

**EFA FTI Global and Regional Activities Program  
Stakeholder Consultation 2  
Thematic area: Out-of-school children**

Comments by UNESCO

August 2011

The present document is a response by UNESCO to the Second GRA Consultation on the revised thematic paper on out-of-school children. It consists of comments, suggestions and activities proposed by: I) the Division for Basic to Higher Education and Learning, Education Sector (ED/BHL) ; II) the UNESCO Institute for Statistics (UIS); and III) the International Institute for Educational Planning (IIEP). UNESCO would like to thank the EFA-FTI for taking into consideration the comments by UIS, IIEP and ED/BHL on the first draft on out-of school children and for sharing with them the revised draft. UNESCO also appreciates this consultation process and hopes to collaborate and work on partnership with the EFA-FTI Secretariat on this very important theme of out-of-school children.

## I

### **Comments, Suggestions and Activities proposed by the Division for Basic to Higher Education and Learning (BHL), Education Sector, UNESCO**

#### **1. Comments**

The focus of the FTI GRA programme on out-of-school children, as clarified in the revised version of the paper, is on the 67 million primary school age children who remain out of school worldwide. The paper further emphasized that the out-of-school children “include those who do not have access to a school in their community, children who do not enroll despite the availability of a school, children who enroll but who do not attend school, and children who drop out”. The paper then underlines the need for concerted efforts to remove the various social, political, economic and cultural barriers that prevent children, especially girls, from attending schools and also underlines the urgent need to build and consolidate knowledge to accelerate the global progress towards bringing excluded children into schools. Consequently three thematic areas of activity have been identified to address the following key gaps:

- Knowledge/data gaps
- Policy gaps
- Implementation/management gaps

However, over the past decades, formal public schools in developing countries failed to attract and retain underserved children; while this has generally been treated as a problem of supply, it is often the case that the existing school system is poorly adapted, or in some cases entirely inappropriate, for such children.

In these contexts, alternative community-based programmes made a major contribution in ensuring access, quality, completion and transition to higher levels of learning for millions of underserved children. These programmes, set up, developed and managed by local communities themselves or by NGOs, with active community participation, offered local language based curriculum which took into consideration the learners’ socio-cultural context. Several of these programmes, such as the Escuela Nueva in Colombia or the Non-formal Primary education programme of Bangladesh Rural Advancement Commission (BRAC) stand out for their significant outreach, quality and cost effectiveness. More recent programmes such as the Community Schools in Mali and Togo, to name a few, cover over 10% of each country’s primary school enrolment. Open schools, bridging classes and open learning centres are innovative approaches developed (South Asia) to provide effective non-formal pathways to out-of school children into the formal education system.

Some alternative approaches (complementary programmes) follow the primary school curriculum, with or without formal contractual arrangement with the government, to secure through diverse bridging mechanisms the inclusion of out-of-school children into education and their progression through the cycle of primary and lower secondary schooling. However, the challenge for many out of school children who are learning through diverse non-formal pathways is that the learning they acquire is not necessarily considered valid to pursue further learning opportunities, which further excludes them from various future life opportunities

It is clear that relying solely on the expansion of formal education, its structures and delivery system, opportunities for quality education of out-of-school children can not be ensured. Therefore, along with broadening of equitable and inclusive access to quality formal primary education to effectively facilitate the acquisition of children's literacy, e-literacy, numeracy, core competencies and life skills, high quality alternative basic education through non-formal pathways is essential for many of the 67 million children who are presently out of school.. Although the need for taking into consideration alternative learning opportunities is mentioned under the 3 proposed activities in FTI GRA document, the critical role these community-based programmes play in securing the right to education of underserved children, opening the doors for their further learning and linking their learning to the development of their communities and society has not been duly emphasized.

## **2. Suggestions**

Given the above-outlined challenges, UNESCO suggests that the FTI GRA consultation places the activities to redress the key gaps, within a coherent, integrated and holistic framework. This will allow the activities to address issues related to universal access to primary education (or its equivalent) from the perspective of: i) children who have access to formal schools, ii) heterogeneous groups of out-of-school children who acquire basic education through non-formal pathways and obtain equivalencies to enter the formal systems as well as those who are excluded from opportunities to pursue further learning, and iii) children who continue to remain outside both formal and non-formal programmes.

