ALL IN SCHOOL كلّنا في المدرسة

MIDDLE EAST AND NORTH AFRICA
OUT-OF-SCHOOL CHILDREN INITIATIVE

EGYPT
COUNTRY REPORT ON OUT-OF-SCHOOL CHILDREN

OCTOBER 2014

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Preface

The Government of Egypt has made substantial efforts towards achieving the Education for All and the Millennium Development Goals. This has led to a rapid expansion in basic education enrolment and a narrowing of the gender gap. Yet despite this progress, further efforts are required to address the needs of the most vulnerable children who remain out of school. Out-of-school children include those who never enrolled as well as those who dropped out early before acquiring basic literacy and numeracy skills.

Reaching the most marginalized children requires new ways of doing business. When a child drops out of school, it is often the result of many factors rather than a single event and due to more than one cause. Family poverty, social norms that push children into early marriage, early entrance into the labour market and family breakdown may all play a role. When children are living in poverty and difficult circumstances, the quality of education available to them is critical to keeping them in school.

The rapid expansion of Egypt's education system has led to some challenges that affect the quality of education such as overcrowded classrooms, scarce materials and insufficient numbers of qualified teachers. In addition, there is a lack of reliable data and analysis on out-of-school children as well as on those who are in school but at risk of dropping out of school. Accurate data and analysis is crucial for guiding the development of effective policies and programmes to support education for vulnerable and marginalized children.

This study is the result of the collaboration between the Ministry of Education and UNICEF to improve data and analysis on the children excluded from education at pre-primary, primary and preparatory stages. The study identifies the barriers that keep children out of school and recommends policies tailored to increase school enrolment and improve learning outcomes.

The findings of the study underline the need for reliable data and analysis and more evidence-based planning to give a chance to those children who remain excluded from pre-primary and basic education to enrol in school, complete at least basic education, and learn skills that will support them throughout their life.

The findings of the study provide policymakers and planners with information necessary to formulate effective policies and strategies to ensure equitable access to quality education and the fulfilment of every child's fundamental right to education. Education is central to Egypt's development and prosperity.

Mahmoud Abu El Naser

Minister of Education

Philippe Duamelle

UNICEF Representative

Acknowledgements

Thanks and deep appreciation should go to the following experts for the time and effort they contributed to conduct the study and produce this Country Report.

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List of acronyms

BOT	Board of Trustees
CAPMAS	Central Agency for Public Mobilization and Statistics
CMF	Conceptual Methodological Framework
CDA	Community Development Association
FDIs	foreign direct investments
EDHS	Egypt Demographic and Health Survey
ECE	early childhood education
ECEEP	Early Childhood Education Enhancement Project
EEP	Education Enhancement Program
EMIS	Education Management and Information System
GER	gross enrolment ratio
GDP	gross domestic product
GoE	Government of Egypt
ICU	International Cooperation Unit
ILO	International Labour Organization
IMF	International Monetary Fund
IPEC	International Programme on the Elimination of Child Labour
ISCED	International Standard Classification of Education
MENA	Middle East and North Africa
MoE	Ministry of Education
NER	net enrolment rate
NGO	non-governmental organization
NSP	National Strategic Plan
OOSCI	Out-of-School Children Initiative
SIMPOC	Statistical Information and Monitoring Program on Child Labour
SYPE	Survey on Young People in Egypt
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund

Executive summary

Since the 1990s and under successive Egyptian governments, education has been a top priority. This has yielded significant progress in increasing the availability of and access to education. Currently pre-university education is benefiting nearly 20 million students through three entities: two governmental entities, the Ministry of Education (MoE) and Al-Azhar, and private education. The MoE is the main stakeholder in providing educational services and under its umbrella are 1,674,028 students, distributed throughout 37,239 schools in 184,369 classes, being taught by 867,051 teachers. The system is managed at the school level by 97,249 administrative staff, who are assisted by 231,768 employees, 100,614 specialists and 51,745 labourers. The MoE provides all levels of pre-university education, from pre-primary, primary and preparatory education to secondary education; including general, technical and special needs education. In addition to a religious education programme, Al-Azhar offers a parallel programme to the MoE programme. Al-Azhar educates almost 10 per cent of pre-university students or more than 2 million students distributed in 9,033 Azhari Institutes. Azhari education offers all levels of education, and recently has added kindergartens and technical education.

Private education includes 6,174 schools serving 1,674,028 students, representing almost 8 per cent of the total number of students in primary and secondary levels, as well as 6 per cent of the preparatory level. The majority of private schools are subject to the supervision of the MoE, while schools providing religious instruction are subject to the supervision of Al-Azhar.

This structure of three administering entities has contributed to providing opportunities for enrolment to more than 90 per cent of the basic education stage population, not including the pre-primary (pre-school) stage. Despite the continued growth in the number of enrolled children, the recorded growth rate during the past decade (2004-2013) for the age category of 4-5 years old reached 8.3 per cent, exceeding the demographic growth registered for age category, which was 1.6 per cent. This increase was also reflected in the enrolment ratio of net pre-primary education, which rose from 16.1 per cent in 2004 to 28.5 per cent in 2013.

In 2013, in an effort to achieve full absorption of children at school age, the Egyptian government joined the Global Out-of-School Children Initiative (OOSCI), which was launched by UNICEF and UNESCO Institute for Statistics (UIS) in 2010. OOSCI works to detect and expand on information analysis methods, policies and strategies that address the common profiles of out-of-school children, including those who have never enrolled, along with those who have already enrolled but dropped out or are at risk of dropping out. The study examines supply and demand barriers that lead to a lack of enrolment or delayed enrolment. For analysis, OOSCI uses the agreed Five Dimensions of Exclusion developed for the conceptual and systematic framework. The study also looks at national policy priorities and strategies. The aim is to develop answers to three key questions:

- Who are the out-of-school children and where are they located?
- Why are these children out of school (obstacles/barriers)?
- How can the number of out-of-school children be reduced (strategies/policies)?

According to the framework of the study, out-of-school children are classified into the Dimensions of Exclusion based on their age categories corresponding to an education phase, starting from kindergarten (5 years old) to primary schooling (6-11 years old) to preparatory schooling (12-14 years old). In addition to out-of-school children, those children at risk of leaving school before completing primary school make up Dimension 4 and those children at risk of leaving school before completing the preparatory stage make up Dimension 5.

The inventory, classification and the determination of the characteristics of the children belonging to each of the Five Dimensions of Exclusion necessitated the collection of administrative data, along with economic and sociocultural data. The databases of the MoE and Al-Azhar from the past 10 years were utilized for obtaining administrative data, which included the distribution of students per governorate, stage, grade, gender, age and case studies. With regard to determining the size of the population in each Dimension, population distribution data issued by the Central Agency for Public Mobilization and Statistics were used and compared with United Nations information tables to adjust them on a single-age distribution basis. As for economic and social data, four household surveys were reviewed, two of which were primary sources, the Demographic Health Survey (DHS) for the year 2008 and Youth Survey conducted by the Population Council for UNICEF in 2009. The analytical tables of both the Labour Force Survey (2013) and analytical tables of the Child Labour Survey (2010), both conducted by Central Agency for Public Mobilization and Statistics, were also used. A limited survey was carried out in one educational department where students were dropping out. This survey explored the opinions of teaching and administrative staff about the reasons for students dropping out and was preceded by a desk analysis of the results of other studies and research on out-of-school children in Egypt.

Results

Dimension 1: Out-of-school children at pre-primary school age

The results of the study showed that the number of children at pre-school age who are enrolled in pre-school is approximately 423,000, which represents 22.6 per cent of the total population of five-year-old children. By calculating the number of children at pre-primary age who are enrolled in primary school, the total adjusted pre-school net enrolment rate (NER) is 30.8 per cent. The statistics highlight the fact that two thirds (1.3 million) of pre-primary school age children are not enrolled in kindergarten or primary school. Boys are only slightly more likely to be out of school in pre-primary than girls (69.9 per cent and 68.5 per cent, respectively).

Dimension 2: Out-of-school children at primary school age

The number of children enrolled in primary education has increased during the last five years (2008-2013) by 1.5 per cent annually, which exceeds the demographic growth of the 6 to 11 year olds age bracket (1.2 per cent), thus the NER rose from 103.3 per cent in 2008 to 104.8 per cent in 2013.

Although the NER has exceeded 97 per cent of the primary school age population, there are nearly 320,000 children still out of school. These children have either left school, are unlikely to ever enter school or are likely to enter school in the future. It should be noted that about 61,000 of these children are enrolled in pre-primary programmes and not being taken into account based on the methodology of the initiative. The number and rates of primary age girls who are out of school is only slightly more than boys.

The gap in primary school enrolment rates almost disappears between boys and girls, as the gender parity index (GPI) is 0.98.

Concerning those who do not attend school for two consecutive years at primary level, 2011-2012 statistics indicate that the percentage of dropouts for two consecutive years was less than 1 per cent of the total students, reaching 0.72 per cent at a rate of 0.9 per cent for boys and 0.6 per cent for girls. The translation of these percentages into figures shows that there is a problem: the number of dropouts in primary education has reached 69,440 (43,801 boys and 25,639 girls). The dropout rates for boys and girls are 63 per cent and 37 per cent respectively, which indicates that the number of boys who drop out at the primary level increases more substantially than that of girls, despite the fact that the ratio of enrolled girls does not differ significantly from that of boys. The distribution of dropouts per grade indicates that the numbers and percentages escalate the higher the grade. Primary level dropout reaches its peak at Grade 6. From the analysis of the data at the administrative level, the variation between education departments in terms of number and percentage of discontinuity is clear. The Cairo governorate has the highest number of dropouts (7,038), while Damietta has the highest proportion of dropouts to total students (1.5 per cent). This may be due to child labour in the furniture industry upon which the economy of the governorate depends.

Although boys have the higher dropout rate at this level of education, the results of the 2008 survey indicate that the dominant profile of out-of-school children in Dimension 2 is 'poor girls from rural environments in the final grades of the primary stage', but analysis of the sub-components of out-of-school children at primary age indicates that 28.5 per cent of dropouts were 'poor boys living in an urban environment'. Those who do not wish to enrol were predominantly 'poor girls living in a rural environment', who represent 50.4 per cent of the children in Dimension 2.

Dimension 3: Out-of-school children at preparatory school age

Administrative data indicates continuous growth in preparatory education levels, whether in the number of public schools, private schools or Al-Azhar institutes. The rate of increase across all schools during the last five years reached 13 per cent, which is slightly less than the rate of increase in the number of students (14 per cent). The growth rate in the number of students was almost equal to the rate of population increase in the preparatory school age group during the last five years. Thus, the rate of quantitative expansion in preparatory education was almost within the limits of the natural increase of the population, where the number of students increased by 2.8 per cent annually compared to demographic growth for 12 to 14-year-olds (2.6 per cent). This led to a slight improvement in terms of enrolment as the NER increased from 94 per cent in 2008 to 95 per cent in 2013.

Dimension 3 of the study reflects the out-of-school children who are at preparatory school age (12-14 years old). The proportion of girls who are out of school at this age is slightly higher (6.8 per cent) than boys (6.4 per cent). This ratio means that there are more than 330,000 children out of preparatory education. The analysis of qualitative enrolment indicates that net qualitative enrolment rates are 76-86 per cent of the preparatory school age population. It has been noted that there are approximately 430,000 children belonging to the preparatory education age group who are still in primary education levels. It was also noted that there are students at preparatory school age that are enrolled in secondary education (58,000).

Indicators from 2012-2013 show that the rates of moving from primary to preparatory school for boys and girls are 84.9 and 91.6 per cent respectively, while the total rate is 88.1 per cent. This demonstrates that moving from primary to preparatory school causes dropout. For children at preparatory school age from rural areas, it was found that the dropout rate ranges from 6 per cent at 12 years old to 7 per cent at 14 years old. This rate is significantly less in urban areas. This problem can be targeted through community education schools in rural areas. The number of preparatory school

students who dropped out in the period 2001-2012 reached 39,119, with 42 per cent of these boys and 58 per cent girls, indicating that the percentage of girls who drop out is higher than boys. This reflects the emergence of two stages where there is a rise in dropouts: primary education for boys and preparatory education for girls. This contradicts the 2008 survey, which did not indicate significant differences between the proportions of out-of-school boys and girls, 13.7 per cent and 13.6 per cent, respectively.

The dominant profiles of children in Dimension 3 are 'poor girls from urban environments' at the age of 14 years old, while the children who are dropping out are 'rich boys living in an urban environment' (66.5 per cent), and those who do not go to school are 'poor girls from rural environment', making up 32.9 per cent of the total children who belong to this dimension.

Summary statistics of the Five Dimensions of Exclusion

	Girls		Boys		Total	
	Number	Per cent	Number	Per cent	Number	Per cent
Out-of-school children						
Dimension 1: Children 5 years old (pre-primary)	623,500	68.5	673,854	69.9	1,297,354	69.2
Dimension 2: Children 6-10 years old (primary)	165,757	3.1	153,370	2.8	319,126	2.9
Dimension 3: Children 11-14 years old (preparatory)	166,611	6.8	164,462	6.4	331,074	6.6
Total out-of-school children (5-14 years old)	955,868	11.1	991,686	10.9	1,947,554	11.0
Children at risk of dropping out						
Dimension 4: Children enrolled in primary school	21,046	0.4	88,401	1.5	109,447	1.0
Dimension 5: Children enrolled in the preparatory school	62,847	2.7	83,309	3.4	146,156	3.1
Total children at risk of dropping out	83,893	1.1	171,710	2.1	255,603	1.6

Dimension 4: Children at risk of dropping out at the primary stage

The results of Dimension 4 reflect ups and downs in the numbers and percentages of students likely to drop out of primary school before reaching the final grade over the past 10 years. However, it was within the acceptable limit of 1 per cent, as the automatic upgrading has a significant effect.

Dimension 5: Children at risk of dropping out at the preparatory stage

Over the last three years, the results of Dimension 5 indicate a reduction in the expected number of dropouts from the preparatory stage before reaching the final grade. However, the rate is still high at up to 3.4 per cent for boys and 2.7 per cent for girls.

It should be kept in mind when analysing these statistics that in the primary stage there are more boys than girls enrolled, while in the preparatory stage the opposite is true.

The integration of administrative data with household surveys and the field study data has revealed the existence of detailed profiles for out-of-school children in each of the Five Dimensions. Each has compound features that impact the profiles, such as poverty, social and cultural environment, parents' education and gender. It has been possible to monitor profiles, diagnose and explore strategies for dealing with these factors. It has been found that they are linked to the demand side, the supply side and/or the enabling environment for education.

Barriers and bottlenecks

School exclusion represents a limited phenomenon in Egypt, with the exception of Dimension 1, which remains a challenge. Dimensions 2 to 5 are limited as ratios, yet together they represent nearly 1 million out-of-school children from the age of 6-14 years old. With the recent rate of 7 per cent of the school-age children being out of school, solutions will need to take into account the factors mentioned above regarding the profiles of out-of-school children.

Barriers associated with the demand side: demand-side barriers are primarily economic factors that may include poverty and child labour, and the relationship between these economic constraints and social and cultural factors. For example, illiterate parents may be poor and have negative attitudes towards education, and not be able to justify the cost of the opportunity and the economic return of education. The dynamic interaction of these factors, coupled with weak social protection programmes and increased direct costs, prevent parents from enrolling their children in school and completing their education.

The direct cost of schooling would not be a barrier to poor and middle-income households if the prevalence of private tutoring did not exhaust the economic resources of families. Therefore, this practice undermines the right to free education provided by the Constitution, and further disables the policies of social justice and equal opportunity.

Social factors and the lack of awareness of the value of education, represent the strongest barriers in Dimensions 2 to 5, as families believe that education and its minimal financial returns will create economic difficulties.

Barriers associated with the supply side: The policy to expand access to education aimed to accommodate more than 90 per cent of children at primary age. However, this expansion in many cases came at the expense of quality. This is evident in the disappearance of fields, playgrounds and activity rooms, along with an increase in classroom overcrowding and multiple schooling shifts in many educational departments. These disadvantages of the expansion to access destroy the appeal of schooling for children and decrease extra-curricular education-related activities. Schools lose their competitive advantage and the lack of interest of private tutors to the performance in their classes leads to poor achievement, which results in failure, then drop out. This situation will continue to worsen as long as governance and accountability are absent. The reforms of the curriculum and evaluation systems are not expected to bare fruit unless they address these problems in quality.

The policy of access expansion was wrong in that the focus was on building the base of the education pyramid, which is primary school. This was not accompanied by appropriate expansion in the upper level, secondary school and university education, sparking unhealthy competition levels that were the reason for the boom in private tutoring and external books as an alternative to textbooks.

Recommendations

The factors and causes that are addressed in connection with the demand side, are not of absolute effect, meaning that they do not work alone but interact with each other to form bottlenecks or barriers to enrolment or reasons for dropout.

Demand side: Cooperation and systematic coordination with Community Development Associations (CDAs) and non-governmental organizations (NGOs) are needed in organizing programmes of awareness campaigns on the importance of education and its returns in areas that suffer from poor enrolment, dropout and illiteracy. Complementary programmes and in-kind support to poor families linked to enrolment and the continuation of their children's education, along with coordination with literacy programmes when the opportunity arises, are also required.

Child labour as a cause of dropout depends on the social environment, financial return, the economic situation of the family and the social norms for children at the beginning of adolescence. There are policies in place for supporting poor families and for providing social protection that reduce child labour, yet the activation of the Children Law and child labour laws are indispensable to eliminate this barrier.

Organizing free educational lessons by CDAs, whether inside or outside the walls of the school can be a short-term plan to deal with the phenomenon of private lessons.

Another recommendation is developing mechanisms at different administrative levels, starting with schools, to stimulate children in the target areas to enrol and continue their education.

Supply side: Interventions to detect the Five Dimensions of Exclusion must start from both ends of the spectrum, meaning that administrative databases should be examined to identify schools facing high dropout rates, as well as the communities that are characterized by poor enrolment. Then it should be determined if there are individual cases that can be addressed through the Education Department and the local community, or if they are more widespread issues that need attention at the Directorate level and require intervention at the central level.

The barriers in the supply side are not necessarily limited to being solved by the provision of a building or a class in the vicinity of the targeted community. The solution could extend to a system that provides student friendly curricula within the framework of variable school activities to make the school an attractive environment.

Dealing with the problem of private lessons begins with a quantitative and multi-dimensional diagnosis of the problem with all concerned parties. This would be followed by an integrated systematic approach, individual Interventions (e.g. teacher cadres) and comprehensive evaluation. Cooperation with the Ministries of Higher Education and Manpower in opening new education courses to accommodate those students who want to continue after completing basic education to obtain a degree linked to the labour market is another possible solution.

Governance: Recommendations for governance measures include:

- Linking the databases of enrolled students from the Ministry of Education and Azhari Education, as well as civil registry databases, to identify out-of-school children and then coordinating with community institutions to reach these children to get them into schools.

- Institutionalizing mechanisms to coordinate with civil society organizations in the inventory of out-of-school children to overcome the obstacles that stand in the way of enrolment.

- Enhancing capacity building for the boards of trustees in schools to pursue cases of children at risk of dropping out, and sharing experiences on lessons learned and good practices in solving problems and overcoming barriers facing out-of-school children.

- Establishing mechanisms for the involvement of target communities in the development of policies to fight the phenomenon of dropping out and non-enrolment.

- Activating mechanisms in quality assurance departments at all levels to monitor and evaluate programmes to deal with the phenomenon of out-of-school children in order to ensure transparency and accountability in a framework of indicators and targets.

1 Introduction

As an impact of the joint report that introduced the typology of out-of-school children and disaggregated data analysis in 2005, UNICEF and the UNESCO Institute for Statistics (UIS) launched the Global Out-of-School Children Initiative (OOSCI) in 2010. The goal of the initiative is to introduce a more systematic approach to addressing the problem of out-of-school children in order to stimulate more complex, informed and monitored policy responses related to children's exclusion from education.[1]

Egypt was one of eight countries in the Middle East and North Africa (MENA) region invited to the OOSCI Methodology Workshop that was held in Istanbul from 27-31 May 2013. The workshop was launched by UNICEF's Middle East and North Africa Regional Office (MENARO) and UIS. The situation analysis revealed that data, analysis and policy gaps are the underlying problems. Within the scope of OOSCI, Egypt has been selected to conduct a country study with the objective of examining currently available statistical information on out-of-school children, scrutinizing factors related to exclusion, and identifying existing policies that are effective for enhancing participation, as well as gaps in policy and social protection provisions. The country studies will feed into a regional overview, a global study and a global conference to leverage resources for equity in education.

UNICEF provided methodological materials, regional and national experts to assist the country team (consisting of MoE involved departments, Al-Azhar, and stakeholders from other sectors and research centres) in conducting the study and producing the Country Report. The Country Report is divided into five chapters. Chapter 1 is an introduction, highlighting the country context, an overview of the current education system and the methodology for the study. Chapter 2 details the profiles of out-of-school children in Egypt based on macro-level data from national level surveys to create profiles of children likely to be excluded using a methodology provided by UIS as part of the global initiative. Chapter 3 contains the analysis of secondary data on barriers and bottlenecks that affect school participation in Egypt and how these relate to the profiles of excluded or at-risk children. Chapter 4 address education, child labour and relevant issues, and social protection policies and programmes that address the barriers and bottlenecks, while also identifying gaps in policy and provision. Chapter 5 presents the recommendations and conclusions.

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[1] UNICEF and UIS, Conceptual and Methodological Framework, March 2011 version.

1.1 Country context

Egypt occupies a central position in the MENA region, linking the Middle East with Africa. It has coastal borders on the Red and Mediterranean Seas, with the Suez Canal that connects the two. Egypt's land area is 1.02 million square kilometres, in 2013 population size exceeded 85 million people, condensed into about 7 per cent of the total landmass, mostly along the banks of the river Nile. The country has been passing through a transitional period since January 2011, with political changes resulting in negative repercussions on the Egyptian economy. According to the Egyptian Ministry of Finance (Government of Egypt, 2011), the 25 January revolution has led to the lowest rate of economic growth in a decade, with only 1.9 per cent of GDP expansion in the fiscal year (1 July to 30 June) 2010-2011. According to the same source, the Egyptian economy is estimated to have contracted by 4.2 per cent (year-on-year) during the third quarter of the fiscal year 2010-2011.

The economic picture of 2013 proved the IMF's expectations with the inflation rate exceeding 8.6 per cent, unemployment rate rose above 13 per cent, net foreign domestic investment was about US$2 billion. The foreign debt value is US$38.4 billion (debt percentage to GDP of 14.7 per cent) and local debt percentage to GDP is 82.2 per cent. The economic growth rate declined in Egypt from 2012-2013 at 2.1 per cent, against 2.2 per cent in the previous year. In a report issued recently on socio-economic performance indicators Egypt's Ministry of Planning said that the economic growth rate during the fourth quarter of 2013 declined to 1.5 per cent against 3.3 per cent during the same quarter of the previous year. It was also less when compared to the third quarter of the same year at 2.2 per cent, however there was improvement in the tax revenue, decrease in trade deficit and an increase in the transfer of Egyptian workers abroad.[2]

The competitiveness report in 2012/2013 indicated that the inadequately educated labour force was the third most serious problem after a lack of funding and a lack of efficiency in relation to work in Egypt, and it considered education and training, and technological readiness and innovation as barriers to competitiveness. The shortcomings also include a lack of quality educational systems and low levels of maths and science education, as well as an impaired ability in research and development.

Egypt has a broad social protection system that constitutes the state-centred social policy model developed in the 1950s and 1960s.[3] The system includes social insurance, health insurance and social assistance mechanisms. The system has been expanded over the years in response to the increasing size of government employment, leading to the extension of social protection benefits for public sector employees. The system falls short in both coverage and quality, in response to a public request an increase was implemented as of 25 January 2011. However, benefit amounts remain significantly below the poverty line.

1.2 Education sector

To deal with the issue of out-of-school children in terms of size, barriers and bottlenecks, the methodological framework CMF defined the Five Dimensions of Exclusion.

1.2.1 Legislative framework

The approved constitution of 2014 reveals the strong faith of the country in education as the right path to development. Six articles from the constitution are directly related

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[2] http://www.mop.gov.eg/MopRep/Q4.pdf_38201431030PM.pdf

[3] World Bank. 2006. Opportunity, Security and Equity in the Middle East and North Africa. Spectrum Summer 2006. Washington, D.C.: World Bank.

to education (19-25), while three articles are indirectly related to it (80-82). Article No. 19 considered education as an essential human right, it states that[4] every citizen has the right to education with the aim of building the Egyptian character, maintaining identity, planting the roots of scientific thinking, developing talents, promoting innovation and establishing civilizational and spiritual values and the concepts of citizenship, tolerance and non-discrimination. The state commits to uphold its aims in education curricula and methods, and to provide education in accordance with global quality criteria. Education is compulsory until the end of the secondary stage or its equivalent. The state grants free education at different stages within state educational institutions as per the law. This means the country maintains its free education policy while expanding the compulsory education at 12 years, encompassing basic and secondary education that is financially secured by allocating 4 per cent of the GDP to education that will gradually increase until it reaches global rates.

