which includes indicators of student achievement (literacy and numeracy)

RESOURCE MOBILIZATION & FINANCIAL MANAGEMENT

“KEY” TENSION

Because of the ‘Trust Gap’ for public financing, agencies need to have tight controls on the use and accounting of funds, yet this restricts the potential for building government capacity, which requires responsibility for discretionary finances along with technical support for developing financial control systems.

What are the decisions?

What are the Indicators of Progress?

Likely Scenarios

Agency and NGO funds are almost entirely managed by the agencies themselves, and accounting for funds is linked directly to the delivery of services by the agencies. This reflects the pattern of support provided through humanitarian relief. Parents, through fees, and community (or other private) funds, provide the bulk of financing for school operational costs (teacher incentives and materials), leading to the exclusion of the poor.

Illustrative Example: Decision

Through TA, and using NGOs, provide limited grants to assist public agencies (community boards, local councils) to support recurrent expenditures (such as teacher salaries), and to build capacity for managing and accounting for funds. Simultaneously, support a national Public Financial Management Control System (PFM) for analyzing education financing flows and procedures.

How?

- Analyze existing constraints and opportunities for providing grants to community boards or local (country and/or district) public agencies for needed recurrent expenditures (particularly targeted to the underserved, the poor).
- Seek alternative sources of financing for improving community education services.
- Provide resources or TA to support a national PFM for the education sector

Indicators of progress

- Allocation of grants to community and local public bodies, and the accounting for the use of those funds;
- Development of a national PFM for education;
- Demonstrated capacity of local/district public agencies to manage modest sized grant financing.

Illustrative Example: Decision

Through TA, assist public agencies (community boards, local councils, regional government) to develop financial control systems, while providing grants from pooled funds, or a Multi-Donor Trust Fund (for education), to these public agencies. This is particularly important for financing such recurrent expenditures as teacher salaries and school and pupil instructional materials.

Simultaneously, support the development of a national Public Financial Management Control System (PFM) for education financing control and procedures linked to a medium-term education sector plan

Indicators of Progress

- The establishment and functioning of a pooled fund or MDTF for education providing grants to local and regional public authorities, with financial control and reporting systems in place;
- Financial control systems in place, based on a PFM, linked to a medium-term sector plan;
- Demonstrated capacity of local/regional public agencies to effectively manage grant funds to support an education plan, utilizing a financial control and reporting system;

- National level budget and financial control systems (subject to PER) receiving funding through a MDTF.

DEVELOPMENT TARGET

Illustrative Decision

Design and approval of a SWAP for the education sector and apply for FTI Catalytic Fund Endorsement.

Indicators of progress

Annual external audit and donor review of sector financing linked to the program actions and indicators of the sector plan.

SERVICE DELIVERY

“KEY” TENSION

How to balance short-term service delivery that upholds the right to education with longer-term reforms and institutional capacity building for the education system.

What are the Decisions?

What are the Indicators of Progress?

Illustrative Example: Decision

Decisions made in-country are shaped by the context. A country that focuses on building the capacity of the education “system” at the national level and simultaneously focuses on providing children and youth access to learning might fail in trying to do both with equal effort. Considering the context, what is an example of how to move forward in an interim arrangement with an inclusive legitimized phased approach to increase progress that is consistent with one overall education plan?

Likely Scenarios:

1. No salaries, results in no teachers, results in no students, thus no access. However, even in very desperate conditions, parents and communities are generally able to provide some incentives for ‘volunteer’ teachers.
2. Community members, youth or parateachers supported by parents and communities (payment, housing, food) = result -- exclusion of many children (children of parents paying teachers only attend) legitimacy is low (not recognized as part of government education system).
3. Community / NGO provide salaries/incentive = result --- inclusion high (all children can attend NGO supported schools), legitimacy low (government view as a substitute and competing force that is not in line with government goals).

To note: The incorporation of community-based and NGO supported education initiatives into the overall education systems/planning/monitoring is a key move for

governments to move forward on the “tension” between access to educational activities and capacity building of the education system.

Illustrative Example: Decision

To focus on providing safe learning spaces for teachers, children and youth throughout the country and invest a limited level of effort to support capacity building of the education system at the national level.

How?