It is crucial to recognise the learning opportunities offered through non-formal pathways as an integral part of the national education system. Consequently, activities seeking to redress the gaps in data, information and knowledge, policy and management and implementation to address “out of school children” should look beyond formal schools and examine, document and include alternative programmes in its relation to the overall education system.

UNESCO therefore recommends that FTI GRA activities related to out-of-school children be developed within an inclusive education framework which proposes “a shift from seeing the child as the problem to seeing the education system as the problem”<sup>1</sup>. This requires improving:

- Educational and social frameworks to respond to new demands in education structures and governance.
- Inputs, processes and environments to foster learning both at the level of the learner and at the system level to enhance the entire learning experience.

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<sup>1</sup> UNESCO, 2009. Policy Guidelines on Inclusion in Education, Paris, UNESCO; p - 6

In this regard, UNESCO would be willing to assist countries to reorient their education systems to include non-formal pathways of basic education tailored to specific groups of out-of-school children, to ensure inclusion, quality and relevance in learning opportunities. The reinforcement of formal and non-formal linkages would enhance bridging mechanisms for entry and re-entry of out-of-school children to the mainstream system and for ongoing learning. This would involve a transformation of policy, structures and pedagogical approaches in order to meet the different needs, characteristics and expectations of learners and their communities.

### **3. Proposed Partnership**

The Division for Basic to Higher Education and Learning (BHL), Education Sector, UNESCO, would like to explore FTI collaboration and partnership in **Strengthening non-formal pathways for expanding basic education opportunities for out-of-school children**.

BHL believes that given the high number of out-of-school children to date, it is imperative to strengthen and further develop alternative educational pathways with innovative outreach programmes and flexible structures for accelerating the process of providing quality basic education to all children, particularly girls and those whom the existing system does not reach adequately. If integrated within a holistic inclusive education system, provision through non-formal pathways could be supported by national education plans with adequate policies for firm Government commitment to:

- Ensure that NFE pathways are oriented, supported and regulated by a clear policy framework;
- Partnership with NGOs, CSOs and local communities to strengthen and expand quality NFE;
- Assess and document on-going NFE initiatives;
- Support capacity development and training for NFE personnel, particularly educators/teachers;
- Support the development and diffusion of quality NFE curriculum and teaching/learning materials;
- Provide physical facilities;
- Devise NFE monitoring and evaluation mechanisms integrated in EMIS;
- Reinforce synergies between formal and non-formal pathways of learning with appropriate accreditation mechanisms for ensuring continued learning opportunities and transition to higher levels;
- Improve the credibility and visibility of NFE;
- Provide access and promote better use of open educational resources (OERs) buttressed with distance and open learning facilities

This proposal takes a holistic approach to redressing data, policy, planning, programming, delivery and management gaps in NFE. It therefore fits in well with the three activities proposed

in FTI paper. However, the approaches in the proposed activities have to be adapted to the NFE context and accordingly the expected deliverables have to be modified.

UNESCO, with its experience and its multi-sectoral approach to NFE, is ready to take the lead in this activity

#### 4. Suggested action

##### **Strengthening non formal pathways for expanding basic education opportunities for out-of-school children (a preliminary proposal of activities to be developed)**

- Identify and document examples of alternative non-formal learning opportunities for out-of-school children in a range of contexts:
  - Excluded girls
  - Linguistically diverse rural groups
  - Street children and other marginalised poor urban children
  - Children from indigenous populations
  - Children with disabilities
- Improve the flexibility and responsiveness of national education systems in the countries of the documented examples in meeting the needs of these out-of-school children.
- Develop and pilot a capacity development process for national educational planners in designing non-formal alternative pathways of learning for out-of-school children, including tailoring opportunities to the needs of particular groups and elaborating bridging mechanisms into the mainstream school system.

Types of activities:

- Field research (including video evidence)
- Technical workshops to share and analyse knowledge and data
- Workshop on planning alternative learning approaches
- Capacity development design for alternative pathway and bridging design
- Pilot interventions, in 4 to 6 FTI countries ( 2 from South Asia and 2-4 from sub-Saharan Africa) for bridging knowledge, data, policy and management gaps to reinforce linkages between formal and non formal education opportunities for out-of-school children).