The state oversees education to ensure that all public and private schools and institutes abide by its educational policies. Technical education and vocational training (TEVT) is taken care of by Article 20 which mentions that the state commits to encouraging and developing technical education and professional training, and to expanding all types thereof in accordance with the global quality criteria, in keeping with the needs of the labour market. Article 22 assures that teachers and members of the teaching staff and their assistants are the main pillar of education. The state guarantees the development of their academic competencies and professional skills, and cares for their financial and moral rights in order to ensure the quality of education and to achieve its objectives. This means that the constitution is not only considering the availability of the financial resources but also considers human resources. In addition the constitution deals with the curriculum, where it specifies the Arabic language, religious education, and national history in all its stages as core subjects in public and private education (Article 24). Articles 81 and 82 reserves education as one of the human rights of all children, including those who are disabled.

By emphasizing the right of education for all citizens the constitution is flagging the issue of out-of-school children as a priority to be solved.

1.2.2 Administrative context

Egypt is divided administratively into 27 governorates; each governorate includes a directorate responsible for providing educational service through the affiliated Idara,[5] the number of which is dictated by the area of each governorate and the size of its population.

Idaras represent the linkage between the Directorate and the first administrative unit: the school. The current number of Idaras is 273, spread over 1,000km between Upper and Lower Egypt, and 1,240km between Egypt's east and west borders.

As a result of Egypt's demographic distribution it is very difficult to provide land for building in governorates in close proximity to the Nile, where the land is used for agriculture and there is a high population density. Consequently, classrooms tend to be overcrowded; double shift schooling is common, in addition to a lack of playfields and activity space which could be used for building additional classrooms. On the other hand, in vast areas, where population density is low, as is the case in Sinai, New Valley and Red Sea governorates, it is not common to find residential communities of sizes that allow for providing educational services to justify investment in operational efficiency. This is noticeable in the number of pupils per class, number of pupils per teacher, and number of teachers satisfying the statutory teaching load.

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[4] Unofficial translation.

[5] Idara is the district level Education Department.

1.2.3 Levels of education

The education sector of Egypt provides four levels of education: pre-primary, primary, preparatory and secondary. The primary and preparatory levels comprise the basic education. The system provides also a community based education modality.

Pre-primary (kindergarten) education level: the programme is offered to 4 to 5 year olds. This level corresponds to International system of classification of Education ISCED 0. Kindergarten level is not a part of the education ladder nor is it obligatory education, which means that regular attendance at this level is not a prerequisite for attending primary education level. The programme has gained interest from consecutive governments, yet it is still far from covering the needs of the community, as enrolment rate is less than 30 per cent.

Basic education takes up to nine years and is divided into two stages:

a) Primary stage, which lasts for six years, and corresponds to ISCED I, serving 6 to 11 year olds. Pupils attend primary school at the age of 6 to 8, with 6 being the official age for joining primary education. Article 60 of the Education Law states that primary education aims at developing students' abilities and potential, satisfying their interests and providing them with necessary values, behaviours, knowledge, scientific and professional skills that are in line with the conditions of their different environments. It also enables anyone who successfully completes basic education to proceed to education at higher stage and access a professional career after appropriate professional training and to be prepared to be a productive citizen for society.

b) Second stage of basic education is preparatory education (equivalent to lower secondary), which takes up three years for 12-14 year olds. It corresponds to ISCED 2. Preparatory education works on preparing children to graduate to the secondary stage.

Secondary education corresponds to ISCED 3. The first track of secondary education, which lasts three years, prepares students to attend higher education or post-secondary non-tertiary education. It is equivalent to upper secondary education in other countries. The second track of secondary education is known as technical secondary, which takes three to five years, and qualifies students to join the labour market. Admission to any of the two tracks is determined on the basis of performance through tests held at the end of preparatory stage. Secondary education corresponds to 15 to 17 year olds. Based on achievement scores and personal interests the graduate of secondary education may enrol in post-secondary non-tertiary institutions (ISCED4) for one or two years leading to joining the labour market or embarking on tertiary education for four or six years depending on the selected academic programme to earn a higher education degree. Most of higher education institutions offer post graduate programmes leading to master and PhD degrees. The current policy of the country puts greater emphasis on technical education, which is recognized in a separate article of the 2014 constitution.[6] The recent education sector strategy[7] devoted special priority programmes to enhance technical education based on international best practices.

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6 Constitution 2014, article no. 20.

7 https://docs.google.com/file/d/0B5LLsVCX_ssqZ05VYIIa2J0VDg/edit

Community-based education

Children, who missed the official age of attending primary school (eight years), or left school, are allowed to attend one-class schools or community schools; which are public schools affiliated with the public education system, established in 1990s with the assistance of UNICEF, MoE and local communities known as 'second-chance' schools. These schools are typically constructed in low population density regions that lack schools and education institutions.[8] The education system at these schools is flexible; more than one education level is taught in the same classroom. There are various types of these schools being developed to meet certain needs relating to local societies, social or geographic conditions. Community schools, in poor, rural regions, provide an educational level that corresponds to primary school education. In addition, there are child-friendly schools for girls, the purpose of which is to provide high-quality, appropriate and flexible education. These schools aim to educate girls who do not attend or do not have a desire to attend primary school, or girls who have dropped out. Schools adapt themselves to local necessities and admit girls aged 6 to 12. Priority is given to older children, particularly girls. They aim to admit girls, yet allow male students to attend at a rate not exceeding 25 per cent. Community schools are managed by an ad-hoc MoE department.

Community-based education is seen as a promising solution for the out-of-school children problem, particularly in rural areas, providing educational services as close as possible to needy communities.

1.2.4 Education providers

At present, about 20 million students benefit from pre-university education in Egypt, the largest school community in the MENA region. Educational services in Egypt are provided through three bodies: two government bodies in addition to the private sector. Government bodies include the MoE and Al-Azhar. The current legislations allow the freedom of moving from one body to another. The government sector accommodates over 80 per cent of all pre-university stages of education, except for pre-school education, while Al-Azhar education ranks second by about 10 per cent, while the private sector provides a considerably large portion pre-school education enrolment.

1.2.5 Ministry of Education

Ministry of Education (MoE) is the key player in providing education services in Egypt, based on 2012/2013 statistics it serves about 16.6 million students who attend 39,372 schools, in 369,184 classrooms, who are taught by 867,051 teachers. Those schools are administered by 49,972 headmasters, assisted by 231,786 employees, 100,614 specialists and 51,745 workers.[9] The MoE provides all levels of pre-university education, from ISCED I to ISCED III, with its various types; namely, general, vocational and special needs education, in addition to the pre-school stage ISCED and community education. A summary of the educational statistics of the academic year 2012/2013 in terms of the number of institutes, classes, teachers, and students disaggregated by gender, level, and type of education is provided *(see Table 1.1).*

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[8]   Al-Azhar offers a programme of the same modality for reciting Quran.

[9]   2012/2013 Statistics, Information Department, MoE.

Table 1.1 Public education statistics summary (2012-2013)

Stages	Institutes	Classrooms	Teachers			Students		
			Female	Male	Total	Girls	Boys	Total
Kindergarten (pre-primary)	7,446	20,149	23,905	40	23,945	348,117	377,718	725,835
Primary	15,587	200,340	202,897	153,362	356,259	4,325,904	4,633,439	8,959,343
Community education	4,614	4,614	8,147	110	8,257	82,974	17,312	100,286
Preparatory	9,154	95,698	111,626	114,367	225,993	1,984,612	2,018,524	4,003,136
Secondary	3,676	75,388	97,287	140,867	243,086	1,356,269	1,443,505	1,569,549
General high school	1,974	31,415	37,815	59,004	96,819	671,552	558,673	1,230,225
Industrial high school	935	24,877	39,719	56,684	96,403	304,740	548,371	853,111
Agricultural high school	188	4,756	4,932	8,943	13,875	33,234	145,779	179,013
Commercial high school	579	14,340	19,753	16,236	35,989	346,743	190,682	537,425
Special education	869	4,410	5,374	4,137	9,511	13,456	22,928	36,384
Total	39,372	369,184	454,168	412,883	867,051	8,111,332	8,513,426	16,624,758

Source: Information Department, MoE.

1.2.6 Al-Azhar

Al-Azhar provides an education programme that runs in parallel with the MoE's programme, in addition to introducing a religious education programme. Al-Azhar meets the needs of a particular segment in society interested in specialized religious education. Like MoE, Al-Azhar education provides all levels of the education ladder in addition to kindergarten, excluding vocational and community education. Al-Azhar also depends on the state and the local community as financial sources, particularly for land required for building schools. Al-Azhar education serves about 2 million learners distributed through 9,259 institutes containing 3,584 teachers and 1,887 administrative staff helped by 800 workers. An outline of Al-Azhar education statistics is provided *(see Table 1.2)*.

Table 1.2 Al-Azhar education statistics summary (2012-2013)

Stages	Institutes	Classrooms	Teachers			Pupils		
			Female	Male	Total	Boys	Girls	Total
Pre-primary	359	1,209	2,068	387	2,455	23,936	22,637	46,573
Primary	3,439	31,804	29,412	36,862	66,274	602,138	505,941	1,108,079
Preparatory	3,142	14,629	15,543	26,904	42,447	267,220	202,158	469,378
Secondary	2,093	12,161	11,466	24,890	36,356	197,032	142,666	339,698
Total	9,033	59,803	58,489	89,043	147,532	1,090,326	873,402	1,963,728

Source: Al-Azhar, Grand Imam Office Sector, Information, Documentation & Decision Support Center.

1.2.7 Private education

Private education includes 6,400 schools, serving 1,733,690 learners. An outline of private education statistics has been provided *(see Table 1.3).* Private education is supervised by MoE, and it plays a growing role in reducing the pressure on MoE, especially at pre-school level, while providing room for the public system to handle the problem of out-of-school children. It also responds to demands from families who are requesting better quality education. It provides the same curricula as the MoE as a minimum, in addition to other subjects relating to foreign languages and computer science, along with teaching mathematics and sciences in English. Some of these schools award international certificates recognized in the countries that provide equivalent programmes. Most of the private schools provide all levels of education. Private schools that offer religious programmes are supervised by Al Azhar. Private education depends on self-financing through tuition fees; the range of which is between hundreds and thousands of Egyptian pounds. The private schools that are profit making institutions are targeting the middle and higher wealth quintiles who are able to pay the fees for good quality education, while those children who come from low wealth quintiles have no opportunities to access this quality of education; this is a matter which calls into question the issue of equality and equal opportunities.

Table 1.3 Private education statistics summary (2012-2013)

Sector	Stages	Schools	Classes	Teachers			Pupils		
				Female	Males	Total	Girls	Boys	Total
Ministry of Education	Pre-primary	1,763	8,374	10,514	180	10,694	118,599	127,644	246,243
	Primary	1,812	26,813	27,315	7,175	34,490	418,999	454,174	873,173
	Preparatory	1,454	9,379	7,348	7,052	14,400	127,261	149,512	276,773
	Secondary	1,145	8,554	2,853	3,571	6,424	126,445	151,394	277,839
	General	900	5,498	2,436	2,980	5,416	75,595	84,442	160,037
	Industrial	12	106	9	30	39	1,285	1,730	3,015
	Commercial	215	2,860	339	546	885	49,350	64,945	114,295
	Special needs	18	90	69	15	84	215	277	492
	Sub-total	6,174	53,120	2,853	3,751	66,008	791,304	88,274	1,674,028
Al Azhar	Pre-primary	66	399	1,263	154	1,417	6,441	7,084	13,525
	Primary	75	4,131	2,123	982	3,105	18,970	21,475	40,445
	Preparatory	59	232	676	563	1,239	1,738	2,585	4,323
	Secondary	26	103	388	458	846	394	975	1,369
	Sub-total	226	1,019	2,157	4,450	6,607	32,119	27,543	59,662
Total		6,400	55,168	7,303	5,908	72,615	818,847	914,843	1,733,690

Source: Information Department, MoE.

1.2.8 Civil Society and contributing bodies

Civil society; e.g. NGOs and private associations, have a proven track record for being key players in Egypt's education system. Civil society often forms a point of contact between supply and demand; its role is not restricted only to conveying the voice of local communities in marginalized areas and listing the education needs of these communities. It extends to positively contributing to maximizing the available education services through the mobilization of financial and in-kind local resources to build classrooms and schools, pay salaries of non-government workers; contributing to minimization of the waste of available resources through helping reduce failure and dropout rates, either through awareness raising or providing after school tutoring at mosques, churches and other associations. Civil society organizations also help maximize the demand for education through awareness-raising campaigns, providing in-kind support to poor families, (e.g. providing school meals, uniforms, transport and distributing school books and bags as well as writing tools and papers). Being aware of the importance of this role, MoE established a dedicated department for NGOs in the Ministry's bureau, corresponding to departments at the level of education directorates to coordinate work with private associations that contribute to education.

Another organization that contributes to education is the National Council for Childhood and Motherhood (NCCM), which seeks to reach the needy in poverty-stricken areas, villages and hamlets. The NCCM contributed to building over 1,152 schools in nine governorates, in addition to contributing to the girls' education initiative. Recently, a number of political parties and private TV channels[10] joined civil society organizations interested in learning by mobilizing resources for school feeding and renovating school buildings and facilities, particularly at poverty-stricken areas and slums.

Ensuring access to proper education for the entire school age population, keeping them in school until they complete their education, and fighting school dropout are initiatives are not the exclusive preserve of the parties mentioned above; there are other key players involved in these responsibilities, e.g. Ministry of Health and Population and Ministry of Social Solidarity, to cover the cultural, social and economic aspects of the problem.

1.3 Available financial resources

The education sector depends mainly on the government and benefits from support programmes provided by donor organizations, along with financial contributions from the private sector and local communities. Small school fees were abolished for the academic year 2013/2014, under a decision issued by the Minister of Education. The planned budget funds allocated to the pre-university education sector witnessed a relatively high rise in 2012/2013 up to about EGP 63,557 billion, reflecting a nominal increase of EGP 12 billion compared to the 2011/2012 budget, which was EGP 51,380. The increase is more than double the increase of the year before last. However, it is worth mentioning that if inflation is considered, which is close to 9 per cent,[11] such increments are significantly less in real terms, on the other hand the percentage of expenditure on pre-university education is still less than 11 per cent of the total public expenditure; its percentage of GDP is about 3 per cent. Such rates are quite low when compared to international rates. The Global Education for All meeting, held in in Muscat, 2014,[12] requested that governments allocate 15 to 20 per cent of their public expenditure to education.

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[10] CBC and Al-Qahera Al-Youm (Cairo Today).

[11] World Bank Database.

[12] http://www.gemoman.com/ar/

Analysis of actual budget for the past five years shows that the budget allocated to education increased by a nominal amount. However, it fluctuated between 8 and 10 per cent of the total public expenditure *(see Figure 1.1)*. The 2014 constitution forces the state to allocate at least 4 per cent of its GDP to education. The actual expenditure of the education sector always exceed the allocated ones *(see Figure 1.1)*.

Figure 1.1 Analysis of the actual budget versus the allocated budget, and expenditure on education as a percentage of the State's actual expenditure

Legend:
- Public expenditure on pre-university
- Planned budget
- Public expenditure on pre-university education
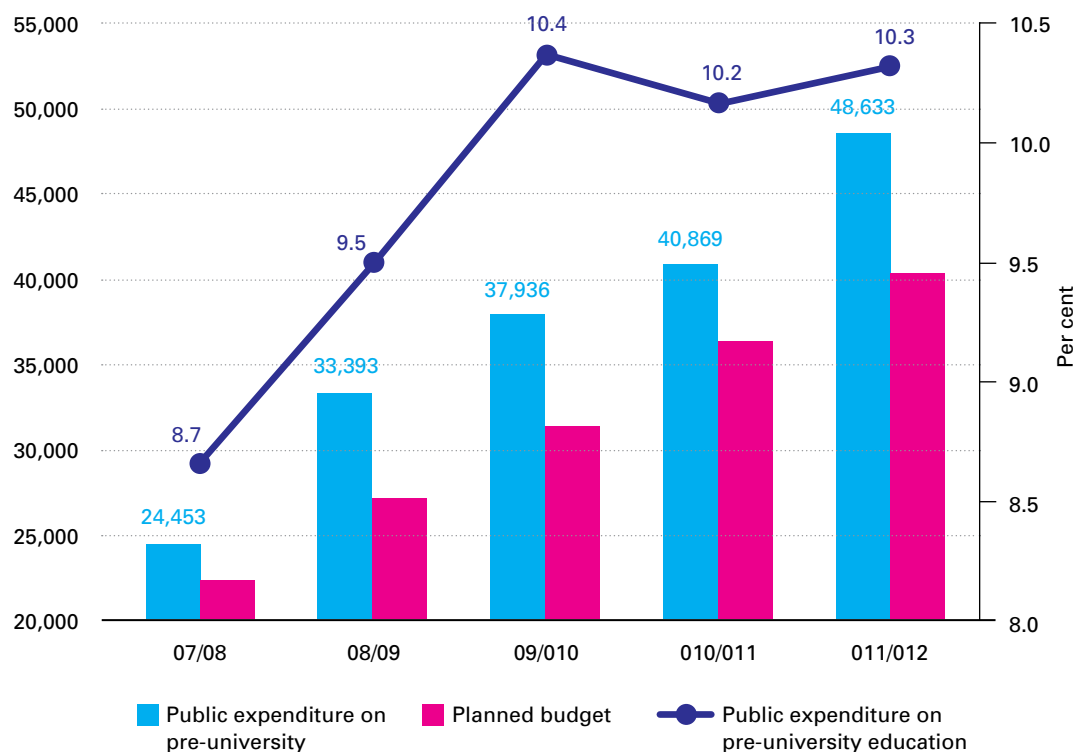
A report issued by MoE claims that such an increase in budget is still not good enough to face the challenging problems of a lack of lands for building schools, high student density and the two-shift schooling system, particularly if it is considered that more than 80 per cent of the budget goes to salaries and compensation. On the other hand, the MoE need to upgrade the competence and efficiency level in optimizing available resources, eradicating the sources of waste; foremost of which are dropouts, late attendance and non-attendance of school.

1.4 Five Dimensions of Exclusion and the education sector

To introduce a more systematic approach to address the problem of out-of-school children and guide concrete and effective education sector reforms in this regard, UNICEF and UIS prepared a Conceptual and Methodological Framework (CMF) that provides guidance for developing the national studies and engaging in OOSCI activities. The CMF introduces a new model for analysing the problem of out-of-school children through Five Dimensions of Exclusion that capture excluded children from the pre-primary to the lower secondary school age, and across a wide range and multiple layers of disparities and various degrees of exposure to education. The CMF also guides the analysis for a more systematic linkage and leveraging between three main components:

- PROFILES of excluded children capturing the complexity of the problem of out-of-school children in terms of magnitude, inequalities and multiple disparities around the Five Dimensions of Exclusion.
- BARRIERS AND BOTTLENECKS that clarify the dynamic and causal processes related to the Five Dimensions of Exclusion.
- POLICIES AND STRATEGIES that address the barriers and bottlenecks related to the Five Dimensions of Exclusion within education and beyond.

The implementation of the out-of-school children initiative at national level includes several activities: a national study profiling out-of-school children together with a bottleneck analysis and policy development; capacity development on data collection and analysis; and national dialogue and advocacy activities to leverage action and resources.

The following section categorizes the out-of-school children into two main groups of whether they dropped out or never attended school (Dimensions 1, 3, 4) and those who are at risk of leaving the system (Dimensions 4 and 5) as mapped to the pre-university education sector including public, private and Al-Azhar.

1.4.1 Overview of the Five Dimensions of Exclusion

Based on the methodology developed by the Global Out-of-School Children Initiative, school exclusion involves Five Dimensions, namely:

1. **Dimension 1:** Involves children in the 4 to 5 year age group who do not attend kindergarten or pre-school education, or primary education, whether under the umbrella of MoE, Al-Azhar education, private education or associations affiliated to Ministry of Social Solidarity.

2. **Dimension 2:** Involves children in the 6 to 11 year age group who do not attend primary school or have left, whether under the umbrella of MoE, Al-Azhar education, private education, or community education schools.

3. **Dimension 3:** Involves children in the 12 to 14 year age group who do not attend preparatory school or have left, and those who have not enrolled in primary education, whether under the umbrella of MoE, Al-Azhar education, private education or community education schools.

4. **Dimension 4:** Involves the children enrolled in primary education who are at risk of dropping out.

5. **Dimension 5:** Involves the children enrolled in preparatory education who are at risk of dropping out.

1.4.2 Methodology adopted

The methodology of the study follows the guidance provided by the CMF of the Global Initiative. The study had two components:

- Collection and analysis of macro-level and secondary data for the global initiative as laid out in the CMF; and
- The conducting of a limited survey to explore the opinions of teachers and district level staff regarding the barriers and bottlenecks preventing children from both accessing and completing their schooling.

The study's methodology emanates from its general objectives, namely, the collection and expansion of information and analysis techniques, policies and strategies that define the common types of out-of-school children, and the potential differences,

whether for those who actually attended or did not attend school. The barriers in terms of supply and demand, which are factors that lead to students dropping out and causing late enrolment/absence from the perspective of the Five Dimensions, were agreed upon in the CMF and are consistent with the priorities and profiles of national policies.

1.4.2.1 Study questions

The study seeks initial answers to the following questions:

- Who are out-of-school children and where are they now? (Number, education level, geographical areas, age, gender, socio-economic level)?
- Why are those children out of school? (Barriers)
- How to minimize the number of out-of-school children? (Policies)

1.4.2.2. Study Procedures

Preceding procedural steps were taken to conduct the study; it included the formation of a national team with defined tasks and responsibilities. The team comprised representatives of MoE and Al-Azhar administration as the sole governing bodies of pre-university education, plus members from other agencies who had a role to play in answering the study questions. Following is the detailed representation:[13]

- Ministry of Education: Community Education Department, Primary Education Department, NGOs Department, Special Education Department, National Center for Educational Research and Development (NCERD), General Department of Statistics and Information, International Cooperation Department, and Policies and Strategic Planning Unit;
- Al-Azhar Al-Sharief: Department of Information and Decision Support providing the information and legislations related to Al-Azhar education;
- Outside MoE: CAPMAS: providing population projections and study-related surveys, Ministry of Social Affairs, Information, Documentation & Decision Support Center, Ministry of State for Administrative Development (civil status division), National Center for Social Research: providing and analysing study-related researches, and UNICEF.

The team had taken the following tasks:

- Agreement on list of standard terminology and concepts related to out-of-school children: A summary was prepared for the out-of-school children initiative, in addition to a list of terminology and concepts related to the initiative as a reference framework for exchange with the workgroups and in other events of the study; e.g. workshops, interactive discussions and interviews.
- Agreement on study limitations: Based on the order of priorities, as per national policies and within the time limit available for the study, it was agreed that Dimension 2 to Dimension 5 be put into practice, while Dimension 1 and special needs children Dimension be postponed to a next study.
- Determination of a set of indicators based on which the problem of out-of-school children would be followed up and evaluated: A set of indicators, proposed by UIS in the Istanbul Workshop, was adopted and the necessary measures taken.
- Required Information was determined: This information helps reveal the size and characteristics of out-of-school children, the various barriers in terms of supply, demand, and governance which lead to school absence and dropout, at the level of age groups, socio-economic status, gender, education level, directorate and governorate (determination of timeline based on the available data by the beginning of school year 2012/2013).

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[13] Annex 3.

Information sources were determined and evaluated: The initial list includes the following sources:
General Department of Information, MoE (related to administrative information); General Department of Information and Decision Support, Al-Azhar; CAPMAS (as regards education data in household surveys); The raw data of Egypt Demographic and Health Survey (EDHS 2008) were obtained from http://www.measuredhs.com website, which contains family-based and social surveys (information on economic and social status); UIS provided single-age population information.

Gaps in information and how to deal with them were identified
Creating a matrix that combines the issued in question in the study and the required information for their respective analysis indicators, to detect the gaps in data and the methodology. A workshop was held and attended by representatives from information departments at MoE, Al-Azhar Education and CAPMAS to consider the set of study indicators and identify the role assigned to each entity.

Data collection:
The required data had been collected using the following:

- The study team conducted a desk review of: a) the documents available at MoE which was mainly dealing with the rules and regulations relevant to out-of-school children; b) reports provided by UNICEF; and c) local/international studies collected by NCERD.