1. Clarify the different level of effort by INGO, UN and government for community, regional and national level response– letting INGOs be responsible/accountable to providing immediate educational access to children and youth should be part of the government education section plan, identifying lead agency by location/district. Mapping of agency expertise, location, input and expected outcomes.
2. Legitimize and include INGOs, UN and other education service providers in the overall planning and monitoring system/requirements by collecting information and activity reports that input into one overall education plan.
3. Include parateachers, youth volunteers or community volunteers as legitimate actors in providing education and provide estimated standards for community payments, NGO payments or other support given to teachers/parateachers as legitimate payments that are part of the overall country education system.

Indicators of progress

- Consistent increase in percentage intake rates for boys and girls/school aged population in formal and non formal educational settings through review of agency, UN & government progress reports on a regular basis.
- Standard stipends/incentives are set and adhered to by formal and non-formal education programs running by the end of year one.
- Regular in-country progress reports from NGOs, UN and Government indicate that on average there is an increase to (___%) of school aged children enrolled in basic education (formal or non formal) with an on average (___:___) ratio students to teachers (or parateachers or community volunteers) and an on average (___%) attendance of teachers & students.³
- Transition of learning centers into more formal schooling systems, with reintroduction of curriculum along with continuation of those curriculum point reflecting human rights, psychosocial and protection needs.

Illustrative Example: Decision

To focus on strengthening regional and national level systems of data collection, and monitoring and to set standards and norms for building requirements, curriculum, teacher recruitment/accreditation and payment structure.

How?

1. Revisit original “mapping of agency expertise, location, input and expected outcomes” and determine what has been accomplished. Continue the

³ The specific targets for these indicators should be determined in the process of developing the plan.

collaborative education group with wide membership and ensure accountability for those written into the original education plan.

2. Determine an agreed upon system of payments and devise mechanism for transition salary payments by governmental actors to teachers.
3. Set up agreed upon system of regular data collection and agreed data points in-country to be providing to the overall education group at national level.
4. Draft quarterly reports on progress with input by all education actors to be sent out to all participants and used for fundraising.

Indicators of progress

- Establish norms for classroom construction and equipment
- Establish norms for teacher recruitment, accreditation, utilization and conduct.
- Interim salary structure and payroll system
- Introduce a system of teacher education accreditation
- Curriculum updating and building of institutional capacity for curriculum development, including improvement of quality inputs (e.g. textbooks, pedagogical approaches)

DEVELOPMENT TARGETS

Indicators of progress

- Community and school environments are secure and promote psychosocial well-being
- Adequate pupil-classroom-ratio: schools appropriately equipped for quality learning
- Adequate pupil-teacher ratio (*FTI 40:1*); equitable teacher distribution; teacher service regulatory framework
- National teacher salary scale and payroll system. (*FTI ratio = 3.5:1*)
- National system of teacher accreditation, training and code of conduct
- New curriculum framework reflects national consensus on political, economic and human development strategy, inclusive of human rights, rule of law, unity in diversity
- Equitable distribution of quality inputs for improved learning outcomes

MONITORING SYSTEM IMPROVEMENT

“KEY” TENSION

Collecting and reporting data on student intake, retention, completion rates and learning, and monitoring this data across different types of education in fragile states creates great challenges due to incomplete, inaccessible and unreliable data. EMIS often have high opportunity cost with marginal impact on capacity for service delivery. What are the levels of effort devoted to data and when/where is the most appropriate and effective

What are the Decisions?

What are the Indicators of Progress?

Likely Scenarios:

1. Little data available, little collective understanding of which types of education programs are running, by whom and for which groups of children & youth. Usually such programs do not easily feed into the formal education system of formal skills accreditation process (lack certificates).
2. Data available unreliable, inconsistent or may represent a false reality thus, verification and triangulation of different agencies/institutions with data is needed in addition to continued collection of ongoing data done systematically.
3. Limited or lack of personnel that focuses on data collection specifically but is usually an “add on” to other responsibilities thus, is often poorly done in the interim stage.
4. Limited analysis of or monitoring of causal factors relating fragility with education provision and delivery

Illustrative Example: Decision

What level of effort and resources should go into the development of information systems at different stages of development? A focus on student flow requires dedicated education staff at community, regional and national levels to lead data collection, analysis and reporting for inputs (schools, teachers, infrastructure) rates of intake, retention, completion and learning for children and youth

How?