##### **Proposed activities:**

Bridging the gaps in  
i) Knowledge/Data  
ii) Policy  
iii) Management

- **Knowledge & Data:** Within a holistic inclusive education system, access and use improved measurement instruments and approaches, to define and count primary age group children enrolled in different NFE basic education programmes, assess their characteristics, classify the reasons why they are not in formal schools and help manage the situations at the local level, with specific attention to girls. This could involve:
  - ✓ Taking a broader definition of “school” that includes non-formal education and opportunities for transitions;
  - ✓ A clearer definition of out-of-school children and conceptualizing of the meaning of enrollment or being in school and verifying whether the primary age group children enrolled in various NFE programmes are taken into

	<p>account amongst the 67 million out- school-children;</p> <ul style="list-style-type: none"> <li>✓ Improve compatibility and complementarities of EMIS and survey data to integrate data on children attending NFE and to provide optimal suggestions for the use of this data.</li> <li>✓ Linking data for policy with data utilization for localized management action on enrollment and attendance, and strengthening data collection, analysis and planning capacity at local levels, taking into account the community-based learning opportunities;</li> </ul> <ul style="list-style-type: none"> <li>• <b>Policy:</b> Within a holistic inclusive education system, develop, effective policies to ensure basic education for out-of-school children, particularly girls, provided both by formal schools and alternative programmes. This could involve: <ul style="list-style-type: none"> <li>✓ Inventories of existing policy frameworks, assessing whether countries have clear, well-articulated and cost-effective policies for out-of-school children that take into account learning opportunities provided by non formal pathways</li> <li>✓ Identifying and documenting policies with NFE integration that work as well as policies that have been ineffective, in order to help inform inclusive education sector planning;</li> <li>✓ Assessing whether structures in place are the right configuration for addressing NFE provision for out-of-school children and draw conclusions on effective structures in order to inform education sector planning;</li> <li>✓ Identifying and documenting successful participatory approaches, partnerships and inter-ministerial collaboration as well as effective linkages between formal and non-formal education;</li> </ul> </li> <li>• <b>Management/implementation :</b> Identification and sharing of NFE practices which have allowed countries to increase learning opportunities for significant number of underserved children, to address management issues. Management gaps can be substantially strengthened through partnerships between government and civil society. <ul style="list-style-type: none"> <li>✓ Involve local governments, communities and local services for collaborating within a decentralised institutional framework</li> <li>✓ Reinforce the coordination of activities undertaken at various levels – from decision making to local level delivery</li> <li>✓ Develop and apply a strong communication plan</li> <li>✓ Share and diffuse knowledge, information and results between</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• Research and basic knowledge development in NFE</li> <li>• Technical workshops, peer learning events</li> <li>• Technical assistance for expanding quality learning opportunities provided through non formal pathways and reinforcing bridging programmes</li> </ul>

	<ul style="list-style-type: none"> <li>• Pilot interventions (4-6 countries) for scaling up quality basic education by linking formal and non formal programmes.</li> </ul>
<b>Link with Results framework indicators</b>	<ul style="list-style-type: none"> <li>• Outcomes: intake, gender parity, enrolment, completion, and transition.</li> <li>• Output 1: FTI partner countries develop and implement sound sector policies, integrating NFE within a holistic and inclusive education system.</li> </ul>
<b>Timeframe</b>	<ul style="list-style-type: none"> <li>• Approximately three years from start-up (2012-2014).</li> </ul>

**II**  
**EFA FTI Global and Regional Activities Program**  
**Thematic area: Out-of-school children**  
**Version 2**

**Comments by the UNESCO Institute for Statistics**

August 2011

## **1. Introduction**

The present document is a response by the UNESCO Institute for Statistics (UIS) to version 2 of the EFA FTI thematic paper on out-of-school children. As requested in the instructions for the GRA consultation, the emphasis of this document is on activities currently underway or that the UIS would be committed to in the area of data on out-of-school children, but the document also contains comments on other aspects of the thematic paper.

## **2. Activities with possible contributions by UIS**

### **2.1 Data gaps**

The FTI paper proposes a series of activities to reduce existing gaps in data on out-of-school children (pages 5-7). UIS is already working in many of the areas described in the paper and is ready to collaborate with the FTI on ongoing and future activities.