- The study team held a focus group discussion to explore the opinions of the shareholders (including students, parents, headmasters, teachers, social specialists) on the barriers preventing the children from starting and completing their schooling.

- The study team analysed the administrative data to identify a sample Idara to survey the opinions of both the teaching and non-teaching staff on the barriers and bottlenecks. The required administrative data was collected from databases of MoE and Al Azhar.

Data analysis:
SPSS Statistics Standard was employed for data collection and analysis. Information was collected from the following information sources affiliated to aforementioned entities:

Administration data that pertains to the purpose of educational services, including:
Annual school survey conducted by the Information Department, MoE;
Annual school survey conducted by the Information Department, Al-Azhar;
The available data was collected from both sources to obtain an integrated statistical vision at the national level.

Field surveys, which pertain to the supply aspect:
2008 EDHS; Survey on Young People in Egypt (SYPE) (2009); the Labour Force Survey (2013)

Limited exploratory studies: Exploratory data were collected on school dropout reasons and obstacles that impede children's return to school from a 20-school sample, which represents the 10 highest and lowest schools in terms of dropout rate from the Ashmoun Education Department, which is among the directorates with the highest dropout rates. The headmaster, deputy principal for student affairs, social specialist, a member of the board of trustees (BOT) and six teachers were selected from each school. A team from the quality unit at the education department implemented a questionnaire form specifically designed for the current study. However, security situations impeded the expansion in applying the study to a higher number of governorates as planned. Annex 5 demonstrates questionnaire analysis findings.

Field academic study: National Center for Educational Researches; National Centre for social and criminological research; publications made by other organizations that are interested in out-of-school children issues were also reviewed.

Discussion groups: It was planned to organize more discussion groups, yet due to security situations, only two groups were organized:

- The First Group included the senior personnel appertaining to the Five Dimensions of the study as well as directors of: pre-school education, primary education, preparatory education, direction and follow up, quality, school feeding and NGOs (Annex 4), in addition to the core team. The group addressed the attention paid to school dropouts and absence in MoE's policies, as per the Five Dimensions of the study, current laws and legislation related to this issue in terms of sufficiency and appropriateness, whether further legislation are required for enactment. In addition, the group addressed the governance and decision-making in respect of out-of-school children and the extent of coordination among concerned departments and directorates in respect of those children.

- The Second Group was dedicated to data and statistics relevant to out-of-school children. This group comprised representatives from Information Department at MoE, Information and Decision Support Department, Al-Azhar, Education Information Department at the Central Agency of Population, Mobilization and Statistics CAPMAS (Annex 4), in addition to the focus team. This group addressed the definition of out-of-school children, statistical data required to follow up the out-of-school children issue, setting up policies and plans to deal with this issue, the software and programmes available at UIS and Oxford Foundation, the information gaps and how to deal with them.

2 Profiles of excluded children

The chapter is a macro-level analysis to identify the main characteristics of the profiles of out-of-school children within the context of the Five Dimensions of Exclusion of the study. It paves the road for the following chapter which closely examines such profiles to identify if any specific cases of composite profiles need to be highlighted before discussing the bottlenecks and the strategies to deal with it.

2.1 Overview and data analysis

The current study dealt with two types of data:

a) The administrative data in terms of schools/classrooms, pupils, and teaching and non-teaching staff demographics were collected from two original sources, namely MoE and Al-Azhar, where, data is collected and updated annually from schools/institutes.

b) The socio-economic data that were obtained from the available household surveys, mainly the 2008 EDHS and the 2009 SYPE.

2.1.1 Administrative data

The administrative data were collected by MoE and Al Azhar through annual school surveys administered at the beginning of the school year by the departments of statistics and information who take care of data collection, cleansing, processing, and dissemination. MoE is currently depending on the internet to collect the data from most of the schools. The data are collected at the pupil and teacher levels. The aggregated statistics at Idara, Mudiria, and national levels are published yearly and could be downloaded from the internet. Detailed data at the school level is available upon request.

2.1.1.1 Ministry of Education

The General Department of Information, MoE, conducts an annual school survey at the national level that begins in October each year. This survey encompasses all schools falling under the Ministry's umbrella, as the data are collected at the level of students, teachers and executives from all public, private and community schools. The data are classified administratively at the level of directorate, education department and school. The student's log includes the age, gender, city, class, school status (newly enrolled, fail, pass, transferred, dropped out), nationality, religion and type of education.

The log of teachers and executives includes gender, scientific and educational qualification, age, subject taught, and job class. The school log includes its affiliation (public/private), education level, classrooms, school shifts, and type of study

(vocational/general). The Information Department has an updated database, which receives data directly from schools electronically, publishes the reports and tables of statistics and indicators in timelines at the State and governorate level, on the web portal of MoE. The Department applies definitions and calculation methods published in UNESCO Manual for Statistical Indicators, in addition to an indicator to calculate the dropout rate for a two-year period. Given that the Ministry moved to collect data at the level of students, teachers and executives, there are some problems pertaining to the collection of data, especially from border governorates via the internet. The Department has the data for the school year 2012-2013.

It is worth mentioning that the determination of dimensions depended on the data of school year 2012/2013 with some partial modifications on child distribution by age depending on the results of school year 2011/2012, comparison of age distributions from year to year help to discover some case of misplacement according to age.

2.1.1.2 Al-Azhar

The responsibility for data collection, review, processing and storage is assigned to the General Department of Information and Decision Support, which conducts an annual survey at the national level that begins in October each year. This survey encompasses all institutes falling under the Al-Azhar umbrella, as the data are collected from all institutes. The data are classified administratively at the level of directorate, education department and institutes. The institute's log includes the education level, classrooms, school shifts, number of students (gender, grade, school status), number of teachers (gender, qualification, specialty), number of executives and workers. The Department has an updated database, which produces the reports and tables of statistics and indicators in timelines at the state and governorate level. The Department applies definitions and calculation methods published in UNESCO Manual for Statistical Indicators. The Department has the data of school year 2012-2013, yet the database does not include the distribution of students by age, however it is planned to collect such data. To complete the analyses of current study, the distribution rates of education students were used as a guide for the distribution of institute students by age, given they are from the same community and age group.

2.1.2 Demographic/social and child labour household surveys

Four surveys were consulted to complete the data sets required to identify the profiles of out-of-school children within the Five Dimensions and the barriers and bottlenecks causing the exclusion of children. It was possible to use the first two as primary sources where the original data sets were accessible at the time of the study while the second two were used as secondary sources. It is worth mentioning that the information deduced from these surveys is mainly used in qualitative analysis to reach indicative conclusions regarding the profiles, barriers and bottlenecks, not for quantitative comparisons because the differences in data collection dates, methodologies and some of the definitions:

1. Demographic and Health Survey (2008): the data collection was conducted by CAPMAS and the findings of which were published. It represents the latest of the survey series of this kind, and was implanted under sponsorship of Ministry of Health. Total actual size of sample was 86,868 persons, belonging to 18,968 families, which represent the countryside and urbanism in the northern and southern areas of the country. It included age groups below 5 up to more than 70 years. The survey included a question posed to individuals aged 6 years and over about the highest education level completed, and a question posed to the 6-24 age group about their education level at the time of the survey. The age groups used in the survey report (6-9, 10-14, 15-19) do not match the age-based distribution of government education levels. When it came to failure to attend school and dropouts, the survey could not collect direct information on the reasons and barriers.

2. 2009 SYPE was conducted by the Population Council, in collaboration with Information and Decision Support Center – IDSC, and funded by a group of donor organizations. It targeted the 10-19 year old age group and thus it did not encompass the first four grades of primary education. Age-based classification begins with 10 to 14 year olds, which represent the final grade of primary education and three preparatory grades. This survey addressed education together with other aspects; inter alia, health and work. The sample size was 20,200 individuals belonging to 11,372 families. The definition of dropping out refers to leaving the school before completing the education course. The survey did not only collect statistical data on non-attendance and school dropout, it also collected information on the reasons and barriers causing this.

3. Labour Force Survey (2013): conducted by CAPMAS. This survey is based on brief essential questions that target obtaining data on the main indicators of the Egyptian Labour Market. This task is carried out in three sessions (January - March, April – June and October - December) where a long form, implemented in the third quarter (July - September), includes some additional questions on the housing conditions of the family and migration. The survey includes monitoring the geographical distribution of workers according to a number of characteristics, the most important of which are: sex, age, educational status, labour status, occupation, economic activity, sector, stability at work, working hours. The total sample size for each quarter of a year is 23,864 households with a total of 95,456 households per year, distributed over the governorates of the Republic (urban/rural), according to the proportion of the estimated number of households for each governorate, as well as the proportion of urban and rural residents in each governorate. The survey findings include dropouts in 6 to 18 olds by governorate. There has been some inconsistency in the age group with the distribution of the Five Dimensions of the current study; however, it would have been useful if a comparison had been made on the dropout indicators reached through the different sources of the current study.

4. National Child Labour Survey of 2010: the survey conducted by CAPMAS with technical and financial assistance from the ILO's International Programme on the Elimination of Child Labour (IPEC) via its Statistical Information and Monitoring Program on Child Labour (SIMPOC). The data collected from a nationally representative sample of 30,143 households containing children 5 to 17 years of age. The sample was made up of 163,628 individuals of whom 66,122 were children between the ages of 5 and 17 (encompasses the Five Dimensions of the OOSCI study), representing 17.1 million children in Egypt. The data analysis aimed to assess the size of the child employment and child labour phenomena in Egypt and the extent of its interaction with schooling and child wellbeing.

2.1.3 Population data

The population age pyramid for 2013 is characterized by a wide base pyramid,[14] which reflects that primary education constitutes the largest segments of the population (6-11). This increases the intensity of the demand for education if there is sufficient awareness of the importance of access to and completion of education.

The school age population as distributed by single year of age was available from two sources: the United Nations Population Division UNPD and CAPMAS which is adopted by MoE, both distributions are a projection of country census. Mapping the two distributions and the enrolment by age of MoE and Al Azhar against each other shows that there was an indication of some contradiction and inconsistency in comparing the two projected population distributions with the school statistics *(see Figure 2.1)*. They both predict the numbers of the school age population (7-17 years) to be less than the actual enrolment, therefore some adjustment has been carried out to utilize all these sources on the one hand, and on the other it is to adjust the distribution in accordance

[14] CAPMAS.

with age, avoiding in this way the observed disconnection and inconsistency. The following procedure was applied to produce the amended population distribution, which was approved by CAPMAS, MoE and Al-Azhar team members.

Based on the Five Dimensions:

i) Reference to the two sources available: UNPD (after distribution of age groups in years of age, the Sprague method is applied) and CAPMAS;

ii) Starting point: population aged 0 years: reference to the UN Population Division (UNDP);

iii) Point of arrival: population 18 years: average data from two sources (UNPD, CAMPAS);

iv) Securing the population aged 6 years to less than 2 per cent higher than the school population aged 6 years; linear adjustment for ages 0-6 years and for ages 6-18 years;

v) Smoothing the series with the adoption of a moving average of order 2 or order 3.

Figure 2.1 Population distribution by age, 0-17 years old, as per available sources and approved amendment (2013)
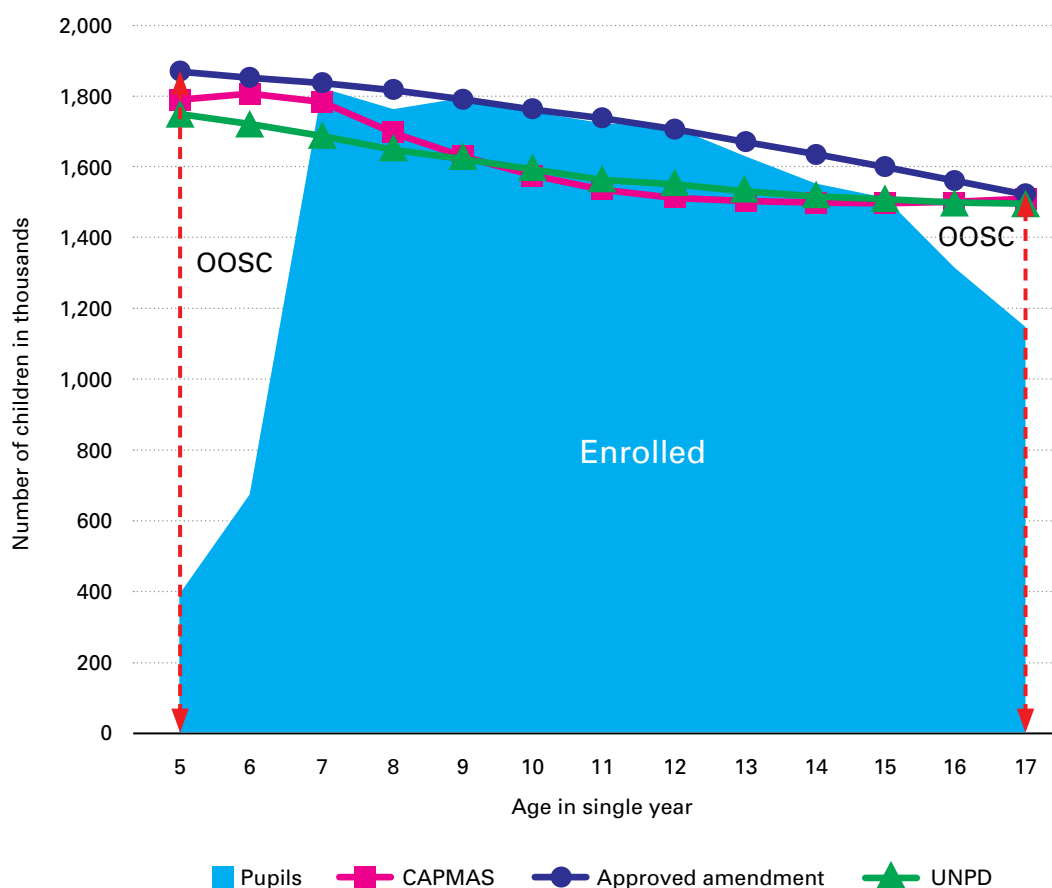
Source: Projections of CAPMAS, Ministry of Education, UN Population Division and Authors' Statistics.

Table 2.1 Population estimates by age, 0-22 years old, as per available sources and amendment (2013)

	Girls			Boys			Total		
	UNPD	CAPMAS	Amendment	UNPD	CAPMAS	Amendment	UNPD	CAPMAS	Amendment
5	859,953	878,000	910,756	899,856	916,000	963,844	1,759,808	1,794,000	1,874,600
6	844,191	872,000	907,505	883,183	942,000	956,554	1,727,374	1,814,000	1,864,059
7	828,619	897,000	899,611	866,746	893,000	944,976	1,695,365	1,790,000	1,844,587
8	813,476	852,000	886,326	850,771	853,000	937,043	1,664,247	1,705,000	1,823,369
9	799,000	814,000	876,363	835,483	822,000	925,143	1,634,483	1,636,000	1,801,505
10	785,148	785,000	863,077	820,834	799,000	909,277	1,605,982	1,584,000	1,772,354
11	771,879	764,000	850,694	806,770	783,000	895,022	1,578,649	1,547,000	1,745,716
12	760,835	750,000	835,891	794,902	772,000	878,412	1,555,737	1,522,000	1,714,303
13	752,817	741,000	818,668	786,007	766,000	859,447	1,538,824	1,507,000	1,678,115
14	747,221	737,000	801,445	779,483	764,000	840,482	1,526,703	1,501,000	1,641,927
15	742,293	736,000	784,222	773,596	765,000	821,517	1,515,889	1,501,000	1,605,739
16	737,968	738,000	766,999	768,274	768,000	802,552	1,506,241	1,506,000	1,569,552
17	736,008	743,000	749,776	765,240	774,000	783,587	1,501,248	1,517,000	1,533,364
18	736,983	750,000	744,099	765,043	783,000	776,192	1,502,026	1,533,000	1,520,291
19	739,934	760,000	746,748	766,734	794,000	777,485	1,506,668	1,554,000	1,524,233
20	742,447	773,000	757,887	767,930	807,000	787,452	1,510,377	1,580,000	1,545,338
21	743,938	788,000	766,076	768,048	821,000	794,281	1,511,986	1,609,000	1,560,356
22	747,069	802,000	770,252	769,706	832,000	797,688	1,516,775	1,634,000	1,567,940

Source: Projections of CAPMAS, Ministry of Education, UN Population Division, and Authors' Statistics.

Table 2.2 Summary of the Five Dimensions of Exclusion

	Girls		Boys		Total	
	Number	Per cent	Number	Per cent	Number	Per cent
Out-of-school children						
Dimension 1: Children 5 year olds (pre-primary)	623,500	68.5	673,854	69.9	1,297,354	69.2
Dimension 2: Children 6 to 10 year olds (primary)	165,757	3.1	153,370	2.8	319,126	2.9
Dimension 3: Children 11-14 year olds (preparatory)	166,611	6.8	164,462	6.4	331,074	6.6
Total out of school children (5-14 year olds)	**955,868**	**11.1**	**991,686**	**10.9**	**1,947,554**	**11.0**
Children incurring a risk of dropping out						
Dimension 4: Children enrolled in primary	21,046	0.4	88,401	1.5	109,447	1.0
Dimension 5: Children enrolled in preparatory	62,847	2.7	83,309	3.4	146,156	3.1
Total children incurring a risk of dropping out	**83,893**	**1.1**	**171,710**	**2.1**	**255,603**	**1.6**

The initial question in this study relates to Dimensions 2 and 3 which represent the size and distribution of out-of-school children in accordance with location, sex, age, economic status, social level and educational stage, and the subsequent more detailed levels. The comparison of the number of school children with the population statistics enables the estimation of the ratios of out-of-school children in accordance with the methodology adopted in the framework of the OOSCI.

With the adjusted population statistics, and the administrative data, it has been possible to depict the Five Dimensions of the study aggregated by gender and level of education *(see Table 2.2)*. As was mentioned earlier, out-of-school children fall into three groups, unlikely to ever attend school, likely to attend school in the future and left school, the study depended on the administrative data of MoE and the education information department of Al-Azhar.

It appears from the table that the problem of out-of-school children is connected to the children of the age of 5 (Dimension 1) who are supposed to be in pre-primary school, almost 70 per cent of both boys and girls of this age are out of school, this could be attributed to the fact that pre-primary education is not compulsory. For Dimension 3 approximately 7 per cent of children aged 11-14 years are out of school. The percentage of children out of primary school (Dimension 2) is close to 3 per cent, which is almost half the percentage of Dimension 3, however, if the absolute community size of each of the two Dimensions is considered there is less of a gap between data. This is reflected by the high percentage of the total number of out-of-school children (5-14 years), which reached 11 per cent. It is also shown that the difference between boys and girls is about one percentage point.

The percentage of out-of-school boys is higher only at the pre-primary stage (Dimension 1). The percentages and numbers of children at risk of leaving basic education (Dimension 4 and 5) are predicated by applying a cohort-constructed model provided by the UIS[15] based on the administrative statistics of two consecutive years. The percentages are considerably low in primary education (Dimension 4) with boys higher than the girls, while percentages of children at risk of dropping out of preparatory school are higher in Dimension 5 for both boys and girls. This is due to automatic promotion in primary education, progressive difficulty of the curriculum, and difference of maturity characteristics from childhood to early adolescence accompanied with behavioural changes, which if not properly accommodated may make some children vulnerable to ill attendance and drop out. Details of each Dimension will be discussed in the following sections.

The portion of out-of-school children in Dimensions 2 and 3 who attended school at one point and left i.e. dropped out, deserves detailed discussion as the problem is not the availability of schools, which is a bottleneck in other cases, but is the schools' failure to retain students. It should be noted that dropouts are, as defined by UNESCO, children who are absent for a whole year without known reasons, and their number is calculated through cohort analysis as mentioned earlier. The Egyptian law allows children who have dropped out to return automatically to the grade he/she left, this then affects the indicator values calculated on the basis of the UNESCO methodology. This means that dropouts could be sub-grouped into: a) children who dropped out for one year and have the right to re-join schooling and b) dropouts who have ceased to go to school for two consecutive years, who are not entitled to return to school without a decision by the central administration, which are counted annually at the end of each school year. For the sake of regional comparability the total of the two groups has been used.

2.2 Dimension 1: Out-of-school children at pre-school age

Dimension 1, as defined by the methodology adopted in the framework of OOSCI, relates to children at the final grade of pre-school education stage, which means the children in the five-year-old group. The word 'pre-primary' has been used in the study for defining pre-school education.

The administrative data collected from MoE and Al Azhar Statistics and Information Department have been used to show the development in size of the population of children at pre-school or early childhood age in light of a number of schools and the

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[15] Which is expressed as: expected dropout rate = 100% - (promotion rate + repetition rate), the rate is multiplied by total enrolment to estimate the number of pupils at risk of leaving or dropping out of school.

number of enrolled children *(see Figures 2.2 and 2.3)*.[16] It is noticeable that there is uninterrupted growth in the number of enrolled children as the net enrolment rate (NER) over the last decade (2004-2013) amounted to 8.3 per cent, passing the registered geographical growth of children in 4 to 5 year olds that was within 1.6 per cent. This occurred through improving the gross attendance of pre-primary education, from 16.1 per cent in 2004 to 28.5 per cent in 2013.

Figure 2.2 Kindergarten level: Growth in number of schools (2002-2013)
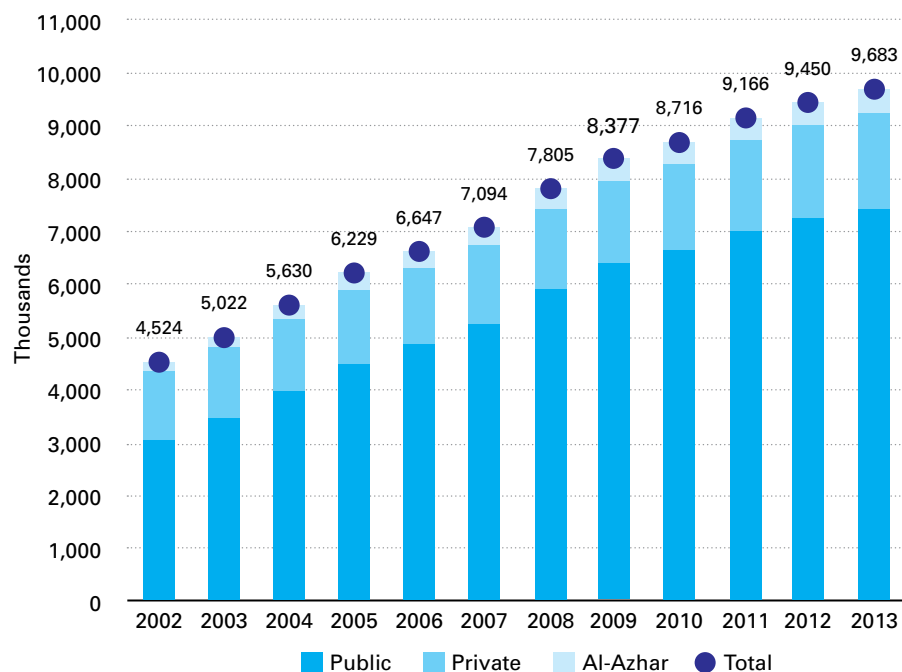
Source: MoE and Al-Azhar.

Figure 2.3 Kindergarten level: Growth in number of pupils (2002-2013)
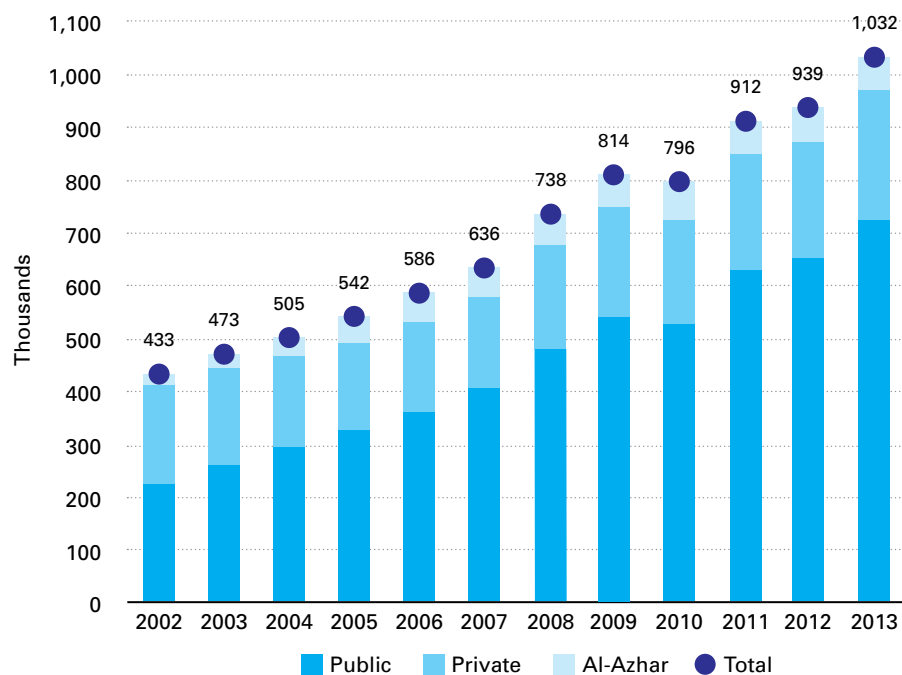
Source: MoE and Al-Azhar.