1. Request or hire technical support at the interim stage to focus time and effort on developing efficient, simple, feasible information & communication systems at local and regional levels; and the conduct of a rapid survey of existing provision of schools and programs. The persons’ skill set should include experience with data system in complex environments.
2. Request or use secured system of data management

Indicators of progress

- Survey and provisional data on schools (and NFE programs) and enrolment is collected, reviewed and agreed upon as valid (and useful) by the education sector group.
- Data and its analysis contribute to an annual program review by stakeholders.
- Data shows increasing provision of teachers (schools, teachers) and enrolment numbers in primary during program cycle (within one year).
- Data show increasing enrolment in newly introduced skills enhancing learning; non formal education, youth programs (e.g. accelerated, literacy, vocational skills training, life skills training, and other types of education provided through the program).
- Monitoring system in place that address issues of fragility according to key tension points within the education system (e.g. curricula, inequity or exclusion)

Illustrative Example: Decision

Through TA and institutional support, strengthen regional and national system of data collection, analysis and reporting that includes all levels and types of education, and treats inputs, access, flow rates, equity and learning assessments (sampled).

Indicators of Progress

- Measures are developed and used to assess net and gross enrolment rates, completion rates, and learning achievement (sampled) with official school census complemented by survey data.
- Capacity building underway on the interpretation and use of data and information for planning and decision-making.
- A national process for data collection, analysis and reporting is in place
- Annual sector program review includes analysis of information on program inputs, access, student flows, completion and learning (literacy and numeracy).

DEVELOPMENT TARGET

Illustrative Example: Decision

The expansion and improvement in the quality of data and information will be used to examine and analyze education sector performance and efficiency.

Indicators of progress

- A national EMIS system is in place, supplemented by survey data and policy studies, providing comprehensive, timely data, analysis and reports (on formal and NFE) utilized in annual sector financial and performance reviews.
- A comprehensive system of vocationally oriented, balanced education programs that addresses needs of children and out of school children, youth and adults is in place.

ANNEX IV

APPLICATION OF THE PROGRESSIVE FRAMEWORK – AN EXAMPLE

STAGE		LOCUS	PROGRAM STRATEGIES	STANDARDS	INDICATORS
SECTOR ASSESSMENT, PLANNING & COORDINATION	Interim Status	Community Local Council	Strengthen, train community education committees Committee organizes local needs assessment, develops strategy for education improvement w/assistance	Representative, gender balance Local school improvement plan and budget based on PLA survey & presented to community	Committee meets on regular basis, record of activities on education improvement Improvement Plan implemented
		Regional/ National	Establish education working group (IASC cluster lead if appropriate) ; Carry out assessment, drawing on JAM, CAPS, agency knowledge and relationships; Survey for baseline data; Strategic plan developed	National authority and regional defacto authorities consulted, approve assessment and strategic plan; Valid data and analysis on demographics, education services and performance	Agency strategic plan implemented by partners in regions, communities Baseline data informing strategic plan indicators, baseline and targets.
			Initiating household surveys, school mapping, school surveys; Support development of Education Sector Plan (national, sub-national)	Functioning Education Management and Financial Management Information Systems (EMIS, FMIS)	Timely EMIS, FMIS annual reports; Sector Plan with targets and financing estimates
	Target	Community Local Council	Strengthen, train community education committees; Committee organizes local needs assessment, develops strategy for education improvement w/assistance	Representative, gender balance; Local school improvement plan and budget based on PLA survey & presented to community	Committee meets on regular basis, record of activities on education improvement Improvement Plan implemented
		Regional/ National	Assist in developing a national education sector plan embedded within PRS (or equivalent) and MTEF	FTI Benchmarks	Annual, MTEF and Long Term Plan meet FTI benchmarks
	Interim Status	Community Local Council	Assist in mobilizing internal and external resources to complement community inputs for basic service delivery		Increased resources and financing for local education improvement plan
Regional/ National		Establish Joint aid management & delivery (pooled funding, MDTF etc.); Carry out analysis of public revenues and flows to education services-PFM	Equitable allocation of resources to regions of the country for basic education	Increased national revenue base and more predictable external support for investment and, where necessary, recurrent exp.	
		TA to strengthen PFM (fiduciary): basic systems & controls (accounting, procurement, fiduciary risk management);			
Target	Community Local Council	Support & training to community & local council bodies to manage funds Seek financing from private sources	Regular reporting schedule on the use of resources to community	Financial reports linked to education improvement plans. Increase in financing from private sources	