**Indicator definition** is a core area of work for the UIS and the Institute has been especially active in the area of out-of-school children. Among other things, UIS published a report on out-of-school children of lower secondary age in 2010, expanding the traditional focus on out-of-school children of primary age to additional age groups (UIS 2010b). The forthcoming *Global Education Digest 2011* by UIS will include a table with indicators on out-of-school children for the first time, accompanied by a thorough analysis of school participation among children of lower secondary school age. UIS is also reviewing existing indicators and investigating possible additional indicators, including indicators that could assess the risk of early school leaving.

One of the innovations of UIS in the area of indicator definition and measurement is a view of out-of-school children from the perspective of past and possible future school attendance that is of particular relevance for education policy. This typology of out-of-school children was first described in a 2005 report and further refined in the Conceptual and Methodological Framework for the UNICEF-UIS Global Initiative on Out-of-School Children (UIS 2005; UNICEF/UIS 2011).

Over the coming two years, UIS plans to improve documentation of indicator definitions and calculations, mainly through its recently launched redesigned website ([www.uis.unesco.org](http://www.uis.unesco.org)).

**Comparability of data from administrative records and household surveys** is another field in which UIS is active. UIS has traditionally placed an emphasis on the analysis of administrative data and carries out workshops on data collection and analysis throughout the year with the help of its network of field staff in Africa, Asia and Latin America. UIS is also investing in the

analysis of household survey data, as evidenced by the hiring of additional staff over the past two years, whose main role is to analyse education data from household surveys. The additional work of UIS in this area is visible in publications like the *Global Education Digest 2010* (UIS 2010a) and the *Education for All Global Monitoring Report* (UNESCO 2011). UIS uses household survey data to validate results from administrative data, for example during the review of the age distribution in enrolment data. UIS has also undertaken an initial comparison of indicator estimates from administrative and survey data, for example for the net enrolment rate and net attendance rate, and for the survival rate to the last grade of primary school.

In 2010, UIS began a joint two-year Global Initiative on Out-of-School Children with UNICEF that has 25 participating countries and in which FTI is a partner. One of the main goals of this initiative is to produce an inventory of administrative and survey data on school participation and documentation of different measurement methods. The initiative also has an important policy component to help countries find solutions to reduce the number of out-of-school children. UIS plans to expand the analysis of data on out-of-school children from the 25 participating countries to additional countries over the coming two years, further refining the methodology developed for the UNICEF-UIS initiative.

In the area of **measurement and survey design**, the UIS has led global efforts to define standards and improve harmonisation of education measures in household surveys. UIS has coordinated an Interagency Group on Education Data from Household Surveys which has met annually since 2002. This group includes agencies which are involved in primary data collection through household surveys in less developed countries (e.g., UNICEF, World Bank, Macro International, ILO). This group provides a forum to reach consensus on questionnaire design, indicator definitions and data analysis and to highlight methodological issues requiring further development. The group has compiled and published a *Guide to the Analysis and Use of Household Survey and Census Education Data* (UIS 2004). The FTI has been invited to join the group at the next meeting which is scheduled for September 2011.

UIS is also a member in the International Household Survey Network (IHSN) and contributes to the design and harmonization of survey questionnaires through a web-based Question Bank with education items, which provides a valuable resource for questionnaire development. It has been funded by the Partnership in Statistics for Development in the 21st Century (PARIS21). The IHSN presents an additional forum for FTI to present ideas for improving data collection.

UIS can also carry out other studies, for example on the effect of the timing of a household survey data collection on estimates of children out of school, or an exploration of issues related to the measurement of respondents' ages. Another option is to explore different methods for the adjustment of ages of household members during the calculation of attendance or enrolment rates.

## **2.2 Gaps in evidence-based policy development**

Although not active in policy analysis per se, UIS is engaged in research on the characteristics of out-of-school children that can inform **policies** aimed at reducing the number of children out of school. As stated in the FTI paper, a combination of factors like gender and poverty can increase the risk of exclusion from education. UIS is contributing to the evidence base in this area of research through analysis of household survey data and dissemination of the results through reports and fact sheets.