[16] Source: Annual statistics reports produced by Departments of Information and Statistics of MoE and Al-Azhar.

Study findings show that the number of children at the pre-primary age (5 years) enrolled in pre-primary education is 423,000, representing 22.6 per cent of the total number of children in that age group. By calculating the size of population at the pre-primary age enrolled in primary schools, NER amended the pre-primary rate amounts 30.8 per cent with no difference between female and male children. This percentage remains below the government's goal of the gross enrolment rate (GER) reaching 60 per cent in the five years from 2008 to 2013 for that of the government, Al-Azhar and private education. The findings have been provided below in detail *(see Table 2.3)*. It should be kept in mind that based on the CMF only the five-year-old pupils were used in producing the table, the significant number of children over and under this age group who are enrolled in pre-primary education were not considered. The overage group >5 will be considered in the calculation for Dimension 2.

Table 2.3 Statistical highlights at the pre-primary level (2013)

	Girls	Boys	Total
Number of children in pre-primary age who are admitted in pre-primary	203,034	220,016	423,050
Number of children in pre-primary age	910,756	963,844	1,874,600
Net enrolment rate in pre-primary	22,3%	22,8%	22,6%
Number of children in pre-primary age who are enrolled in primary school	84,222	69,974	154,196
Net adjusted enrolment rate in pre-primary	31,5%	30,1%	30,8%

2.3 Dimension 2: Out-of-school children at primary education age

The continuing growth in the level of primary education as expressed by the number of schools and the total number of enrolled children whether in public education schools, private education schools or Al-Azhar institutes is shown below *(see Figures 2.4 and 2.5)*. The charts are based on the annual statistics reports produced by the departments of statistics of both the MoE and Al-Azhar.

Over the last five years (2008-2013), the number of children enrolled in primary education grew by 1.5 per cent annually, exceeding the demographic growth of the 6 to 11 year olds (estimated at 1.2 per cent) and thus the raw enrolment rates grew from 103.3 per cent to 104.8 per cent in 2013. Such a trend has a positive effect on Dimension 2 in terms of a decrease in percentages of out-of-school children, such progress is due to policies of MoE and enhancing programmes such as the basic education enhancement programme supported by the World Bank and European Union, add to that the expansion of second chance education programme which helped in attracting the out-of-school girls of the age 8-14.

An outline of primary education level statistics in light of the number of targeted population according to the gender has been provided *(see Table 2.4)*. It is clear that although NERs exceeded 97 per cent out of the total number of population at the age of primary education, there are about 320,000 out-of-school children, whether they left school, are unlikely to ever enter or are likely to enter school in the future. It is worth mentioning that some of them (about 61,000) are enrolled in a pre-primary school programme and are not counted, as according to the initiative methodology, they are not deemed enrolled.

Figure 2.4 Primary education level: Growth in number of schools
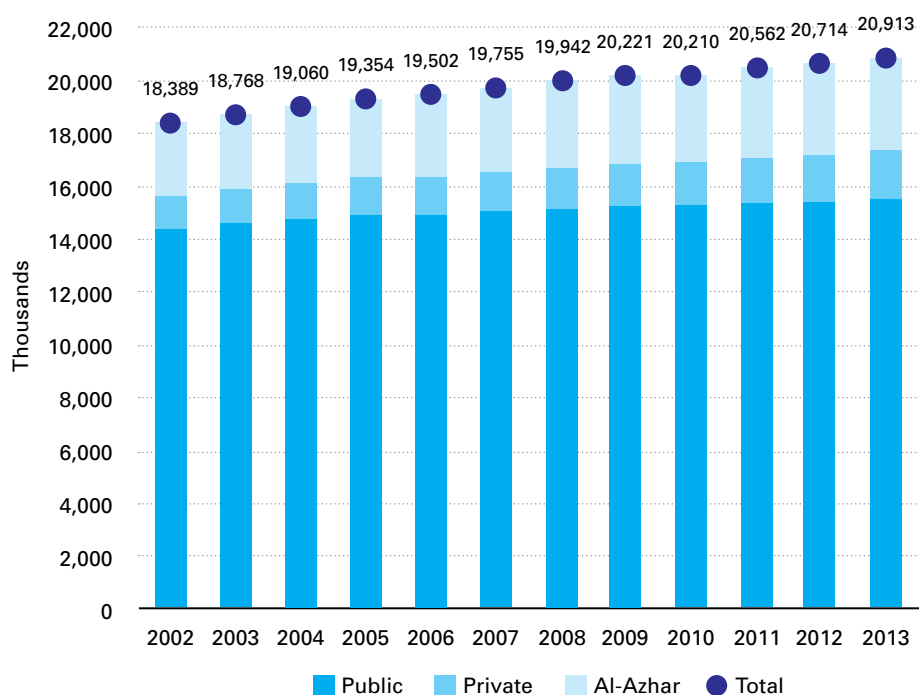
Source: MoE and Al-Azhar.

Figure 2.5 Primary education level: Growth in number of students
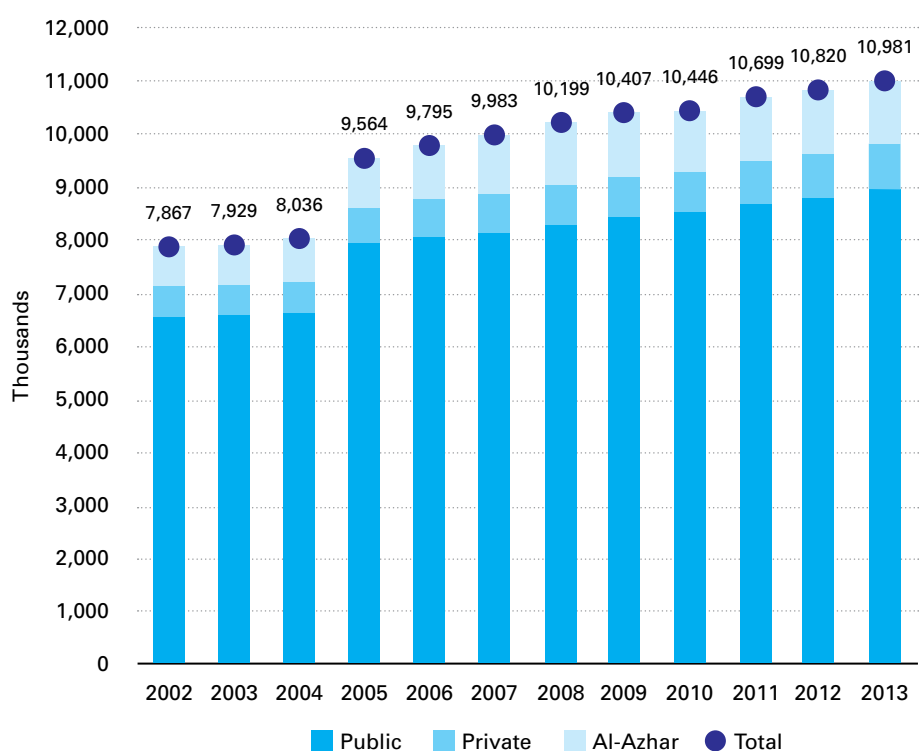
Source: MoE and Al-Azhar.

From the same table, it is noticeable that the number and percentages of out-of-school primary age girls is slightly more than the boys. On the other hand, the gap in enrolment rates between boys and girls at the preparatory education level is about to disappear, as the gap indicator gender parity index (GPI) is close to 100 per cent (0.98).

Table 2.4 Statistical highlights at the primary level (2013)

	Girls	Boys	Total
Primary level			
Number of children at primary education age who are enrolled in primary school	5,081,212	5,391,866	10,473,078
Number of children at primary education age	5,283,577	5,568,014	10,851,590
NER in primary education	96.2%	96.8%	96.5%
Number of students at primary education age who are enrolled in preparatory school	36,608	22,778	59,386
Net adjusted enrolment rate for primary education	96.9%	97.2%	97.1%
Out-of-school children			
Out-of-school children rate – primary education age	3.1%	2.8%	2.9%
Out-of-school children rate – primary education age	165,757	153,370	319,126

Age-specific enrolment rates at primary level show that some enrolment rates exceed 90 per cent in the primary education age group for both genders *(see Figure 2.6)*. On the other hand, the percentage for the 12-16 year olds at primary level increases the GER for this stage.

Figure 2.6 Primary education: Enrolment rate by age

Age	Boys	Girls
16		0.3
15	1.5	1.2
14	3.5	2.3
13	6.8	4.6
12	19.0	14.3
11	96.3	93.6
10	97.1	97.3
9	97.7	97.2
8	98.6	98.5
7	96.0	95.4
6	95.4	94.9
5	7.3	9.2

Per cent

■ Boys   ■ Girls
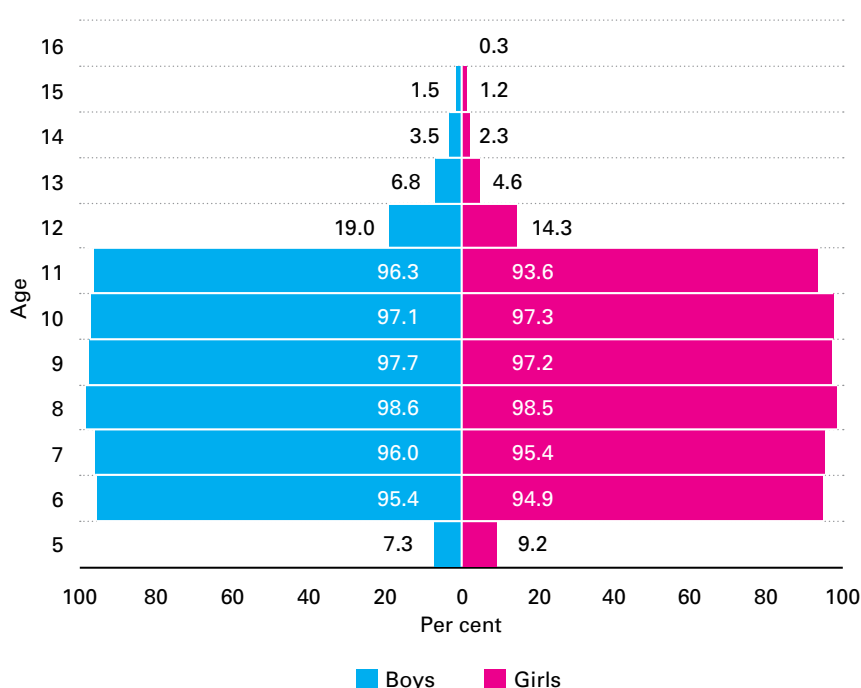
Source: Administration of Information and Statistics, MoE.

To examine Dimension 2 more closely, the statistics from MoE for the 2011/2012 dropouts for two years (minimal probability of re-join schooling) at the primary stage were used to gauge the size of this group of children and how they are distributed by gender though the primary grades, as well as how they are geographically distributed. The statistics indicate that the dropout rate for this group of children is 0.72 per cent out of the total number of enrolled pupils. Such a small percentage looks trivial, however, for a system containing millions of children; the number of dropouts for two years at primary stage reaches 69,440, with 43,101 male and 25,639 female children (63 per cent

and 27 per cent, respectively) out of the total dropout population. The number of boys who have dropped out exceeds the dropout rate for girls at this stage, although the percentage of enrolled girls is almost the same as the percentage of enrolled boys (48 per cent and 52 per cent, respectively), as mentioned before, there is no difference in enrolment rates. The distribution of children who dropped out by grade indicates that numbers and percentages are growing as the grades get higher, reaching the highest levels at Grade 6 *(see Figure 2.7)*. This may be due to the progressive difficulty of the curricula and the risk of child labour, both of which increase as children get older.[17]

Figure 2.7 Primary level: Rate of dropout (two years) by grade
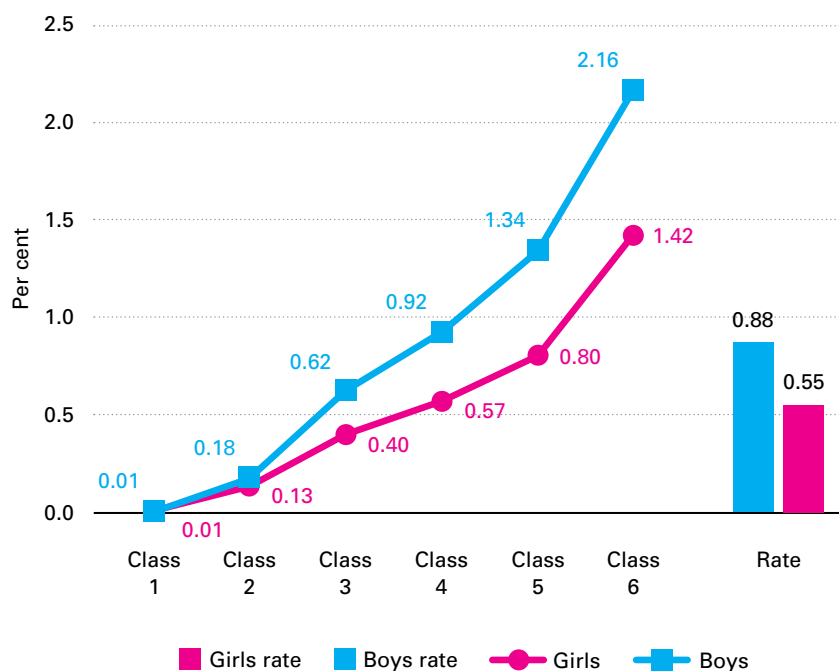
Source: Administration of Information and Statistics, MoE.

The distribution of children who have left school at the primary stage for educational directorates (governorates) has been provided as numbers and percentages of dropouts below *(see Figures 2.8 and 2.9)*. Percentages of dropouts measure the progress in solving the problem from one year to another, however they do not reflect an objective comparison between the governorates due to the significant difference in the number of enrolled students between governorates. For instance, the Cairo governorate is at the top of the list of total number of dropouts (7,083), the Damietta governorate is ranked 11 with its total number of dropouts being 2,316. Although if the governorates are sorted according to the percentages of children who have left school against the total number of enrolled children, Cairo is ranked 10 at 0.7 per cent, while Damietta moves to the top of the list with 1.5 per cent. It is also clear that the situation reversed in Matrouh, North and South Sinai for boys and girls when comparing the number of school dropouts against the total number of pupils. Undoubtedly, the plans to get children who have dropped out back to school must deal with the numbers of dropouts in order to decide on the required financial and human resources, as well as percentages of dropouts as indicators to measure progress.

[17] http://services.moe.gov.eg/books/012013/main_book2013.html

Figure 2.8 Distribution of dropout numbers and rates at the primary level, by governorate
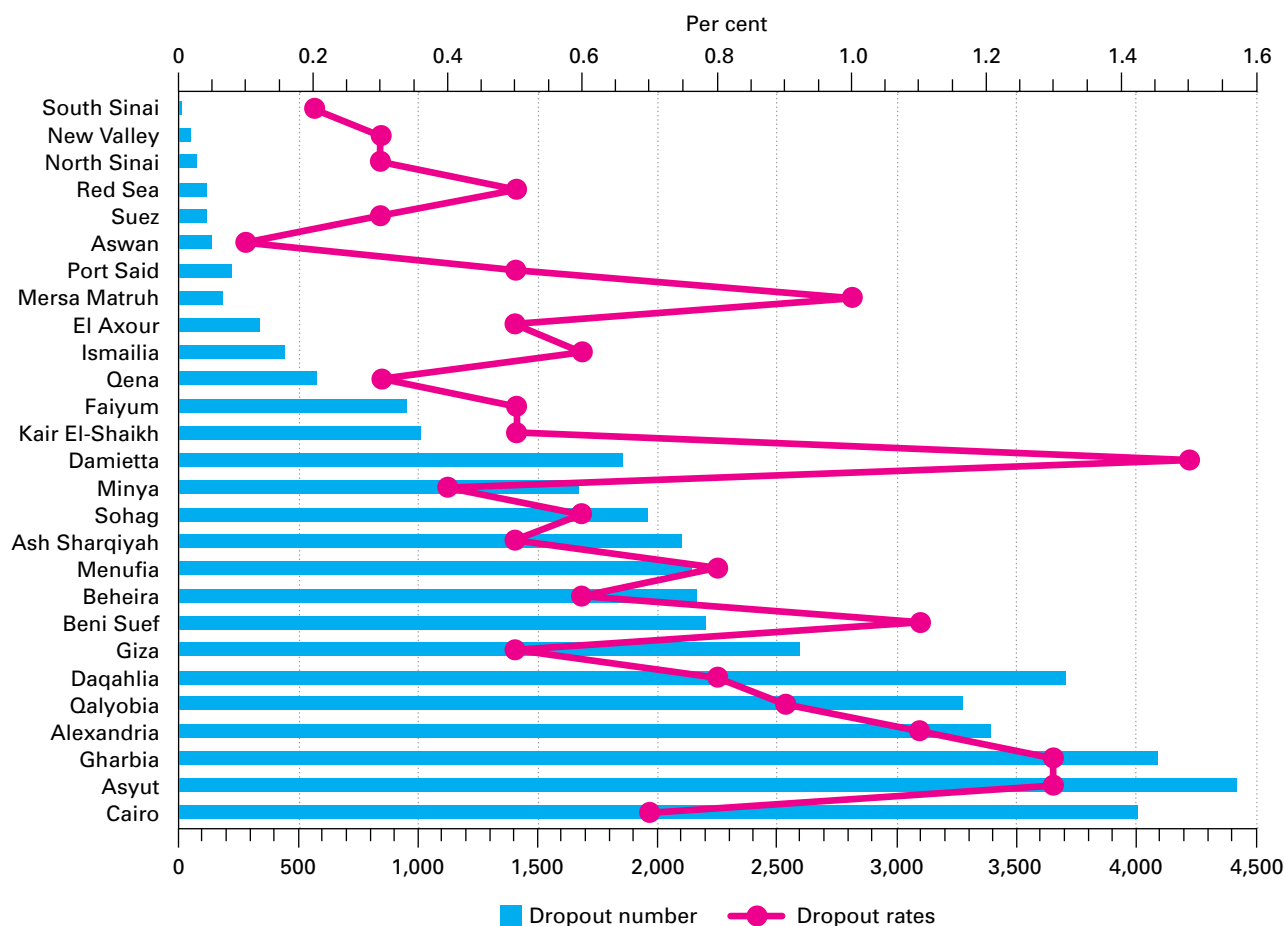
Source: Administration of Information and Statistics, MoE.

Figure 2.9 Map of distribution of dropout numbers and rates at the primary level, by governorate
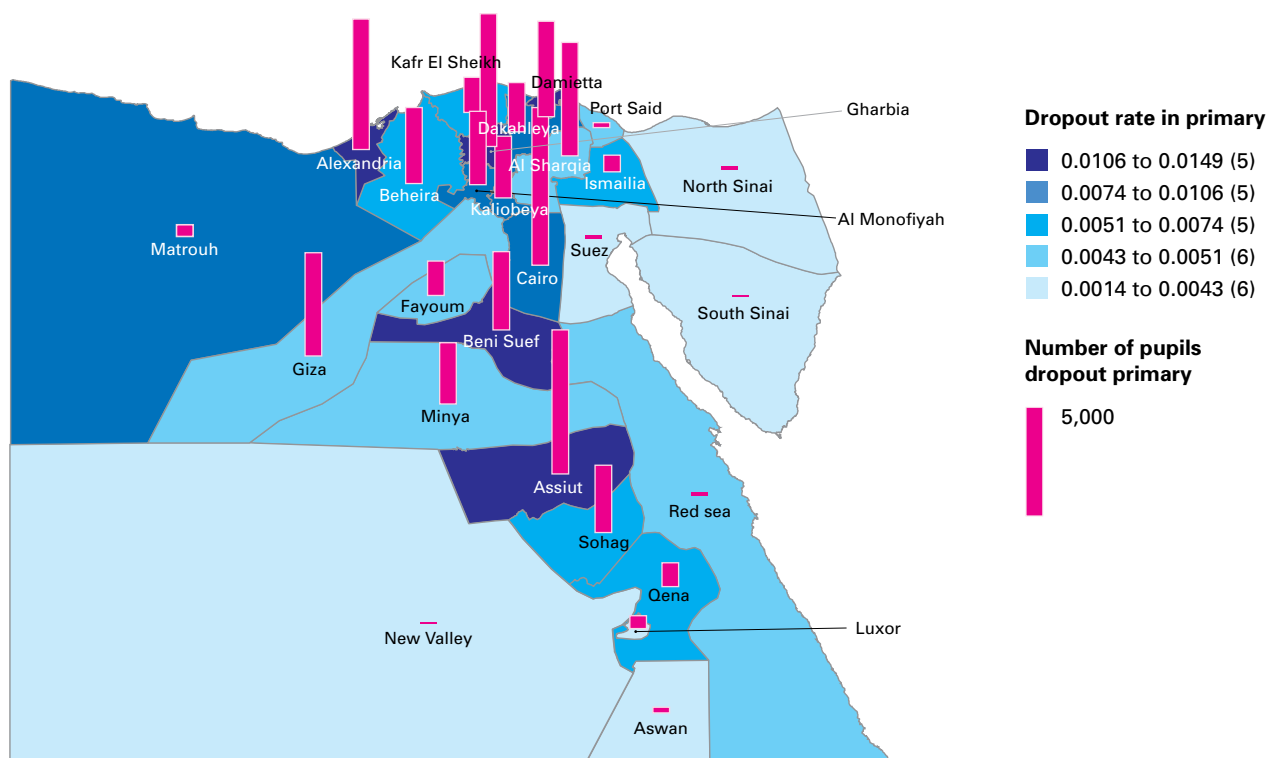
Source: Administration of Information and Statistics, MoE.

The data used on the above figures show that the dropout phenomenon is concentrated in nine governorates (Cairo, Assiut, Alexandria, Kaliobeya, Dakahlia, Giza, Beni Suef, Beheira and Al-Monofiyah). They comprise over 70 per cent of the total of number of dropouts. However there is a widening gap in the numbers of dropped out boys and girls in some governorates, e.g. Assiut, where the number of boys dropping out increases while the number of girls dropping out decreases. These data are in line with the Ministry of Manpower bulletin where the number of boys reached 50,300 (7.5 per cent) and the number of girls 33,800 (5.8 per cent). This was also the case in Dakahlia and Damietta. The bulletin of the Ministry of Manpower revealed that the number of boys dropping out in Damietta reached 9,600 (5.6 per cent) with the number of girls being 1,600 (1.0 per cent). In Dakahlia the number of boys dropping out was 53,600 (5.6 per cent) compared to the number of girls 14,400 (2.0 per cent), this may be due to the spread of agricultural employment in Assiut, Dakahlia, and Occupational Employment in Damietta, where children are apprenticed in furniture industry workshops. This may also indicate girls' interest in education in those governorates, a case which is worthy of study, especially because there is a clear consistency between MoE indicators and the Ministry of Manpower's bulletin.

Comparing the average class size of the top 10 governorates to the lower 10 in terms of the total number of dropouts shows that the lowest 10 governorates enjoys smaller class sizes (32 pupil per class) compared to the top 10 governorates (>45pupils per class) which confirms the reverse relationship between class size and dropout rate reported in the literature, Annex 6 casts more light on this issue.

The segment of children of primary age and who have never attended school belong to the rural environment regardless of age *(see Figure 2.10)*. It is clear that there is a problem with respect to the age of 6 being the age of primary enrolment. This phenomenon can be explained through the difference observed in the date of the survey, which was conducted in the middle of the school year when it was expected to find a number of children who had recently turned 6 while they did not yet meet the conditions of primary school enrolment at the beginning of the school year.