STAGE		LOCUS	PROGRAM STRATEGIES	STANDARDS	INDICATORS
		Regional/ National	Provide financing for government/ country-led coordinating mechanism for aid management, delivery and results Assist regional and national government (MoE) in establishing and strengthening financial planning and control systems, linked to sector plans.	SWAP in place, with annual sector review of performance & audits. <i>FTI standards for public domestic revenue as share of GDP, Education share of recurrent expenditure, Primary share of education recurrent expenditure</i>	Annual SWAP Review with Financial and Performance Audits Performance audits accepted by government and development partners for continued financing through FTI

STAGE		LOCUS	PROGRAM STRATEGIES	STANDARDS	INDICATORS		
SERVICE DELIVERY	<i>Access & Learning Spaces</i>	Interim Status	Community Local Council	Assess security, pre-existing resources, need and locale for potential learning space -Establish safe learning spaces in classrooms or other -organize space in multiple shifts with a range appropriate psychosocial support content, recreation and learning -provide appropriate range of learning opportunities (accelerated learning for youth, vocational and other skills training etc)	Gender balanced and equal ethnic representation have access to a safe learning center A range of learning opportunities are made available to all	Reports show inclusive, equitable and appropriate learning is made available by agencies or government for children and youth	
				Phase out multiple shifts Organize & support PTA, SMC associated with learning space or school	Active support to learning center is sustained by community	Reports show inclusive, equitable and appropriate learning is made available by agencies or government for children and youth	
			Regional/ National	Organize multi-agency working group for learning spaces to map coverage, review content & monitor issues of safe access	Norms for classroom or other construction, equipment, materials are agreed upon Adequate pupil-classroom- ratio: appropriately equipped for quality learning	Achieved norm for construction, equipment and materials & made publically available for review Achieved pupil-teacher-ratio < 40:1	
			Community Local Council	Phase out multiple shifts Organize & support PTA, SMC associated with learning space or school	Community participation and management of learning space or school	Reports show inclusive, equitable and appropriate learning is made available by agencies or government for children and youth Increased community participation in learning spaces	
		Regional/ National	Organize multi-agency working group for learning spaces to map coverage, review content & monitor issues of safe access	Norms for classroom or other construction, equipment, materials are in place and known Inclusive, equitable and safe learning	Achieved norm for construction, equipment and material Achieved pupil-classroom- ratio < 40:1 achieved		
		Target					

STAGE			LOCUS	PROGRAM STRATEGIES	STANDARDS	INDICATORS
SERVICE DELIVERY	Teaching Personnel	Interim Status	Community	Identify teachers, para teachers and community support	Regular community participation through meetings held by teachers for input	Increased community participation/satisfaction reported
			Local Council	Organize education committee that will work to establish norms for teacher condition & recruitment		
			Regional/ National	Provide orientation/training teachers on psychosocial support that includes code of conduct Establish systems of monitoring and response to security/personal security incidents in the school environment Introduce stipends/incentives for teachers	Clear mechanism in place for reporting and response to security/personal security incidents	Established interim system for teacher recruitment and payment
					Standard system of safe and supportive teacher education & accreditation Clear mechanism in place for reporting and response to security/personal security incidents	Achieved pupil-teacher-ratio (FTI < 40:1); Equitable teacher distribution teacher service regulatory framework in place
	Teaching Personnel	Target	Community Local Council	Support SMCs in functioning of schools		Established SMCs
			Regional/ National	Provide long term orientation/training teachers on psychosocial support that includes code of conduct Establish system of monitoring and response to security/personal security incidents in the school environment Introduce stipends/incentives for teachers	Standards established for safe and supportive teacher service, payment levels, accreditation and training.	Achieved pupil-teacher-ratio (FTI < 40:1); Equitable teacher distribution teacher service regulatory framework in place National teacher salary scale and payroll systems (FTI ration = 3.5:1) in place National system of teacher accreditation, training and code of conduct exist
	Learning Process	Interim Status	Community Local Council	Engage community in content-based needs/discussion on learning content Incorporate survival messages on protection, health, outbreaks, landmines etc as needed	Relevant and appropriate learning content is available for all	Increased community participation in content design
				Community participation in transitioning non formal or learning space to more formal school setting	Routes to formal school, vocational training or job placement available	# of students transitioning to school and other recorded
			Regional/ National	Review learning content in line with basic learning needs and protection issues (e.g. HIV/AIDS, conflict prevention and rights)	Emergency provision of basic learning inputs Instruction hours limited by multiple shifts, teachers shortages etc	Regular reports detail basic learning input and instructional hours for use in measuring progress/changes over time