The UNICEF-UIS Global Initiative on Out-of-School Children examines national education policies and identifies best practices that can be applied in other countries. UIS and UNICEF plan to develop the Conceptual and Methodological Framework (UNICEF and UIS 2011) further for use in other countries that are interested in replicating the work in the 25 countries that are currently participating in the initiative.

UIS is also engaged in the assessment of the quality of education and learning outcomes as evidenced by the recent formation of a special Learning Outcomes Section at UIS. Its activities include the compilation of a database on the assessment of learning outcomes and the Literacy Assessment and Monitoring Programme (LAMP). Three countries completed main LAMP assessments between late 2010 and mid-2011 and a fourth assessment is in progress.

### **2.3 Management and implementation gaps**

UIS can support work on **management gaps** through the provision of data on the supply side (school conditions, teacher characteristics, financial resources for education) and demand side (households and children) of the education system. Some of the supply-side data are being collected in new regional indicators projects (e.g., in sub-Saharan Africa a new instrument collects data on class size, textbooks, teachers training and recruitment, and water and sanitation facilities and electricity in schools).

### **3. Summary of possible UIS contributions**

The activities by UIS outlined above directly address areas described in the FTI thematic paper on out-of-school children and present opportunities for collaboration between FTI and UIS. UIS can make especially strong contributions, based on an existing programme of work, to indicator definitions, analysis of administrative and survey data, and survey design. The FTI would benefit from joining some of the on-going mechanisms aimed at improved and harmonized data collection, for example the Interagency Group on Education Data from Household Surveys.

### **4. Additional comments on the text**

- Page vi: UNICEF is not identified in the table with comments from partners.
- Page 1, paragraph 3: The paper claims that “value-for-money [is] a major issue for families”. One could argue instead that in many cases lack of money prevents parents from sending their children to school and the perceived value of education is a secondary concern.
- Page 1, paragraph 3: Out-of-school children include children who have not yet entered school but will do so in the future. The existence of this group, which is emphasized in work by UIS but ignored in the FTI paper, has important policy implications because these children require different policies than children who dropped out or children who never go to school.
- Page 2, paragraph 6: The text claims that “clarity on who has dropped out and who has not is more difficult to achieve, because it is difficult to estimate which children will definitively not return to school using simple mechanisms”. While this is true, the problem of measurement and the associated error in collected data is exaggerated. In addition, questions such as “whether children have abandoned school definitely, are simply taking a break, or would go back under the right circumstances” are impossible to answer because the future is unknown.
- Page 3, paragraph 1: According to the text, “there is a need to capture and measure more evasive phenomena, ... such as non-attendance after enrollment, desultory attendance, and

in-and-out of school.” Data on regular attendance would indeed be useful but are difficult to collect, in particular with data collection mechanisms that do not follow each child in school throughout an entire school year. Such data collection would be costly and data quality would be difficult to impossible to verify.