Figure 2.10 Distribution of numbers of children of primary school age, 6-11 years old, who never attended school, by age and living area (2008 survey)
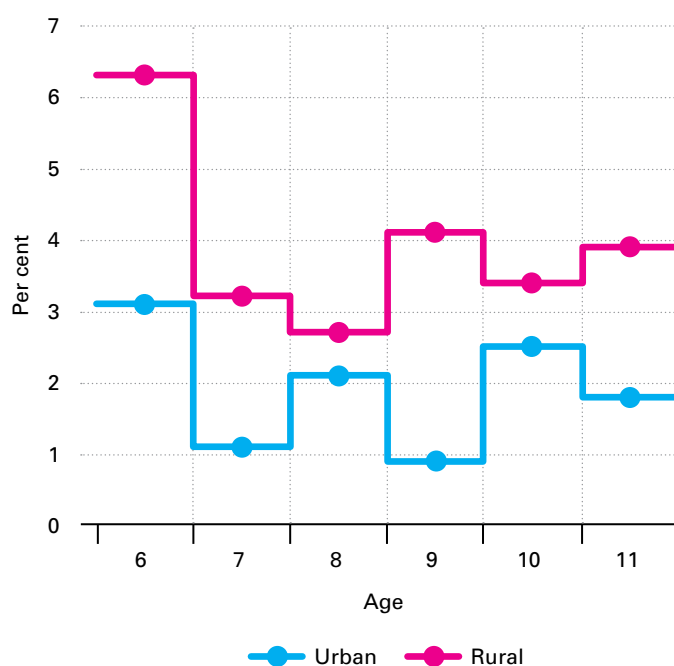
2.4 Dimension 3: Out-of-school children at preparatory education age

The continued growth in preparatory education is reflected by the number of schools and the number of enrolled children, whether this is in MoE or private schools, or the institutes of Al-Azhar *(see Figures 2.11 and 2.12)*. The rate of increase in the total number of schools during the past five years reached 13 per cent, which is slightly less than the increase in the number of pupils (14 per cent). The increase in the number of children was approximately equal to the increase of the population of preparatory age children during the past five years. This means that the quantitative expansion rate in preparatory education was almost within the limits of the natural increase of the corresponding age group of the population. Where the growth rate in the number of children increased by 2.8 per cent per year compared to a demographic growth for 12 to 14 year olds of 2.6 per cent. This led to a slight improvement in enrolment ratios where the GER rose from 94 per cent in 2008 to 95 per cent in 2013. It also indicates that the percentage of out-of-school children of preparatory age is not significantly diminishing.

The statistics of Dimension 3 of the study concerning the size of the population of out-of-school children at preparatory school age and the percentage of those children in comparison to the total population of the same age group (12-14 years) have been provided *(see Table 2.5)*. The percentage of out-of-school children at preparatory age comes to 6.6 per cent of the total age group, with more girls (6.8 per cent) out of school than boys (6.4 per cent).

It is worth mentioning that this percentage which means that there are more than 330,000 out-of-school children at the age of preparatory stage/level including the dropout children and children who never attended school. Age-specific enrolment rates by gender at preparatory age have been provided below *(see Figure 2.13)*. It shows that NER by gender ranges between 76 per cent and 86 per cent in the age group for boys and between 81 per cent and 88 per cent for girls.

Figure 2.11 Preparatory level: Growth in number of schools
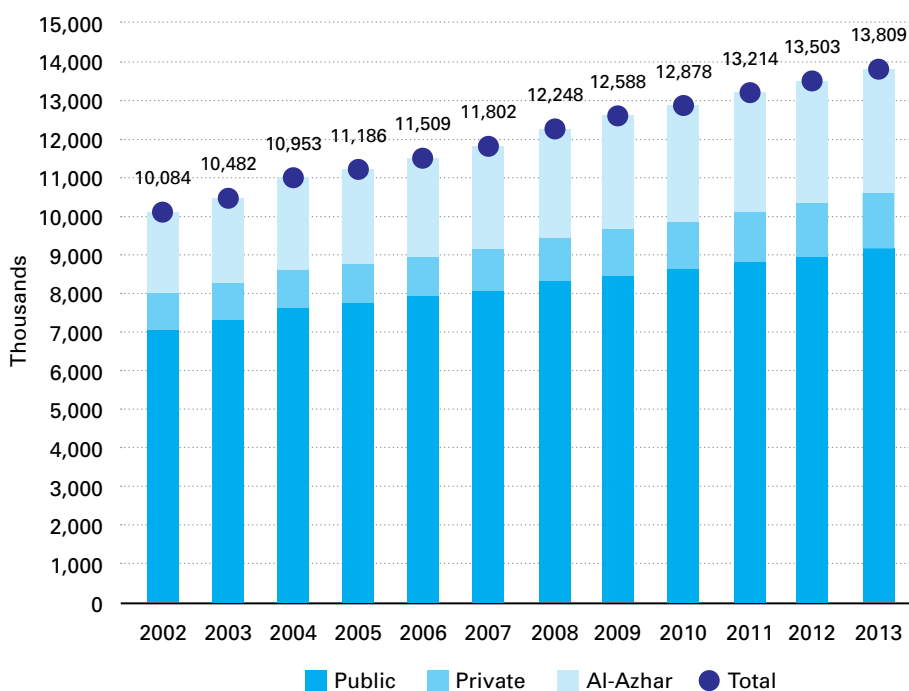
Source: MoE and Al-Azhar.

Figure 2.12 Preparatory level: Growth in number of pupils
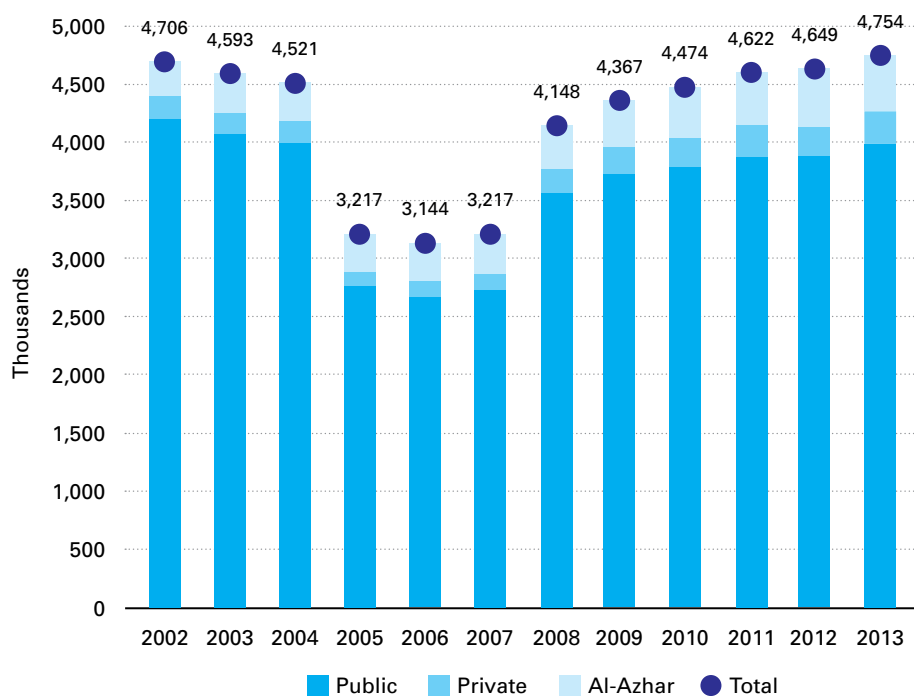
Source: MoE and Al-Azhar.

Table 2.5 Statistical highlights at the preparatory level (2013)

	Girls	Boys	Total
Preparatory Level			
Number of children of preparatory education age who are enrolled in preparatory school	2,086,873	2,129,211	4,216,084
Number of children of preparatory education age	2,456,003	2,578,341	5,034,345
NER for preparatory education	85.0%	82.6%	83.7%
Number of children of preparatory education age who are enrolled in primary school	175,345	254,054	429,399
Number of children of preparatory education age who are enrolled in secondary school	27,174	30,614	57,788
Net total enrolment rate for preparatory education	93.2%	93.6%	93.4%
Out-of-school children			
Out-of-school children rate – preparatory education age	6.8%	6.4%	6.6%
Out-of-school children rate – preparatory education age	166,611	164,462	331,074

Figure 2.13 Preparatory education: Enrolment rate by age, 11-18 years old

Age	Boys	Girls
18	0.6	0.3
17	2.5	1.4
16	8.5	5.2
15	23.6	17.8
14	86.3	85.3
13	85.6	88.4
12	76.0	81.2
11	2.5	4.3
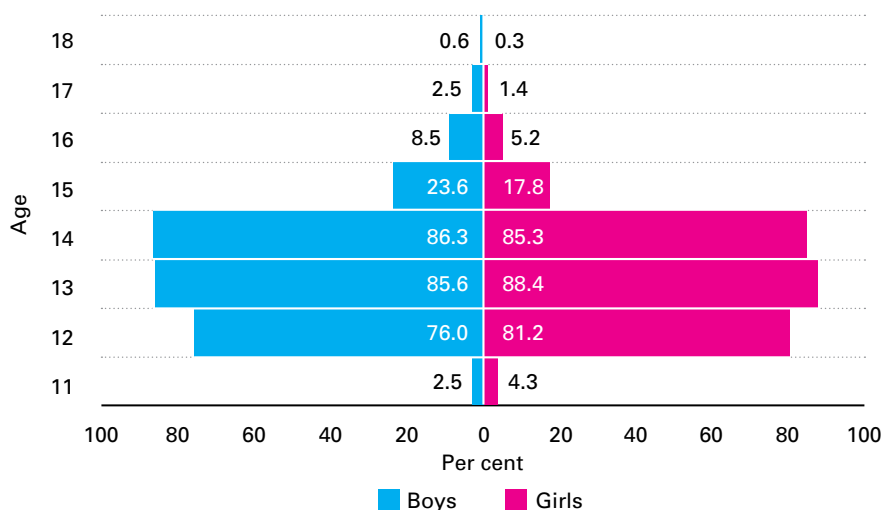
Figure 2.14 Rate of children of preparatory education age, 12-14 years old, who never have attended school, by age and living area (2008 survey)
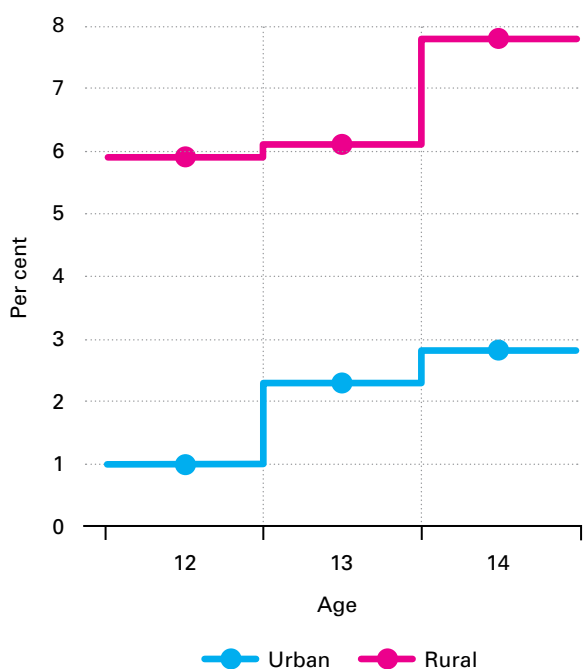
It is worth mentioning that the 2012/2013 indicators show that the transition rates of moving from primary to preparatory stage for males and females are 84.9 and 91.6 per cent respectively, while the total rate is 88.1 per cent. This indicates a predisposition for dropping out before the beginning of the preparatory stage.

Concerning the group of children who never attended school their percentages range between 6 per cent for children who are 12 years old and 8 per cent for children in 14 years old in a rural environment *(see Figure 2.14)*. The percentage of the same age group decline clearly in an urban environment, the problem may be partially solved through community education schools as the major problem is in rural areas.

Analysis of administrative data is used for tracing the dropout phenomenon at different administrative levels[18] in terms of gender, grade and age *(see Figures 2.15 and 2.16)*. In 2001-2012, the number of children who had dropped out of preparatory education was 39,119; 16,589 were males and 22,530 were females (42 and 58 per cent, respectively).

Figure 2.15 Preparatory level: Number of children who drop out (two years) by grade
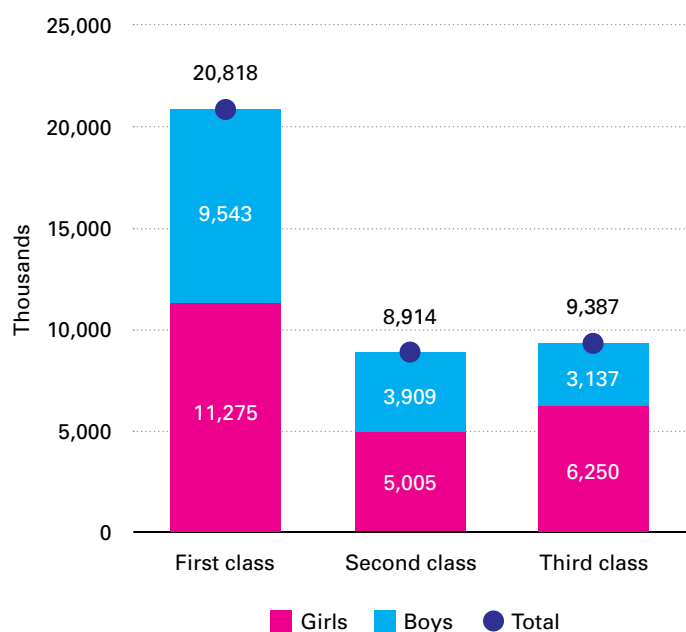
Figure 2.16 Preparatory level: Rate of dropout (two years) by grade
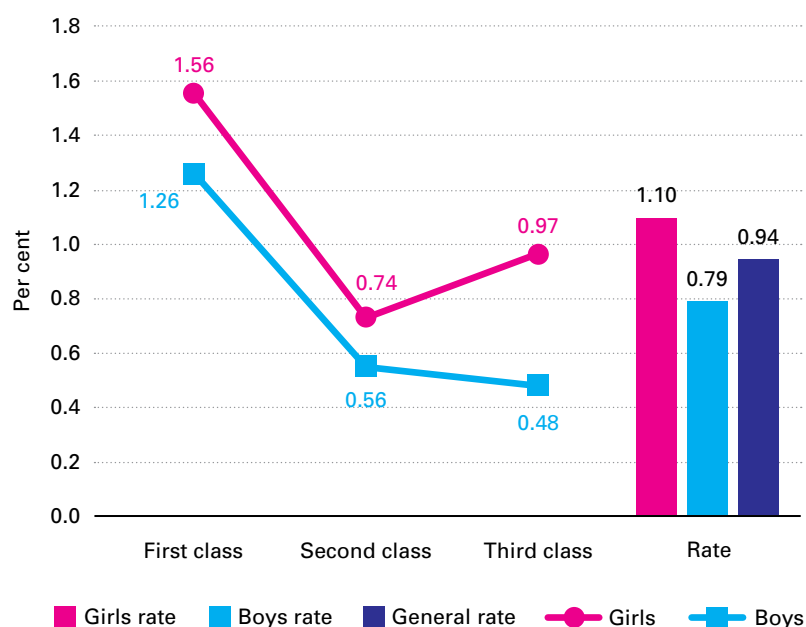
[18] Refer to Annex 9, analysis of dropout children data.

When the rate of enrolment for each gender is considered, the results show that the number of male dropouts constitutes 0.8 per cent of the total male enrolment which is almost the same as the dropout rate at primary stage. While in the case of female dropouts, the percentage was 1.1 per cent of the corresponding enrolment, which is higher than that of the males at the preparatory level.

This change in male and female dropout rates between the primary and preparatory level may indicate that there are two main dropout concerns, namely the males of primary stage (6-11 years) and females of preparatory stage (12-14 years). Connecting dropout with age reflects the effect of maturity and adolescence stages and the associated social behavioural characteristics necessitating equipping teachers and school management with the capacities to deal with children at the early adolescence stage. The details of the communities of children who have dropped out after classifying them according to gender, education stage and age on the level of the state necessitates the following step, namely detailed research on the second administrative level which is the directorates of education *(Figures 2.17 and 2.18)*. The importance of this level is represented in that it is highly connected with geographic distribution, which reflects the economic and social level on the one hand, and the rural and urban environments and level of human development on the other hand.[19]

After ranking the governorates (Directorates) according to number of dropouts, class size was investigated. The average density of classes in the 10 directorates with the most dropouts is more than 45 pupils per classroom, some even reaching 50 children in the governorates of Qaliubiya and Giza. The average density in the 10 Directorates with the least dropouts was 32 children, revealing that a high class density is one of the factors leading to drop out. The accomplishment of the geographical administrative tracking to reach both the third level represented by the educational Idara and the fourth level represented by the school, indicates that the higher averages hide indispensable details. These are the access to the necessary information in terms of identifying priorities when planning to confront the dropout phenomenon and defaulting on the basis of geographic, economic/social pattern.

Reviewing the administrative data of MoE reveals that the Nasser Educational Idara in Beni Suef, which comprises 66 schools with an average density of 44 children per classroom and a dropout rate of 3 per cent. According to the poverty map prepared by the Ministry of Economic Development,[20] Beni Suef has 13 poor villages where the illiteracy rate was approximately 60 per cent in 2009, according to the Human Development Report of 2010. Beni Suef is one of the last five governorates in terms of rate of development. The Educational Idara of Manshyet Nasser in Cairo (classified as a slum), where the dropout rate is 3 per cent, of which 85 per cent were boys, has an average classroom density of 57 children.

Analysing the number of children who have dropped out at the third administrative level (Idara) in terms of gender reveals that the Educational Idara of Malawi in the Al Al-Minya governorate, which comprises 86 prep schools with average density of 45 children per class, has the most dropouts. It had a total of 877 dropouts or 2 per cent of the total children, of whom 15 per cent were girls and 85 per cent were boys although the density is not high if compared with the average density in the Educational Idara of Al Khusus in Qalubia governorate, where classroom density reaches 60 children and may exceed 70 children per classroom in some schools in Giza.

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[19] Economic, social, educational and health patterns of the various governorates are published periodically in the human development report.

[20] Source: Ministry of Economic Development, the National Project for geographic targeting of poverty, June 2009.

Figure 2.17 Distribution of children who drop out, numbers and rates, in preparatory level by governorate

Per cent

| | Dropout number | Dropout rates |
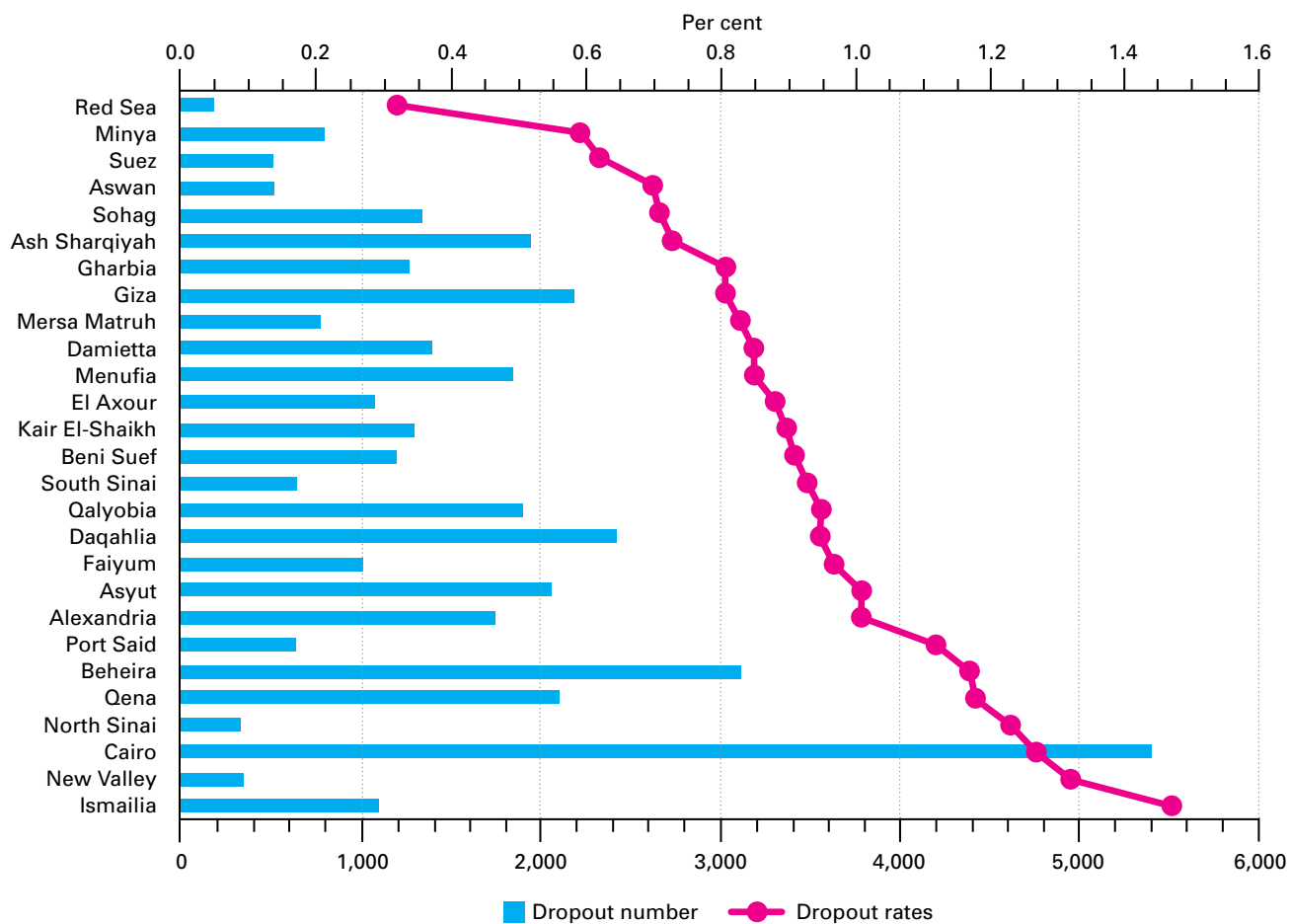
Figure 2.18 Map of distribution of dropout numbers and rates for preparatory education (lower secondary) by governorate (2011-2012)

Dropout rate in lower secondary

- 0.0118 to 0.0147 (5)
- 0.0097 to 0.0118 (5)
- 0.009 to 0.0097 (5)
- 0.0081 to 0.009 (6)
- 0.0032 to 0.0081 (6)

Number of pupils dropout lower secondary

5,000
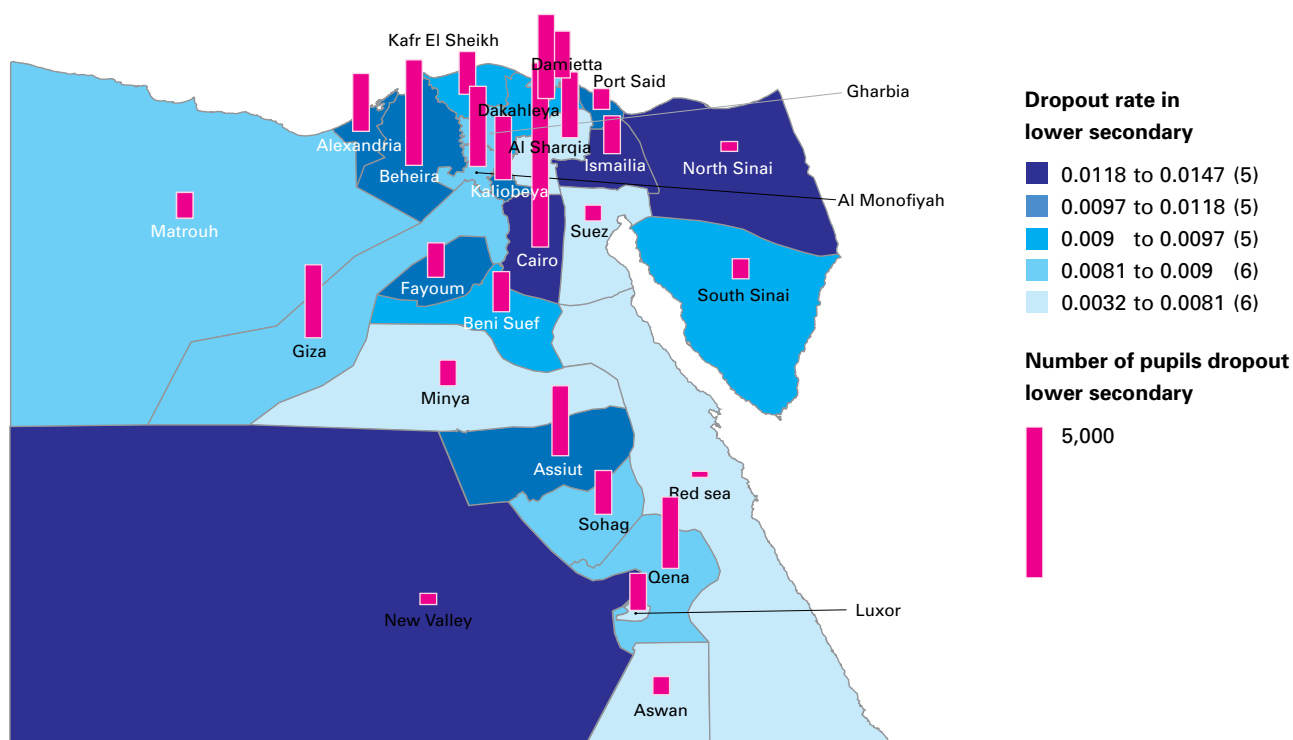
This case involves more than one indicator:

a) This educational Idara falls within the scope of the Al Minya, which is located at the provincial level with respect to its number of dropped out children *(Figure 2.17)*.

b) That the percentage of dropped out girls is higher than that of boys, contrary to the general trend in educational directorates level.