STAGE		LOCUS	PROGRAM STRATEGIES	STANDARDS	INDICATORS
	Target		Interim curriculum updating and building of institutional capacity for curriculum development, including elements of peace building	Improved quality inputs (e.g. textbooks, pedagogical approaches) National norms for contact hours and monitoring mechanisms	Available revised texts for distribution
		Community Local Council	Community participation in transitioning non formal or learning space to more formal school setting		# of students transitioned to formal school settings.
		Regional/ National		New curriculum framework reflects national consensus on political, economic and human development strategy	Equitable distribution of quality inputs is measured for improved learning outcomes in reports Actual instructional hours measured and conform to national norms (FTI=850—1000 per annum)

STAGE		LOCUS	PROGRAM STRATEGIES	STANDARDS	INDICATORS
MONITORING SYSTEM IMPROVEMENT	Interim Status	Community Local Council	Focus on expansion of enrolment numbers in primary or basic education in learning spaces and NFE Introduction or enhancing of skills development programs and accelerated learning (including youth catch up classes). Introduce or enhance skills development programs (including youth catch-up classes, vocational other types)		Increased enrolment in primary basic education, NFE, learning spaces
		Regional/ National	Both the above to be done at regional and national levels in coordination with communities. Identification of urgent skills required for recovery and reconstruction.	Introduction of measures to assess net and gross enrolment rates, with official data complemented by survey data. Expansion of secondary and teacher education programs.	Skills development, accelerated learning (including youth catch up classes) expanded throughout the country Expansion of recovery and reconstruction skills in curriculum Skills development, accelerated learning (including youth catch up classes) expanded throughout the country
	Target	Community Local Council	Introduce or enhance skills development programs (including youth catch-up classes, vocational other types)		

		<p>Regional/</p> <p>National</p>	<p>Focus on expansion of enrolment numbers in primary or basic education</p> <p>Expansion of of secondary and teachers education programs</p>	<p>Measures in place to assess net and gross enrolment rates, with official data complemented by survey data</p> <p>Identification of urgent skills required for recovery and reconstruction A comprehensive, system of vocationally oriented, balanced education programs that addresses needs of children and out of school youth and adults</p>	<p>Measurement intake rates, completion rates and repetition (FTI Indicative Framework Indicators) in place for monitoring</p> <p>EMIS system established</p>
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ANNEX V

KEY RESOURCES AND TOOLS

The following links provide a wealth of technical information and guidance for the use of country education working groups.

Delivering education in fragile situations

[Education aid in fragile states: Delivering it Effectively](#) (SPIRU, 2007)

[Education in Fragile States: Capturing Lessons and Identifying Good Practice](#) (DAC Fragile States Group, 2006)

[Capacity Development for Education for All: Putting Policy into Practice](#) (Federal Ministry for Economic Cooperation and Development, 2007)

[Progressive Framework for FTI Support to Education in Fragile States](#) (FTI, 2007)

[Report on Workshop on the Fast Track Initiative in Fragile States](#) (2007)

[Last in Line, Last in School: How donors are failing children in conflict-affected fragile states](#) (International Save the Children Alliance, 2007)

[Learning to deliver education in Fragile States](#) (Greeley and Rose)

[Policy Roundtable on Education in Emergencies, Fragile States and Reconstruction: Addressing Challenges and Exploring Alternatives](#) (INEE, CIDA, UNICEF, 2006)

(Website) [Education For All-Fast Track Initiative](#) (FTI)