- Page 3, paragraph 4: The text states that “the age of each child at the beginning of the school year is not always known”. Strictly speaking, this is correct because surveys typically collect the age of household members at the time of the survey. However, there are methods to adjust the data by calculating the age of children at the beginning of the school year. The FTI paper makes no mention of these methods.
- Page 4, paragraph 3: “There is a need to further understand and link [EMIS and survey data], to provide rounded views of the out of school and in-and-out of school phenomena”. Understanding possible errors in administrative and survey data and finding solutions to these problems is precisely one of the goals of UIS and the groups of which it is a member. The FTI has been invited to contribute to these activities, for example through the Interagency Group on Education Data from Household Surveys or through the International Household Survey Network.
- Page 4, paragraph 6: The text implies that there has been insufficient analysis of data on the link between child labour and school attendance. In fact, organizations like Understanding Children’s Work (UCW), an interagency project of the ILO, UNICEF and the World Bank, have worked in this area for years. UCW, in particular, has been a prolific provider of research, analyzing data on education and child labour from Multiple Indicator Cluster Surveys (MICS) by UNICEF and other sources.
- Page 5, paragraph 16; page 6, paragraphs 1-4: The paper proposes new survey instruments to collect data on out-of-school children. FTI staff are strongly advised to coordinate these efforts with other organizations that are active in data collection, for example through the Interagency Group on Education Data from Household Surveys, in order to solicit feedback on the proposed instruments and to avoid duplication of effort by other organizations.
- Page 6, paragraph 3: The utility of a “new measurement instrument ... to collect information on children’s individual characteristics ... as well as of households ... and the reasons for school dropouts” is not clear. Such instruments already exist.
- Page 6, paragraph 10: The proposed “model household survey questionnaire(s)” should be discussed in the International Household Survey Network before the FTI embarks on new data collection, to learn from the experience of past surveys and to avoid unnecessary duplication of effort.
- Pages 7-11: The section on “Gaps in Evidence-Based Policy Development” was generally well written and presented a good summary of the issues faced by education policy.
- Page 7, paragraph 1: The statement “Some governments may also not see immediate political value in addressing the needs of more disenfranchised populations who are excluded from education, in part because civil society may not be focusing on their needs or may not be effective policy advocates” is not clear. Some governments may not agree with the views of civil society and feel threatened by an expansion of education to disenfranchised groups.
- Page 9, paragraph 3: The meaning of “de facto” in the sentence beginning with “Where the education authorities are conflicted, fragmented or de facto” is not clear.
- Page 10, paragraph 5: The document contains a reference to a “UNICEF/UIS OOS Guidance Document” but this document does not yet exist.
- Page 10, paragraph 6: Please explain the meaning of “LEGs”.
- Page 11, paragraph 11: Circular statement: “ESP development or improvement to improve inclusion within the context of an existing ESP”. It is also not clear what the word “inclusion” refers to.

- Page 12, paragraph 1: Overcrowding is mentioned twice in the same sentence: “When schools are over-crowded or when there are ‘objective’ barriers to enrollment and attendance such as over-crowding ...”

## References

- UNESCO Institute for Statistics (UIS). 2004. *Guide to the analysis and use of household survey and census education data*. Montreal: UIS.
- . 2005. *Children out of school: Measuring exclusion from primary education*. Montreal: UIS.
- . 2010a. *Global education digest 2010: Comparing education statistics across the world*. Montreal: UIS.
- . 2010b. *Out-of-school adolescents*. Montreal: UIS.
- United Nations Children’s Fund (UNICEF), and UNESCO Institute for Statistics (UIS). 2011. *Global initiative on out-of-school children: Conceptual and methodological framework (CMF)*. New York and Montreal: UNICEF and UIS, March 16.
- United Nations Educational, Scientific and Cultural Organization (UNESCO). 2011. *The hidden crisis: Armed conflict and education - EFA global monitoring report 2011*. Paris: UNESCO.

### III

## EFA FTI Global and Regional Activities Program

### *Thematic Area: Out-of-School Children*

IIEP confirms its interest in collaborating with FTI-S in developing the potential of partner countries in designing, implementing, and monitoring their education sector plans. The Institute seizes this opportunity to thank FTI-S for the opportunity to propose concrete areas of collaboration in the near future.

The Institute proposes to contribute to the implementation of the following identified activity:

Activity 2– Gaps in evidence-based policy development

### *Activity 2 – Gaps in evidence-based policy development*

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#### **Background**

A significant number of countries will not achieve the Millennium Goals unless capacities are enhanced to develop appropriate strategies to address the critical issue of out-of-school children. This is particularly true for countries with fragile state structures. The concept note on Global and Regional Activities (GRA) outlines a number of key factors affecting provision for out-of-school children:

- **Data gaps** – while significant progress has been made in this area, there is still a lack of clarity in definition of out-of-school children and difficulty in estimating their number.
- **Gaps in Evidence based policy development** – even where data and knowledge about out-of-school children is available often these are not used to drive relevant policies and practices in order to address the factors that cause children either not to enroll in school or to drop out
- **Gaps in management and implementation** – capacity is often weak in this area in terms of implementing national policies as well as managing day to day education service delivery.

IIEP proposes to undertake activities covering the second challenge (policy gap). They will be undertaken in such a manner that the governments' capacity to implement the policies we will help define will be enhanced.