Such data shows that:

- It is important to reach the level of Idaras and schools when conducting research on dropout patterns.

- It is important to depend on an integral package of indicators when preparing these patterns (profiles), as depending only on one may not reveal many of the problem profiles e.g. North Sinai Directorate ranks first in number of dropped out children against the total number of children (4 per cent) in the preparatory stage, with average classroom densities being about 17 children. While the dropout rate in Ezbet Taima Preparatory School for primary education in the Menofia governorate is 19 per cent, with average class density of 31 children.

2.5 Summary of Dimensions 1, 2 and 3

An outline of the statistical highlights of Dimensions 1, 2 and 3 by administrative data for the academic year 2012-2013:

Table 2.6 Statistical highlights of Dimensions 1, 2 and 3 (2013)

	Girls	Boys	Total
Pre-primary			
Out-of-school children rate – pre-primary	68.5%	69.9%	69.2%
Out-of-school children number – pre-primary	623,500	673,854	1,297,354
Primary			
Out-of-school children rate – primary school	3.1%	2.8%	2.9%
Out-of-school children number – primary school	165,757	153,370	319,126
Preparatory (lower secondary)			
Out-of-school children rate – preparatory school	6.8%	6.4%	6.6%
Out-of-school children number – preparatory school	166,611	164,462	331,074

The out-of-school children for Dimension 1 amount to about 69 per cent (at 68.5 per cent for girls and 69.9 per cent for boys). However, around 8 per cent of those children are enrolled as under aged pupils in primary education *(see Figures 2.19, 2.20 and 2.21)*. Regarding Dimension 2 (primary education age) is where the highest percentage of out-of-school children is at age seven (4.3 per cent); this applies to both boys and girls (4 and 4.6 per cent respectively). The data shows that primary education includes overage boys and girls (12-15 years old), which inflates the GER, especially when you consider the number of underage students. The total percentages of out-of-school children in Dimension 3 increases with age for both boys and girls, but 14 year old boys had the highest numbers of children who were out of school (7.6 per cent). The data also show that some of the preparatory education aged girls and boys are enrolled in secondary education.

Figure 2.19 Dimensions 1, 2 and 3: Girls
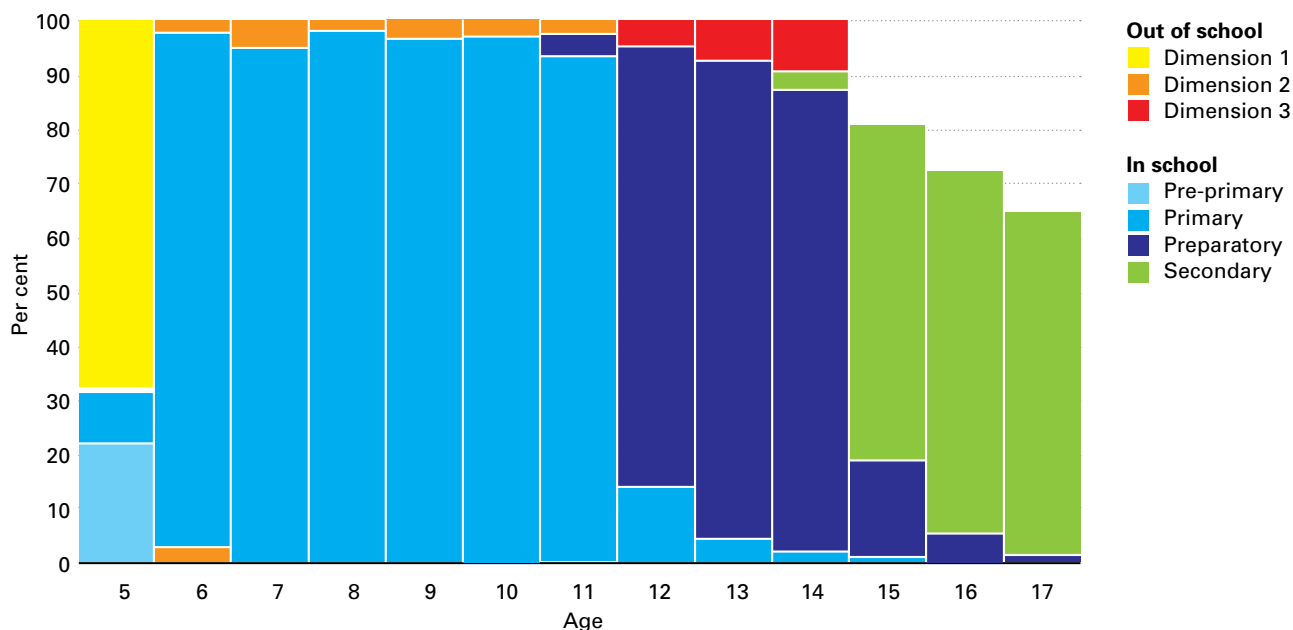
Figure 2.20 Dimensions 1, 2 and 3: Boys
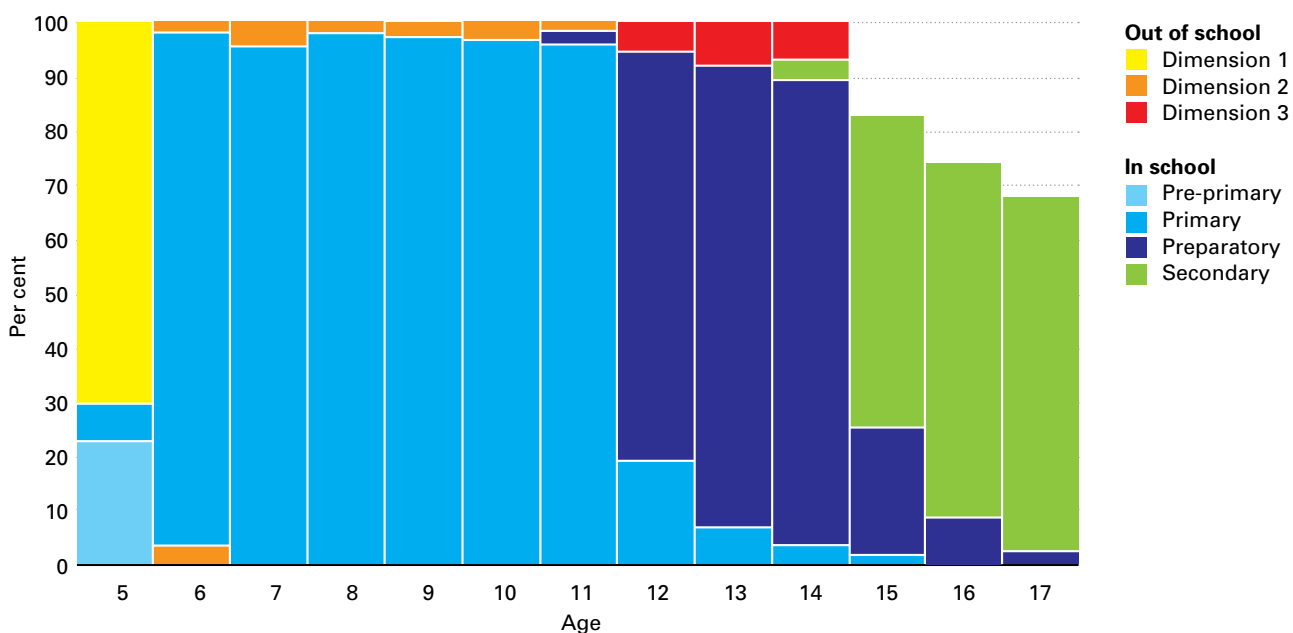
It is also clear that a noticeable number of students at the age of 12 years old are still in the primary stage, as well as a lesser percentage in the 13-14 year old age group who are still in primary school *(see Figures 2.19 and 2.20)*. About 17 per cent of children who are in the preparatory age group are still in primary education *(see Figure 2.21)*. This is normally a result of failing exams, attending school late, or returning after dropping out for one year. This indicates that primary education is weak and reduces the opportunities available for children who are at the official age for attending primary school delaying their enrolment, as shown by the high enrolment percentage at age 7. This is also reflected in the difference between the total enrolment rate and the NER of this stage. It may also lead to increasing the density of classrooms at the primary stage (Dimension 2). There are some boys and girls at the age of preparatory education who actually attended secondary education, which means that they attended primary school early. These cases are relatively limited, as their number is estimated to be about 58,000 children *(see Table 2.5)*.

Figure 2.21 Dimensions 1, 2 and 3: Total
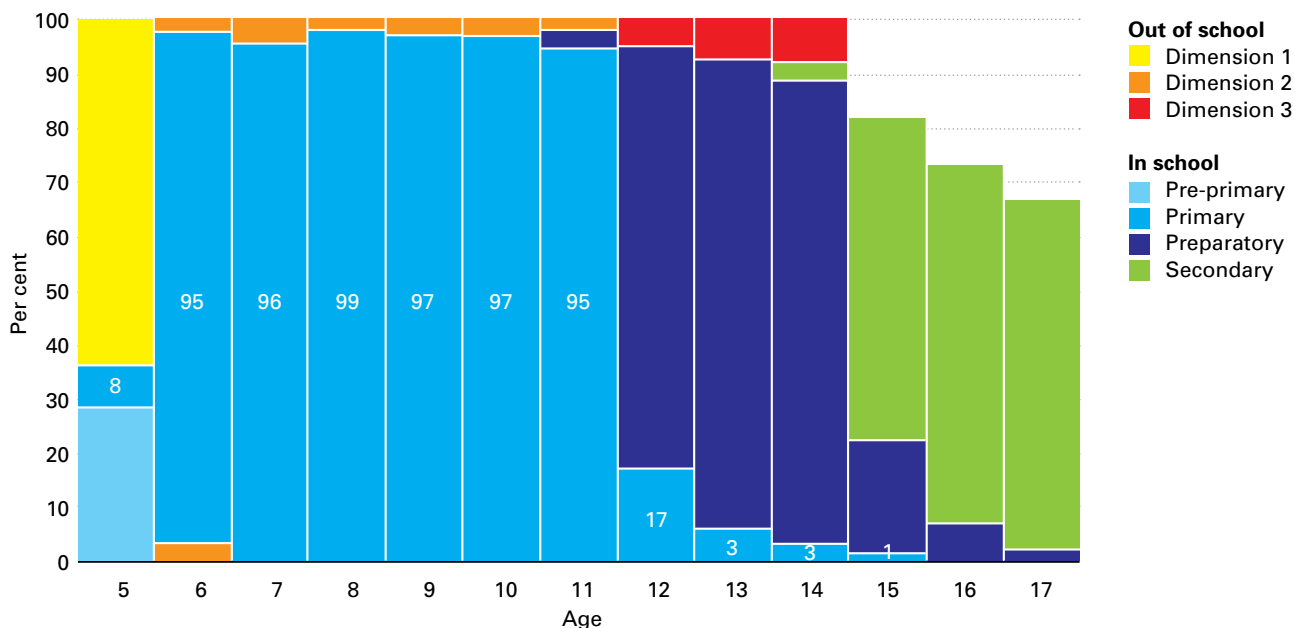
2.6 Dimension 4: Children at risk of dropping out at the primary school level

The findings of Dimension 4 reflect the trends in the numbers and percentages of children likely to drop out of primary school before reaching the final grade over the last decade *(see Figures 2.22 and 2.23)*. The dropout rates amounted to 2.1 per cent for males and less than 1 per cent for females in 2012. The data reflect that gender is not a dominant factor, in one year the numbers and percentages of girls were higher (2011) while in the next year boys were higher (2012).

Figure 2.22 Primary education level: Number of children likely to drop out before the final grade, by year (2001-2012)
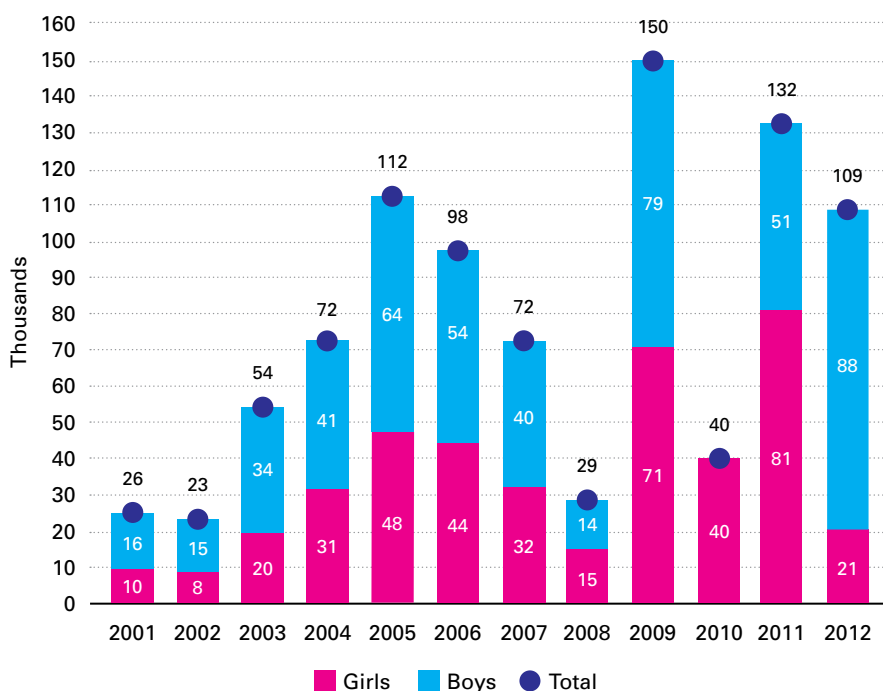
Figure 2.23 Primary education level: Percentage of children likely to drop out before the final grade, by year (2001-2012)
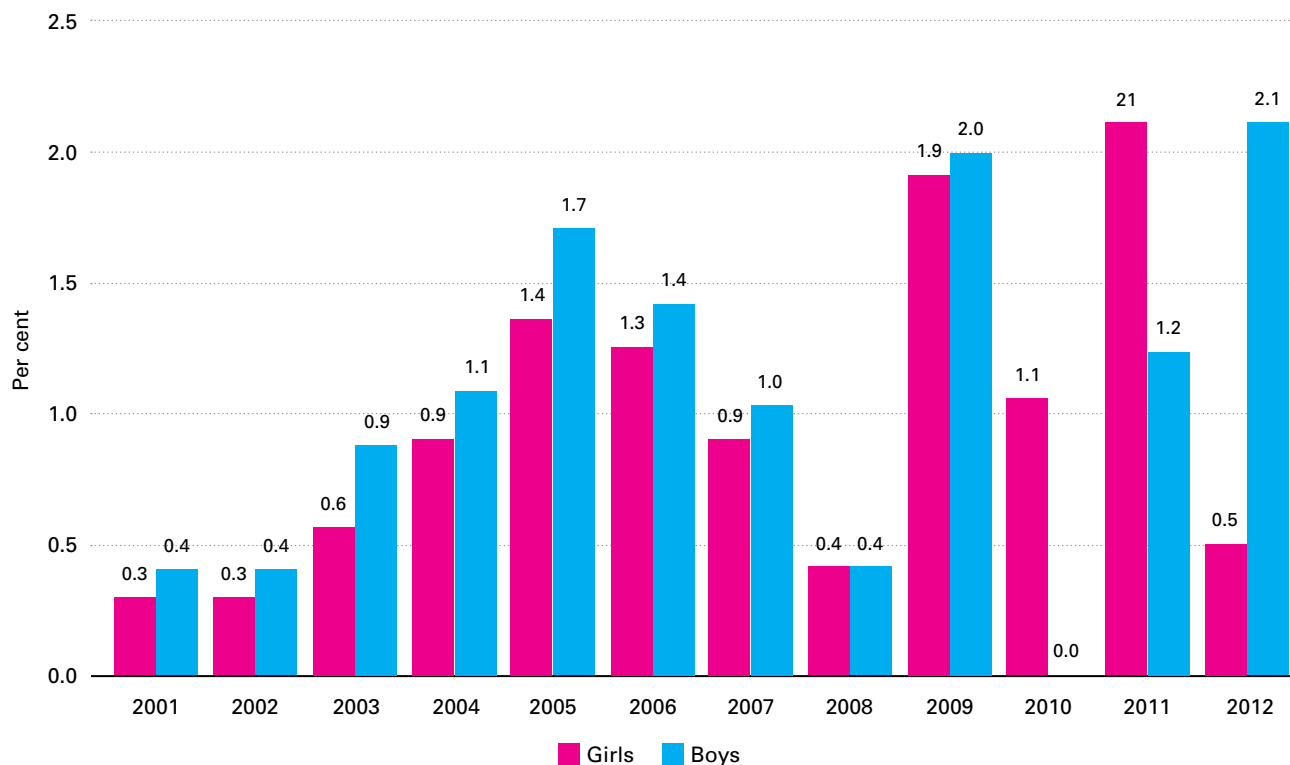
2.7 Dimension 5: Children at risk of dropping out at the preparatory school level

The findings of Dimension 5 indicate that there is a decline in the expected number of children dropping out at the preparatory stage before reaching the final grade, however, the rate is still high with 3 per cent for males and 4 per cent for females *(see Figures 2.24 and 2.25)*. These percentages indicate that there is a reverse situation to that of primary education concerning gender, with male rates being lower than females at preparatory stage.

Figure 2.24 Preparatory education level: Number of children likely to drop out before the final grade, by year (2001-2012)

Year	Girls	Boys	Total
2001	44	80	124
2002	56	86	142
2003	49	81	130
2004	56	70	126
2005	53	74	127
2006	149	163	312
2007	61	85	146
2008	78	108	186
2009	94	127	221
2010	89	116	205
2011	82	102	184
2012	63	83	146
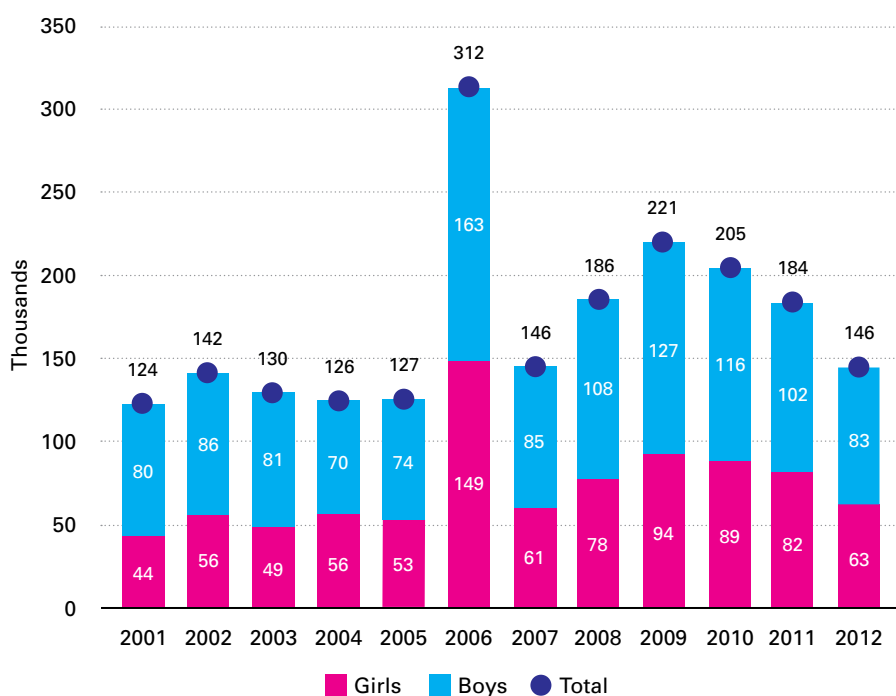
Figure 2.25 Preparatory education level: Percentage of children likely to drop out before the final grade, by year (2001-2012)

Year	Girls	Boys
2001	2.1	3.4
2002	2.7	3.7
2003	2.4	3.6
2004	2.8	3.2
2005	3.9	4.9
2006	11	11.2
2007	4.4	5.7
2008	4.2	5.6
2009	4.6	6.3
2010	4.5	5.7
2011	4.0	4.8
2012	3.1	4.0
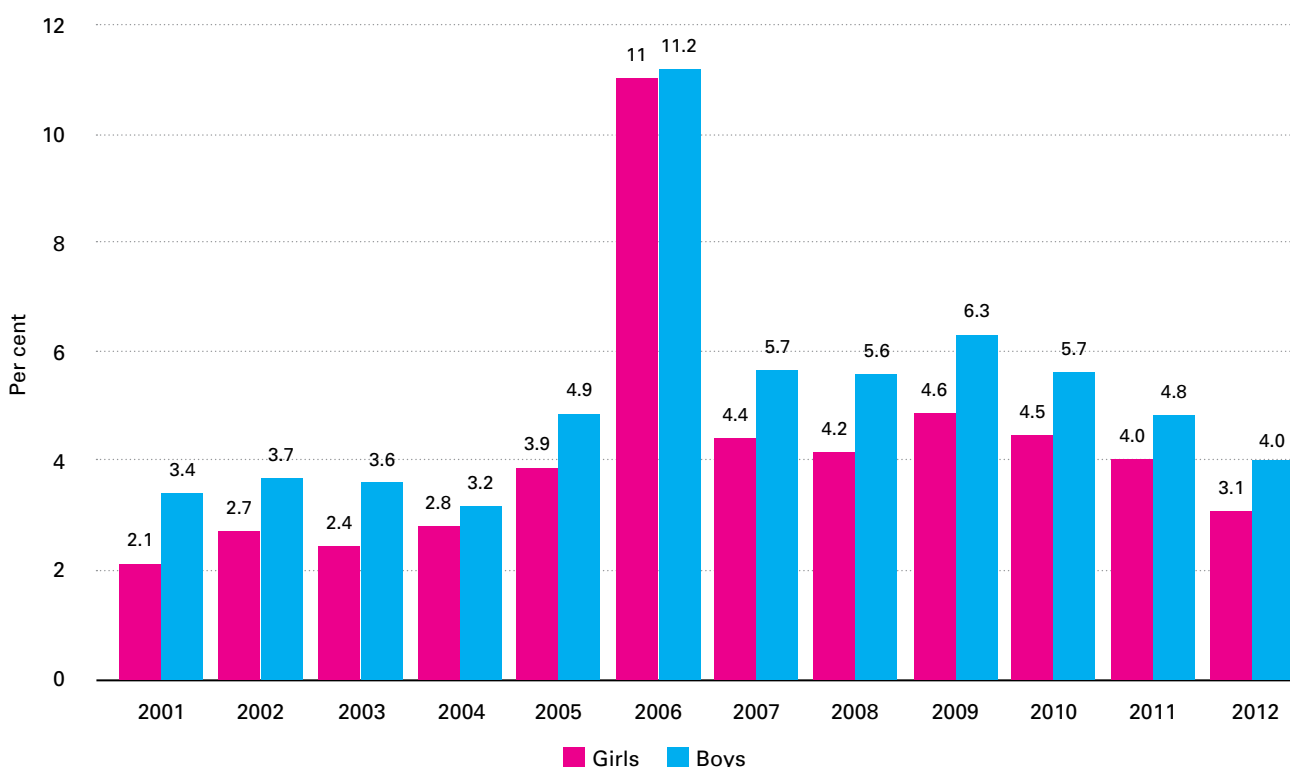
On the other hand, the dropout rates expected before the end of preparatory education was always higher than the rates for primary education, this may be attributed to the automatic promotion from primary to preparatory level *(see Figure 2.26)*.