[Afghanistan's hidden war](#) (BBC, 2006)

[The Two Faces of Education in Ethnic Conflict](#) (UNICEF, 2000)

[Education for All: Nepal](#) (International Alert, 2006)

[Never again: educational reconstruction in Rwanda](#) (IIEP, 2003)

[Education Under Attack](#) (O'Malley, UNESCO, 2007)

[Education in emergencies and reconstruction](#) (UNESCO IIEP)

http://www.unesco.org/iiep/eng/focus/emergency/emergency_1.htm

Aid in Fragile States:

[From aid effectiveness to development effectiveness: strategy and policy coherence in fragile states](#) (Overseas Development Institute)

[Aid Allocation and Fragile States](#) (McGillivray, 2005)

[Development Effectiveness in Fragile States: Spillovers and Turnarounds](#) (Chauvet and Collier, 2004)

Why we need to work more effectively in fragile states (DFID, 2005)

Policy Brief: Service Delivery in Fragile States (OECD, 2007)

Aid Instruments in Fragile States (DFID, 2005)

Making Aid Work in Fragile States (World Bank, 2004)

The Forgotten States: Aid Volumes and Volatility in Difficult Partnership Countries (1992-2002)-Summary Paper for DAC Learning and Advisory Process on Difficult Partnerships (OECD-DAC,2005)

The Challenge of Linking Aid and Peacebuilding (International Alert, 1999)

Synthesis Paper on Good Practice: The Challenge for Donors (FSG, 2006)

General Fragile States:

Policy Brief:State Building in Fragile States (OECD, 2006)

Harmonisation and Alignment in Fragile States (OECD-ODI, 2005)

Principles for Good International Engagement in Fragile States & Situations (OECD, 2007)

Fragile States: Defining Difficult Environments for Poverty Reduction (PRDE, 2004)

Donors and the 'Fragile States' Agenda: A Survey of Current Thinking and Practice (ODI, 2006)

Engaging Civil Society Organizations in Conflict-Affected and Fragile States; Three African Country Case Studies (World Bank, 2005)

UN Humanitarian Reform: IASC Education Cluster

<http://www.humanitarianreform.org/humanitarianreform/Default.aspx?tabid=115>

Mitigating fragility and peacebuilding

Education and Fragility: An Assessment Tool (USAID, 2006)

Where peace begins: Save the Children campaign on education and peace
http://www.savethechildren.net/alliance/what_we_do/rewritethefuture/peace/index.html

Conducting Conflict Assessments: Guidance Notes (DFID, 2002)

The DAC Guidelines: Helping Prevent Violent Conflict (OECD, 2001)

Mainstreaming Conflict Prevention-Reconciliation (OECD, 2005)

Mainstreaming Conflict Prevention: Engaging with Civil Society (OECD, 2005)

Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: A Resource Pack <http://www.conflictsensitivity.org/resourcepack>

Country-Specific Case Studies

[Angola: Life-Skills for Adolescents](#) (CCF, 2005)

[Northern Uganda and Sierra Leone: "Will you listen?" Young voices from conflict zones](#) (Women's Commission, Global Youth Action Network, UNICEF, UNFPA, 2007; 92 countries including Women's Commission research in Northern Uganda and Sierra Leone)

[Northern Uganda: Listening to Youth: The Experiences of Young People in Northern Uganda](#) (Women's Commission, 2007)

[Southern Sudan: From the Ground Up: Education and Livelihoods in Southern Sudan](#) (Women's Commission, 2007)

[Darfur, Sudan: Education in Darfur: A critical component of humanitarian response, \(Click here for the Arabic version\)](#) (Women's Commission, 2006)

[Darfur, Sudan: INEE Minimum Standards Darfur Case-Study](#) (Women's Commission, 2006)

[Liberia: Help us Help Ourselves: Education in the Conflict to Post-conflict Transition in Liberia](#) (Women's Commission, 2006)

[Darfur and Chad: "Don't Forget Us": The Education and Gender-Based Violence Protection Needs of Adolescent Girls from Darfur in Chad](#) (Women's Commission, 2005)

[Northern Uganda: Learning in a War Zone: Education in Northern Uganda](#) (Women's Commission, 2005)



ANNEX VI

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