#### **What we propose to do**

IIEP proposes to undertake a program aimed at supporting selected FTI partner countries with the formulation of an effective policy to educate out-of-school children. This program will consist of three sets of interventions, linking systematically improved knowledge with policy formulation and allowing for mutual learning among countries and partners. IIEP intends to undertake the following interventions:

a) **Strengthen knowledge** on current policies and plans and on effective programs. The following activities will be undertaken:

- An examination of existing policy frameworks and strategic plans, assessing whether countries have clear, well-articulated and cost-effective policies for out-of-school children.
- An analysis of the literature (published studies and informal reports) to identify and document the characteristics of effective interventions (programs, projects, policies ...) and to identify what to avoid. This analysis will also pay particular attention to how to overcome the negative impact of crisis situations (violent conflict or man-made disasters), which many FTI partner countries experience.
- A comparative analysis of similar policies implemented with different results in different countries in order to identify factors that have worked for or against these policies and to determine, as far as possible, how they could be prevented, if negative, or replicated, if positive.

b) Support to countries with the **development of policies** to educate out-of-school children. Based on the examination of policies, we will select three or four countries that need external support to develop and implement policies for out-of-school children. These will include countries that have recently experienced or are experiencing conflicts and whose state structures are characterized by fragility. The following activities will be undertaken:

- An analysis of (i) the reasons for children to be out of school and (ii) the reasons why national policies pay insufficient attention to this issue or fail to be effective. These analyses should examine issues of political economy (whose voice is heard when policies are defined?) and of structures (what structures are in charge of policy definition and implementation and how representative are they? To whom are they accountable?).
- Defining the methodology and the organizational model for the development of a national policy for out-of-school children. The policy development process will have both a political and a technical dimension. The policy formulation ideally should be a participatory process leading to social learning. Technically, the process will go through various steps: based on the analysis of main constraints, priorities will be formulated, which will be translated into specific strategies and action plans. These will be followed by the preparation of costing scenarios and an evaluation and monitoring framework.
- Support, through regular discussions and close collaboration, to the national team in charge of developing this policy and a related action plan. The support will cover both the political and technical dimensions.

c) **Exchange** between countries. The program will aim at promoting exchange between FTI partner countries and the international community which supports them. The exchange will take different forms:

- Development of an interactive knowledge-sharing platform providing an easy and structured access to key resources, websites and a specialized database.
- Virtual debates and fora on specific challenges and how to overcome them.
- One or two workshops which bring together many countries to discuss experiences and draw lessons of relevance to all.

**Deliverables** will include publications, an interactive knowledge sharing platform to key resources, websites and a specialized database on OOS, a methodology and the organizational model to develop policies to reduce the numbers of OOS.

**Beneficiaries** include educational planners and managers at various levels of responsibilities in ministries in charge of education programmes, LEGs in participating countries, and partner agencies more widely.

*What we expect to achieve with the beneficiaries*

- A better understanding of how existing policies address (or fail to address) the issue of out-of-school children
- An inventory of effective practices in attracting out-of-school children to school.
- All FTI partner countries and international agencies have a deeper knowledge of what to do and what to avoid in order to educate out-of-school children
- In three to four countries the Ministry of Education has developed a new policy document for out-of-school children (or revised an existing one), which reflects the concerns and convictions of national stakeholders
- There is greater commitment in all FTI partner countries to developing effective policies to educate out-of-school children.

*Our added value*

IIEP has a long experience of working with countries and of using a capacity development approach, which ensures that the knowledge gained throughout the implementation of these activities is embedded in national structures and not uniquely with external actors. Many of IIEP's activities relate to supporting countries with plan and policy formulation and we have always focused on ensuring national leadership and ownership. We have in recent years done this work successfully in countries such as Afghanistan, Angola, Ethiopia and are doing so at present in both North and South Sudan. We have built up strong networks with ministries of education and we have gained their trust.

In recent years, IIEP has increasingly worked with countries that face significant challenges to achieve EFA, including states that are confronted with conflict and have fragile structures. IIEP is an internationally recognized source of expertise in the theme of "educational reconstruction after conflict and disaster".

More specifically, IIEP's collection of plans and policies (*Planipolis*) will be particularly useful to undertake the analysis of policies and IIEP has recently undertaken similar work (e.g. on the coverage of "marginalized groups" in education plans). IIEP also organizes regularly web discussions and fora with participants from a wide range of countries including FTI-partner countries.