Figure 2.26 Likely dropout rate before the final grade for primary and preparatory education, by year (2001-2012)
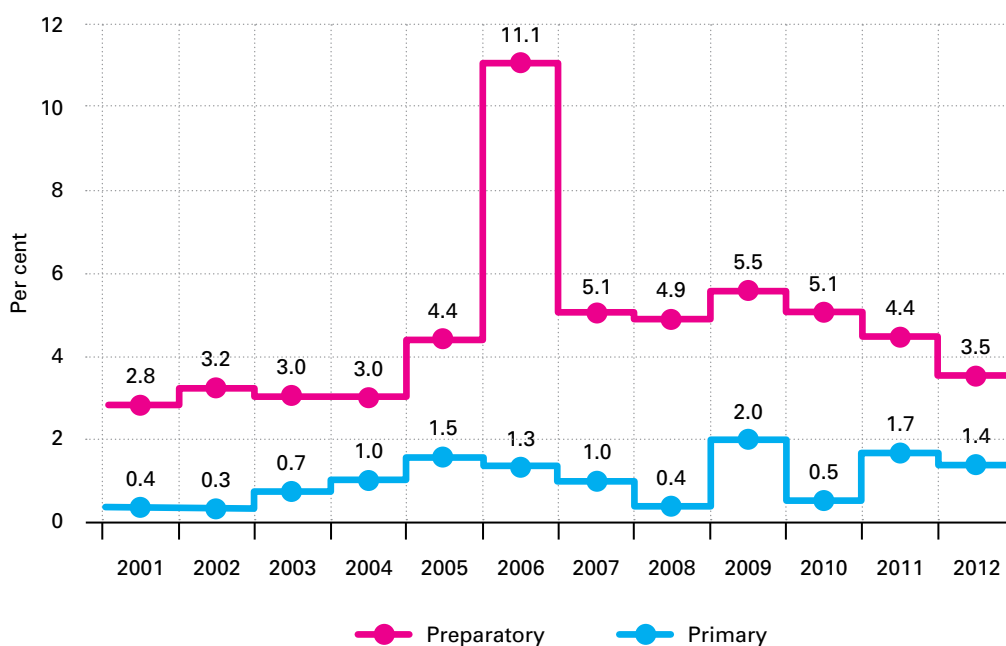
A comparison between Dimensions 4 and 5 shows that the percentages of the children expected to leave school before reaching Grade 9 is greater than those who are expected to leave the school before reaching Grade 6 *(see Figure 2.26)*. Several reasons could be the cause of the phenomena, including curriculum difficulty, cost, child labour and private tutoring.

2.8 Summary of the Five Dimensions

An overview of statistical highlights of the Five Dimensions of Exclusion, based on administrative data for the academic year 2012-2013, depict the patterns of the Five Dimensions of the study for girls, boys and all children *(see Figures 2.27, 2.28 and 2.29)*. It supplements the picture of Dimensions 1, 2, and 3 presented earlier with Dimensions 4 and 5. The girls at risk of leaving primary education for each year from the ages of 6 to 11 do not exceed 2.5 per cent, with the highest percentage at age 7 *(see Figure 2.27)*. The pattern for boys is not different from that for the girls, however they had a higher percentage of risk at 4 per cent, for the age of 7 *(see Figure 2.28)*. The same pattern was also found for the total number of boys and girls *(see Figure 2.29)*.

The number of girls at risk of leaving preparatory education before finishing Grade 9 (Dimension 5) was found to be higher at age 12 (6.6 per cent) than at age 13 (3.2 per cent) *(see Figure 2.27)*. The percentages of boys of the same age were also higher, 7.4 per cent and 4.1 per cent. The pattern is the same for the total number of boys and girls, which indicates that boys of age 12 are more likely to be at risk of prematurely leaving preparatory education compared to girls at that age *(see Figure 2.29)*.

The major current problem in the country is Dimension 1, where about 70 per cent of girls aged 5 who should be in kindergarten are out of school *(see Figure 2.30)*. However, the problem is not as large for boys *(see Figure 2.31)*. The second noticeable problem relates to age 13, where about 10 per cent of girls and boys are who supposed to be in preparatory education are out of school (Dimension 3). The third problem is related to Dimension 5 where about 7 per cent of girls and boys of preparatory stage are at risk of dropping out. Some of the primary stage pupils were younger than the official age when enrolling (6 years) and there is another portion that exceeds the official upper limit of the stage (11 years).

Figure 2.27 The Five Dimensions of Exclusion: Girls
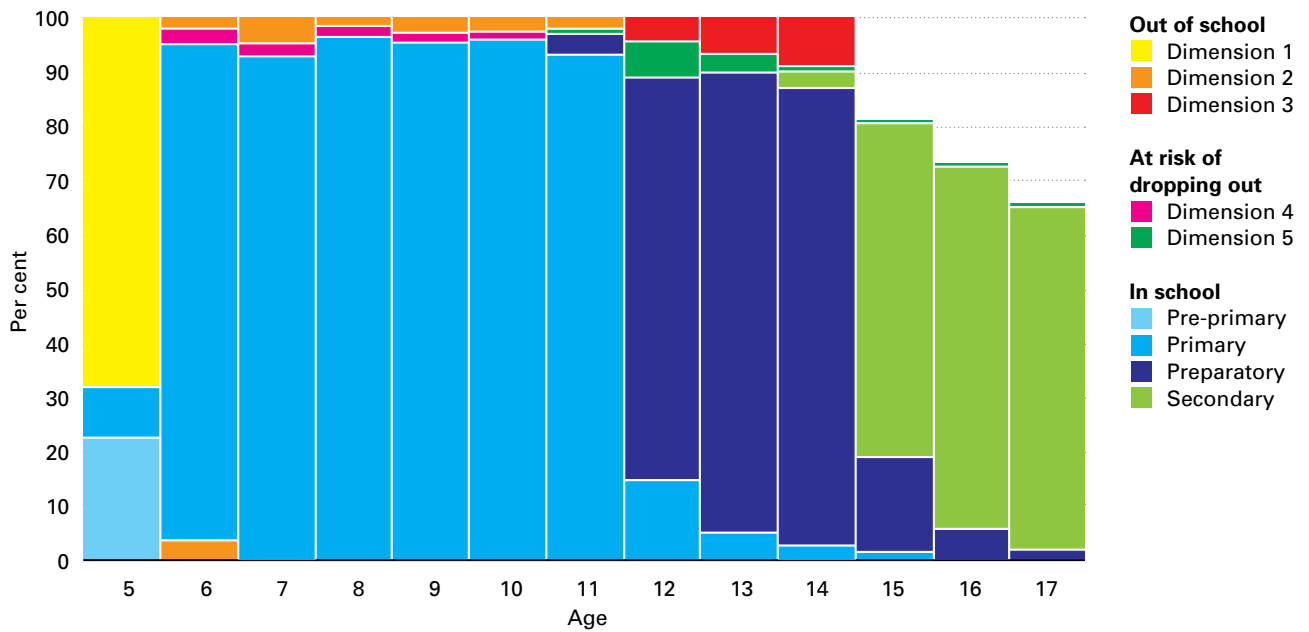
Figure 2.28 The Five Dimensions of Exclusion: Boys
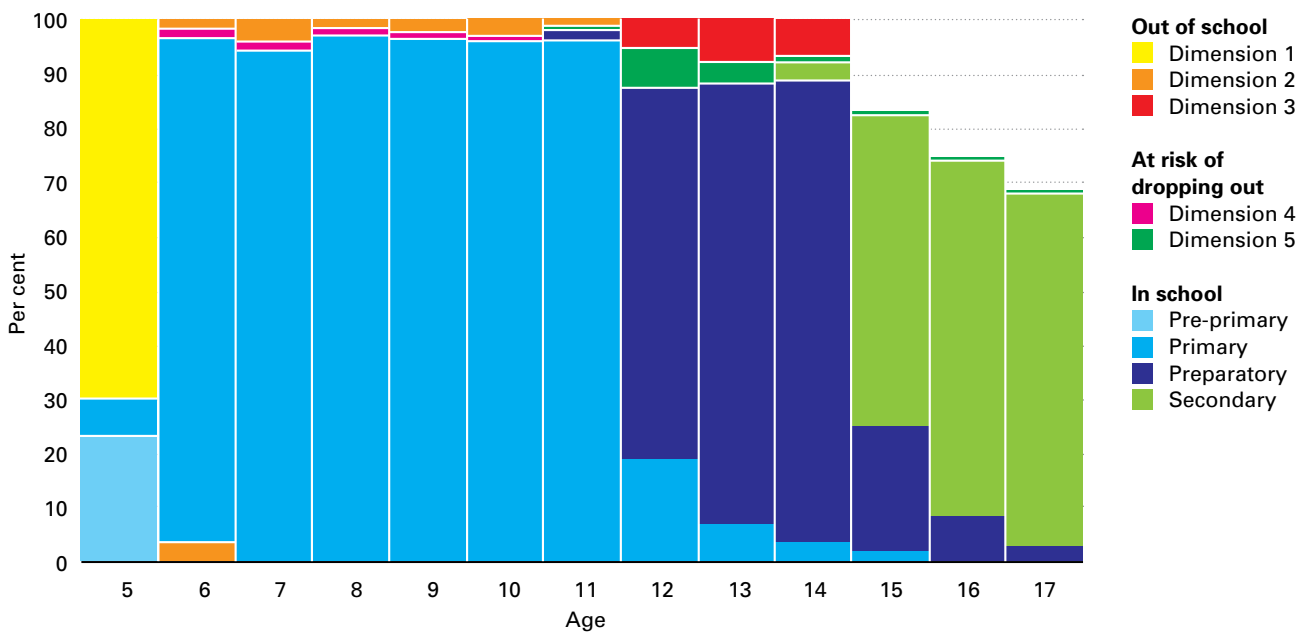
Figure 2.29 The Five Dimensions of Exclusion: Total of girls and boys
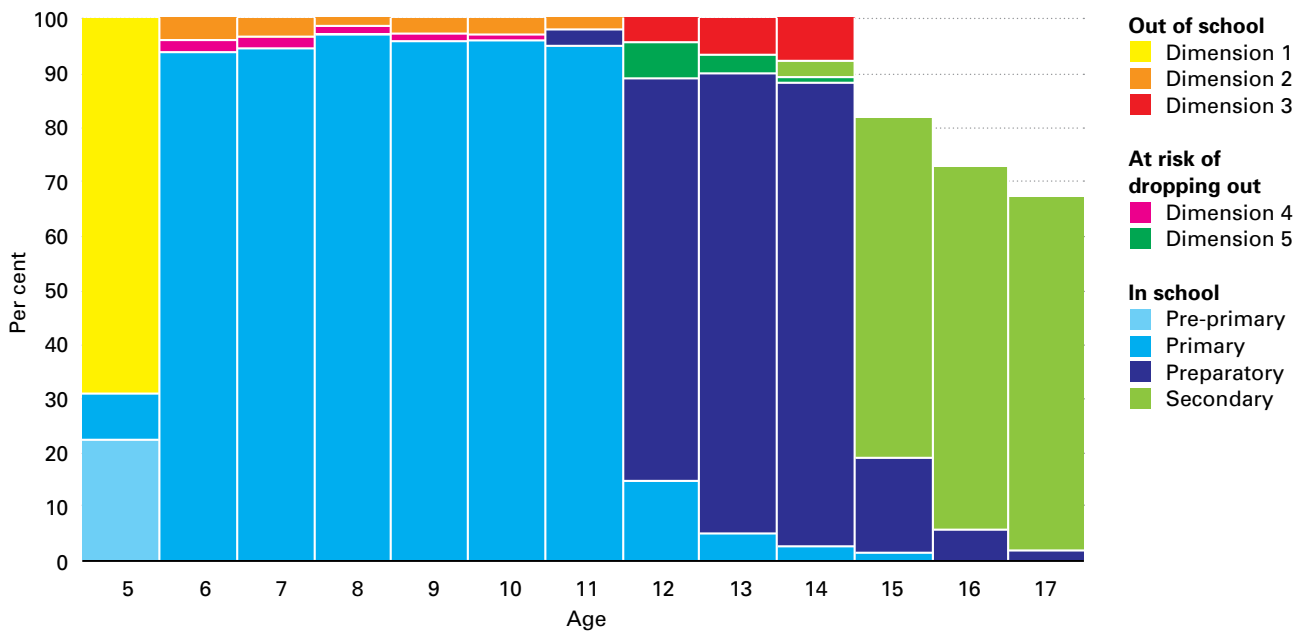
Figure 2.30 The Five Dimensions of Exclusion by education level: Girls
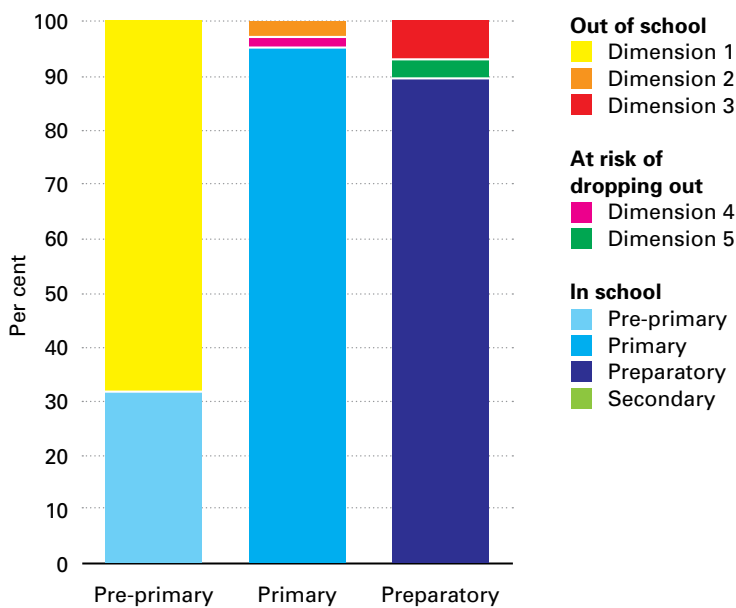
Figure 2.31 The Five Dimensions of Exclusion by education level: Boys
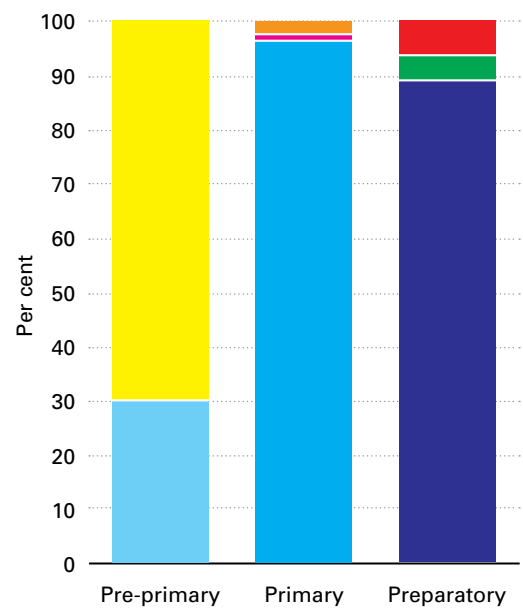
The findings from the Five Dimensions of the OOSCI study have been summarized and aggregated by gender and level of education *(see Figures 2.30, 2.31 and 2.32)*.

Figure 2.32 The Five Dimensions by education level: Total of girls and boys
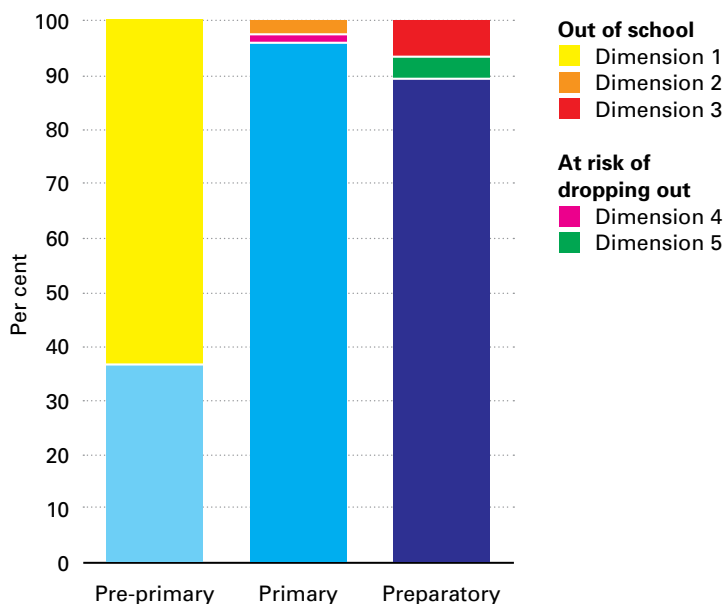
The number of out-of-school children and their percentages to the total enrolment rate aggregated by gender and age (6-17 years old) show an increase *(see Figures 2.33 and 2.34)* that could be attributed to the increase of financial burden on poor families and to the increased risk of child labour, to be discussed further on.

Figure 2.33 Distribution of number of enrolled and out-of-school children, 5-17 years old (2013)
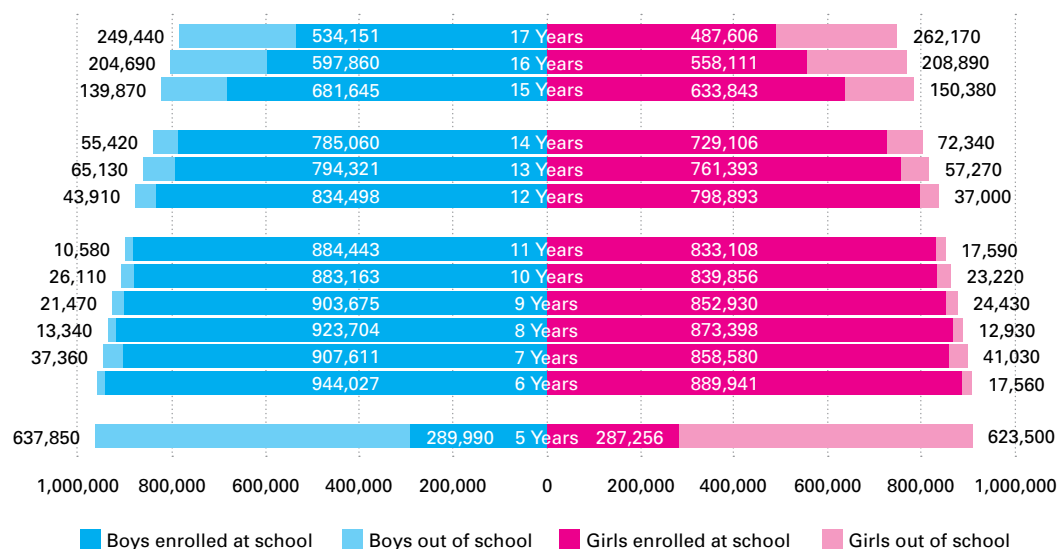
Figure 2.34 Distribution of percentage of enrolled and out-of-school children, 5-17 years old (2013)

| | Boys enrolled at school | Boys out of school | Girls enrolled at school | Girls out of school |
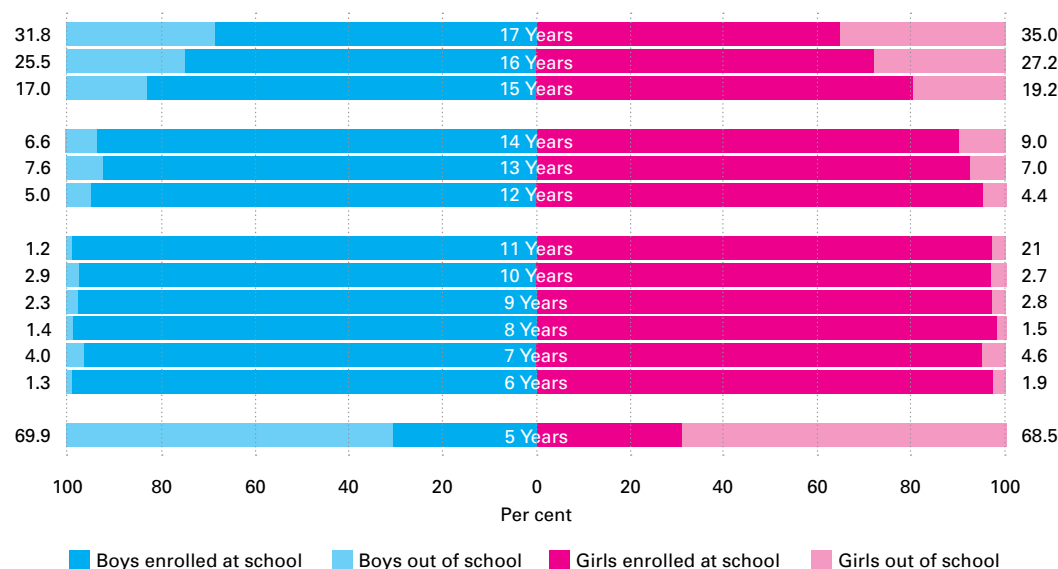
We can derive the following conclusions from these findings:

- School exclusion, across all Dimensions, is a phenomenon of limited-existence in Egypt.

- Dimension 1 is the most prevailing and is linked to pre-primary education, which is gaining priority in current educational policies.

- Dimensions 2 to 5 are limited in terms of percentages. However, they represent in numbers about 1 million children who are victims of exclusion from the ages of 6 to 14 years old (primary to preparatory).

- Based on the analysis of DHS 2008 and the available administrative data (Annex 1), the following profiles could be used for each Dimension based on the highest percentage as the criteria, keeping in mind the percentage differences are small in value:

  - Dimension 1: Out-of-school children at the age of pre-primary education are likely to be boys.

  - Dimension 2: Out-of-school children at the age of primary education are likely to be poor girls living in urban areas.

  - Dimension 3: Out-of-school children at the age of preparatory education are likely to be boys at age 13 living in urban areas.

  - Dimension 4: Children at risk of leaving primary education are likely to be girls of age 7 in Grade 2.

  - Dimension 5: Children at risk of leaving preparatory education are likely to be boys in Grade 8 and girls in Grade 9.

3 Bottlenecks and policies/strategies

The previous section described the general profiles of out-of-school children in terms of age, socio-economic status and gender within the context of the Five Dimensions of Exclusion. In the following section a close examination of sample cases of composite profiles from the different barriers and bottlenecks are followed by policies connected to each one. Some of these profiles belong to one Dimension and while others span more than one. The end of the chapter presents an overview of the policies and strategies for supporting out-of-school children with connection to child labour and social protection.

3.1 Profiles of children in Dimension 1

Educational policies had not given kindergarten education priority during the 1990s, as focus was mainly given to providing primary education, especially after the country was exposed to an earthquake at the beginning of 1990s resulting in a significant loss in school numbers. The interest in kindergarten/pre-primary education has begun to grow again; 10 years ago a special programme for the development of pre-school education was launched with the World Bank. The Early Childhood Development Program is among the programmes given special priority in the fifth strategic plan launched by the government in 2007/2008, and an effective role was given to the private sector and Al-Azhar for achieving the programme objectives.

Current enrolment rates are at approximately 30 per cent, and the new education strategy aims to increase it to 60 per cent over the next five years. The main barrier to children's attendance of this level of education are that there is not enough supply of schools, particularly in rural regions. The need for transportation of children to kindergarten is a main concern, as it is dangerous for children of this age to travel alone. The low awareness of the importance of this stage, a lack of satisfaction concerning the educational benefit of kindergarten stemming from a lack of understanding of the objectives of this stage, fees and uniform also pose barriers to enrolment. One of the main reasons for dropping out of kindergarten is the movement of elder children to another school to attend the preparatory stage, therefore they can no longer accompanying their younger siblings to kindergarten.

3.2 Profiles of children in Dimensions 2 and 3

In 2013, MoE declared that the dropout rate exceeded 6 per cent at the preparatory stage (Dimension 2). A study conducted by Abdullah Bayomy et al. on the 10 governorates with the highest dropout rates indicated that the percentage of dropouts for males was 7.3 per cent and 5.5 per cent for females. Dropout rates are increasing in the Damietta, Assiut, Luxor, Matruh and Beni Suef governorates. The MoE set up a project for counteracting this problem and it was referred to the Council of Ministries. The box below outlines the highlights of the project.

Box 3.1 Highlights of the Anti-Dropout National Programme prepared by MoE

The MoE drafted the Anti-Dropout National Programme, prepared by a special committee headed by the Minister of Education with the membership of Educational Projects Support Fund Director, the Chairman of Public Education Sector and the Assistant Minister for Administrative Development. The draft includes the profiles of the project and has been referred to the Council of Ministries to be approved officially.

It is important to provide a complete database for newborns through the Ministry of Interior, adding addresses and contact information for the Ministry of Social Affairs to get birth certificates for children of families that are financially unable to obtain these by themselves.

It is important that all state sectors cooperate in the fight against dropouts.

It is important to follow up on the educational factors from observing pupils within the school setting, observing irregular attendance percentages or poor academic performance that may lead to partial dropout. If a problem arises, it is important to deal with the pupil and/or his parent to avoid having the student drop out.

The project involves two parts. The first is protective to avoid non-enrolment through using the newborn database to be provided by the Ministry of Interior. The database has the names of children under obligatory age, which was defined on 1 October 2013, to be sent to education departments and executive bodies in the governorates. The families are addressed for the enrolment documents of their sons to be sent to the nearest school. Parents will be fined later by executive bodies if they do not apply for enrolment in school at the obligatory age.

The other part is a project for tackling school dropout. The main cause of dropout is that children lack efficiency in reading, writing and arithmetic after reaching the third grade of preparatory school. As a result they cannot pass on to the next educational stages, and thus drop out. The Ministry addressed this matter by preparing a diagnostic test for all children in the third grade to be sure that they are proficient in reading, writing and arithmetic. Students who are not proficient must be provided with an additional support, enabling them to gain the skills needed to continue to the following educational stages. At Alexandria University, Taha Abdul Raheem et al. set up a Strategy for Entertainment Activity to help the pre-university dropout phenomenon (Alexandria Governorate).

Although indicative of the quantitative size of the out-of-school children community and their distribution according to age, gender, level of education, environments and geographic regions, the data do not take into account the common profiles of children who drop out and those who never attended school concerning the reasons and the barriers that caused the situation. This profiling allows completing the necessary vision for setting the effective policies necessary for solving the problem of the remaining 5 per cent of out-of-school children and being sure that the percentage declines. Figuring out these patterns is not possible without covering the characteristics of the demand aspect along with data of the supply aspect, as represented in the previous statistics.

To identify the characteristics of the demand side of education, there is dependence on household surveys, in addition to relevant field studies conducted by specialized centres and authorities. Within the available time and data, the following patterns (profiles) were found. In the future, this could be the subject of a deeper case study. The proportional distribution of 13 reasons for dropping out mentioned by boys and girls surveyed (2010)[21] shows that for both boys and girls "not interested in continuing

[21] UNICEF young people survey. Egypt, 2010.

schooling" is the strongest reason for dropping out (44.4 per cent), the cost of schooling ranked as the second main reason (32.9 per cent), "poor performance" comes third with 14.7 per cent *(see Figure 3.1)*. The percentages of agreeing with the other 10 reasons did not exceed 10 per cent. The data reveals variations between boys and girls on agreeing on the different reasons, the percentage of boys who picked "poor achievement" and "not interested" as reasons for dropping out was higher than the percentage of girls who selected the same reasons. The situation reversed when it comes to tuition fees and uniforms, where the percentages of girls were higher. It is worth mentioning that the 13 reasons may have mutual effects where one may drive/inflate the other reason, this will be discussed in detail in following sections.

3.2.1 Dimension 2 profile: 1. Low-achievement poor children at the end of primary education in urban areas where private tutoring is prevalent

Low achievement in Grade 6 combined with poverty and the inability to pay for prevalent private tutoring forms a profile for children who have left school in urban communities.

3.2.1.1 Barriers and bottlenecks

- Poor academic performance: A study conducted by the National Center for Social and Criminological Research[22] considered that poor academic performance is the main cause for dropping out in addition to the lack of economic resources, which is considered a main factor causing exclusion from education. One third of females who are 10 years old in urban areas in Upper Egypt and 13 per cent of males and females under that age belong to poorer socio-economic groups. Private tutoring sessions and afterschool courses supervised by MoE form a burden, increasing education expenditure making them the main causes for dropping out.

- Parents' education attainment: Among the reasons inflating this barrier is a) the low educational level of parents, thus they cannot help their children with homework, and b) the number of children from families who are attending school. The data shows that mother's illiteracy increases the opportunities of pre- and post-school dropout, failure, while having literate mothers increases a child's likelihood of staying in school *(see Figure 3.2)*.

- A poor economic level: This is a main cause of the previous factors and reasons in this profile. The study conducted by the National Center for Social and Criminological Research indicated that the percentage of children from low social and economic classes who are not enrolled in school amounts to 43 per cent, compared to only 17 per cent of out-of-school children from higher socio-economic groups. The findings of Young Youth Survey of 2010 showed that 26 per cent of males and 29 per cent of females who dropped out said that tuition and uniform fees are the main cause for their dropping out. Forty per cent of those who chose this reason belong to poor socio-economic groups, 62 per cent of them living in urban areas in Northern Egypt. The survey indicates that 9.5 per cent of females who had dropped out in 10 to 14 year olds dropped out because they could not pay for private tutoring sessions. A survey study of the Al-Hagana region conducted by the Al Shehab Institution for Comprehensive Development[23] indicated that 22.6 per cent of the study sample said that they dropped out as a result of the inability of their family to pay for private tutoring sessions.

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[22] National Center for Social and Criminological Research, 1991.

[23] Al Shehab Institution for Comprehensive Development; a non-profit organization that commenced its actual activity in January 2001. It was founded as a civil non-profit company named "Al Shehab Center for Comprehensive Development" pursuant to Law No. 84 of 2002, and the Center was registered in the name of Al Shehab Institution for Comprehensive Development under No. 5186. The institution strives to develop slum areas and defend the issues of their residents from a human rights perspective.

Private tutoring courses gained popularity at a fast pace from the early 1990s, starting in general secondary school with mathematics, science and languages and then to all subjects. Now private tutoring sessions include the first grade of primary school. The report of the Central Agency for Public Mobilization & Statistics indicated that 42.1 per cent of the average Egyptian family annual expenditure on education goes to private tutoring sessions and afterschool courses, with 47.3 per cent in urban areas and 39.9 per cent in rural areas.[24] As a result the 'free education' is no longer free.

The dynamics of the this profile could be expressed as a low achieving child from a poor family, lacking the parental support because their parents did not attain the level of education required to tutor her/him, they also lack the financial resources required for private tutoring, the child falls in a vicious circle of declining performance to the point where she/he drops out of schooling.

If raising the economic level is a long-term object, tackling the bottleneck forming this impediment may be overcome in the short term considering that fees and uniforms are some of the issues. Others may be overcome in the medium term such as private tutoring sessions. The barriers that may be overcome in the long-term e.g. improving the academic qualification level of parents may form an effective strategy.

Figure 3.1 Distribution of children who dropout based on main reasons for dropping out
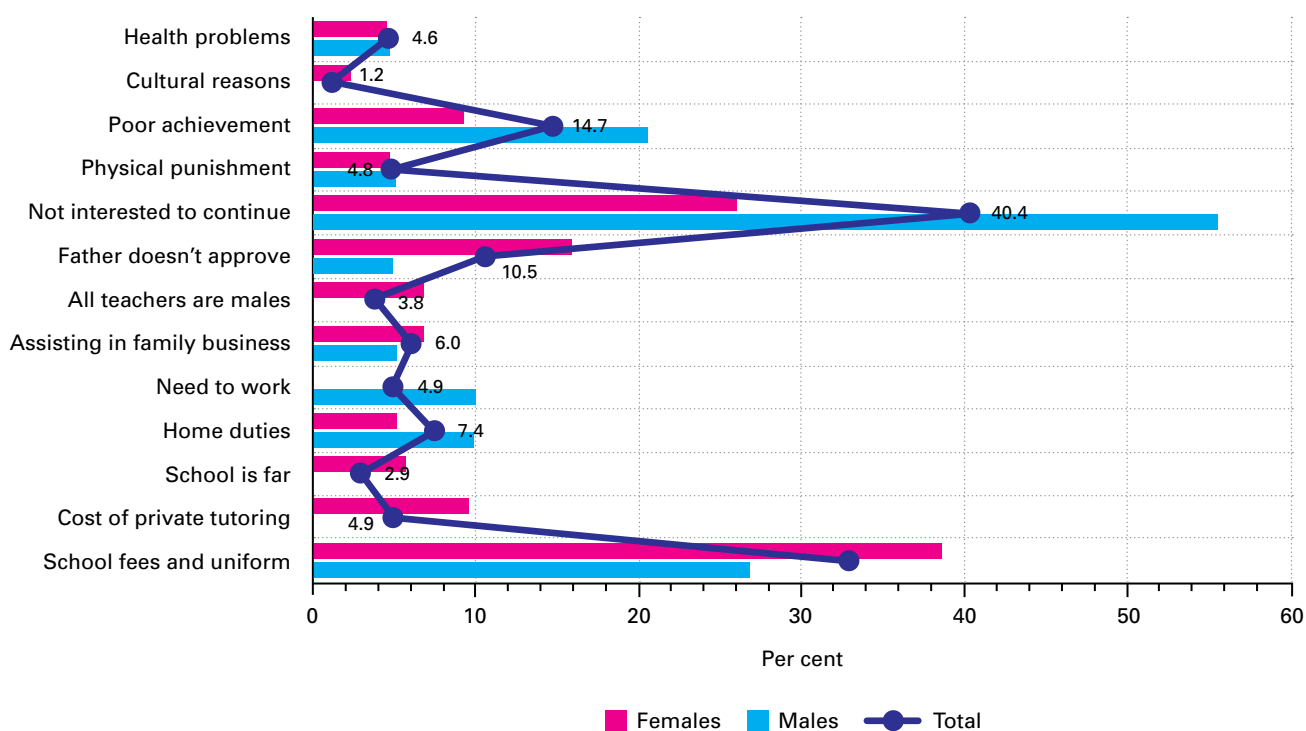
Source: UNICEF, Young Youth Survey 2010.

[24] Report on Egyptian families' expenditure on education as per the findings of income, expenditure and consumption survey (2008-2009, 2010-2011), Al-Ahram Portal, Sunday, August 26, 2012.

Figure 3.2 Relationship between mother's educational level and child's educational status (2008)
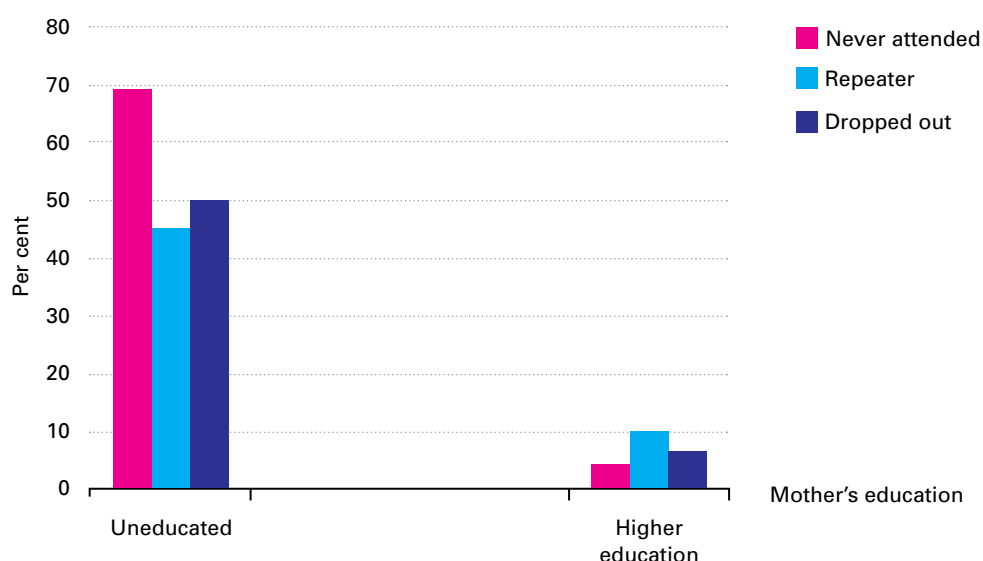
3.2.1.2 Policies and strategies

The current government has repealed tuition fees for both public and Al-Azhar education. This decision coincided with another policy, namely, providing school feeding to all children in primary education, starting from the second semester (2013/2014). These are positive steps that need to be translated into long-term policy, rather than being related to the current year in which the community has experienced economic hardship. It is inevitable that studying the impact and efficacy of this step for fighting school dropout in the areas with diverse economic and social levels, and the government's ability to provide these necessary financial resources will ensure its sustainability.

As is well known, the succeeding government failed to lay down effective policies to minimize the expansion of the private tutoring problem and increase in the number of stakeholders, given that the solution to this problem interferes with the personal interest of the key player; i.e. private tutors and the parents' dissatisfied with the level of education services provided to their children. This matter brings about a vicious circle. One practiced policy is to encourage schools to offer afterschool tutoring at reasonable rates for children who need it. These fees would be divided between teachers and schools, with children who are unable to pay entitled to study for free. The study conducted by Luka and Khalil (2008),[25] based on focus groups with the people of E'zbet El Haggana (Al-Hagana Manor), came to the conclusion that there had been some administrative and economic reservations about afterschool tutoring courses that need remedies to ensure their sufficiency and effectiveness. On the other hand, there is some evidence that such policy proved fruitful in the rural areas where private tutoring courses are not widespread, but the cities did not experience the same results, given that the revenue generated by the teacher from these afterschool tutoring courses is far lower than the revenue generated from private tutoring. The former report by CAPMAS revealed that the average private tutoring expenditure in urban areas was three times higher than rural areas.

[25] Alber Luka Mansour, Mofid haleem Khalil, social research on social, education and economic reasons for dropping out E'zbet Haggana's students (slum) of education, Al Shehab Institution For Comprehensive Development (Asmae), Cairo 2008.

The literature points out that improving education service quality through minimizing classroom density, amending curricula and pupil evaluation techniques, learning resources, effective quality assurance measures, and implementing attractive results-based incentive packages for teachers form the strategy to deal with the private tutoring courses problem. On the other hand, it is important to put effective policies into practice and expand the scope of civil society contributions in supporting slow and low-achievement children. The major challenge is making the education sector regain the Egyptian families' trust, so that the amounts paid by the families for private tutoring courses can be directed to developing education. This matter needs innovative long-term participatory solutions.

3.2.2 Dimension 2 profile: 2. Primary education children susceptible to violence at school

This profile relates to quality of educational services as well as the supportive school environment through which the child feels physical and psychological safety and security, whether in the framework of their dealing with teachers, non-teachers and classmates both within and outside the classroom.

3.2.2.1 Causes and barriers

The discussion of the formed focus group asserted that violence at school is a major cause for children's dropping out of education, especially at primary education level, which is an impediment for the return of young children to school, although Law No. 591 of 1998 prohibits the occurrence of violent incidents at school and prevents beating as a physical punishment for children.

In a study conducted by the National Centre for Social and Criminological Research covering a random sample of 3,600 male and female children from different education levels (primary, preparatory, general and vocational secondary) in both rural and urban areas, it was found that 42 per cent of teachers believe in forms of violence as a way of teaching and school achievement. It was also found that 30 per cent of school children were exposed to violence, while 80 per cent of violence takes place between pupils. It further revealed that 91 per cent of violating children are exposed to violent punishment.

In more detail, the study revealed that 54 per cent of children said that teachers usually beat them, which is more prevalent among the male students (61 and 46 per cent, respectively), and among younger children more than older children (61 per cent and 39 per cent). Children are beaten in classrooms in rural areas (57 per cent) more than in urban areas (50 per cent). In addition, girls experience more various forms of abuse and insults, especially when they reach adolescence, most often justified as a way to protect them and control their behaviour. This falls under the pretence that girls are socially weaker in the framework of a prevalent culture characterized by discrimination against them. From the above it can be inferred that violence is a factor which causes dropout, the intensity of which varies depending on the social environment; e.g. rural and urban areas, children's gender or which education level they are at. Thus, the impediment in this case is that some teachers are convinced of physical and verbal punishment as an effective approach for learning and academic achievement, while school management is reluctant to exercise the necessary duties for preventing all forms of violence against children.

3.2.2.2 Policies and strategies

The MoE's education strategic plan focuses on the role assigned to educational institutions in fighting all forms of violence and passivity in a civilized manner. The current policies of Egypt's MoE adopt the following approaches to deal with school violence:

- Activating the follow up role by all officials, in terms of supervising the activities and investigating the special cases that impede regular school attendance through social and psychological specialists in coordination with Health Directorates.

- Focusing on activity exercises through organizing and following up on competitions and exhibitions by the general managers and departments, providing moral and financial incentives for these activities, and taking advantage of these activities in raising children's awareness and discarding all forms of violence, and developing children's abilities on the basic concepts of human behaviour; e.g. tolerance and love.

- The Ministerial decree No. 234 regulating the board of trustees vests in the school principal the capacity of managing director of board of trustees, so, he should call the board for an immediate meeting in case of any form of violence taking place within or outside the school.

- Setting up a special strategy to fight violence in schools and announcing a teacher's conduct charter.

- Cooperation with a number of NGOs and foreign organizations; e.g. Save the Children, to draw up two documents on child protection, so that its items are laid down by all education process parties, including criteria to be set up as per the circumstances of each education department, and be in the hands of each school member. All these efforts aim at protecting school children from negative physical and psychological practices, and maximizing positive discipline and getting peace back in schools.

- The first document will be entitled 'Child Protection Document'. It will cover pupil's rights at school, how to treat them properly by providing good explanations and not forcing them to attend private tutoring courses in any subject. In case a pupil commits some fault, he should be penalized with something other than physical punishment, and the punishment level should be commensurate with the degree of fault.

- The second document will be the 'Code of Conduct'. It will include penalties applicable to whoever violates the rights and duties contained in the first document; whether the violation is by a pupil or teacher. In addition, the Ministry will approve both documents once completed to be disseminated to schools all over Egypt and provide training to teachers and all members of the education process on implementing their items.

- A new provision should be added to teacher contracts, which provides that physical abuse is a violation that causes the contract to be terminated. All teachers nominated for contract signing will have an obligation to attend a training course before beginning teaching, based on recommendations of the MoE's follow up committee, which maximized the role played by psychological and social specialists, and making it incumbent on education departments to strictly fight these violent practices.

The following can be added to the foregoing policies, aiming to maximize effectiveness to eradicate school violence as an obstacle that leads to dropping out and abstention from returning to school.

- Giving children the opportunity to express their feelings and ideas within the classroom and educational establishments, while designing preventive and remedial programmes for school violence, following up on their impact on disciplining the behaviour of children of violent conduct, in addition to providing health, psychological and social care to all children expressing clearly violent behaviour.[26]

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[26] Among the recommendations of 23rd annual conference on Psychology in Egypt and the 15th Annual Conference by the Egyptian Association for Psychological Studies on School Violence.

3.2.3 Dimension 2 profile: 3. Children of primary education age who have not attended school and will not attend even if the opportunity is given to them

A lack of schools is not one of the reasons children do not attend school, as none of the boys or girls selected "lack of school" as a cause for non-attendance. This necessitates a specific analysis to identify the problems and relevant obstacles that compel a child to make such a negative decision. Apparently, this does not relate to the supply side or quality of service provided; rather, it is associated with the demand side, but in such cases, the supply side should be proactive.

3.2.3.1 Barriers and bottlenecks

Social environment and economic level: The exciting aspect of this model is that, according to 2008 survey (Annex 2), it is prevalent in boys and girls, in urban and rural areas and across all socio-economic groups at varying degrees. The percentage of children from the lower quintiles represent 68 per cent of total out-of-school children, while out-of-school children from the upper quintiles make up 55 per cent, children from rural areas represent 72 per cent against 25 per cent for urban areas, girls' percentage was 61 per cent against 25 per cent for boys. The foregoing figures point out that children having no desire to attend school are mainly poor girls living in the rural communities *(see Figure 3.3)*.

- Health-related causes: in Young Youth Survey (2010), 68 per cent of boys elected "health condition" as a cause preventing them from attending school, even if the opportunity was provided to them. This percentage clearly decreased for girls at 18 per cent. In addition, the majority of the study's upper quintiles sample selected "health condition" as a cause preventing them from attending school although school is available. Sixty-eight per cent of children whose fathers hold a secondary education certificate and higher degree selected this cause, as well as 87 per cent of children whose mothers hold a secondary education certificate and/or higher degree.

- Father or parent rejection: The findings of previous study point out that 54 per cent of children who had not attended and had no desire to attend school, even if the opportunity was available, and living in an urban environment, selected parent rejection as a cause for non-attendance which denotes demand side bottleneck.

3.2.3.2 Policies and strategies

When health trouble reaches a particular level preventing the child from attending school although the school is available and no financial causes preclude them from attending, it entails individual solutions that harmonize each of these cases, and coordination with NGOs can be utilized to reach them. Parent's rejection to allowing the child to attend school, although the school is available, can be targeted by local awareness campaigns. Maximizing schools' attractions can have a positive influence on the pupil's decision to attend school. Girl-friendly schools should be taken advantage of to reach poverty-stricken areas through launching awareness campaigns carried out by community service associations targeting girls and their parents, in addition to applying appropriate mechanisms to provide financial subsidies to families depending on their daughters' regular school attendance.

Figure 3.3 Distribution of out-of-school children (10-14 years old) who have no desire to attend school
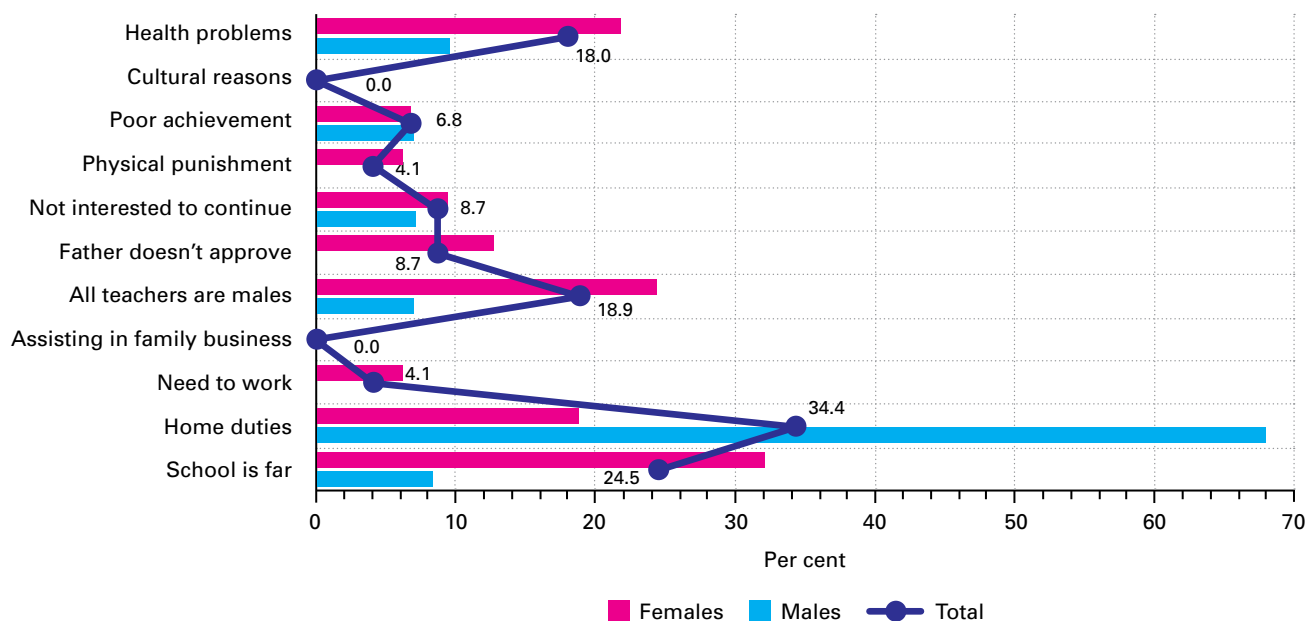
Source: UNICEF, Young Youth Survey (2010).

3.2.4 Dimension 2 profiles: 4. Boys from the slums of southern rural areas having no desire to complete their education

The Survey of Young People (2010) revealed that a lack of desire to complete education was the reason underlying the dropping out of 55 per cent of boys who had attended school but dropped out later. The decision not to complete education is a waste of resources at the level of the education sector and a loss of available education opportunities at the level of individual children.

3.2.4.1 Barriers and bottlenecks

The Survey of Young People (2010) revealed that those children live in rural slums in Upper Egypt, at the lowest socio-economic level; the majority of them did not complete their primary education, and the majority of their mothers either did not attend school at all or had not completed their primary education. This signifies that a poor socio-economic environment and parental illiteracy forms the barriers driving this group of out-of-school children to lose interest in schooling.

3.2.4.2 Strategies and policies

Dealing with this profile forms a major challenge, since the key impediment is that the learner himself has negative attitudes towards education after being in school. In these circumstances, the problem does not pertain to the availability of school; rather, it is associated with the school's ability to generate positive attitudes surrounding the completion of education. This is in addition to a lack of educational communication with children inside classrooms, the practice of violence and aggressiveness against children creating a negative school image, teachers' lack of educational qualification and poor school management concerning how to deal positively with children in these age groups (Ashmoun Idara Survey Findings). The other aspect is the geographic and social environment, which makes it difficult to reach these communities. In these circumstances, it is possible to adopt policies that depend on partnerships with private

associations and NGOs. The MoE announced a decision in 2013 to put such initiatives into practice. It is worth mentioning that promptly dealing with this profile of out-of-school children would lead to remarkable results, since they have not reached the age of 14, and influencing their attitude and opinions is still possible.

3.2.5 Dimension 3 profiles: 5. Children in rural environments who dropped out at the age 14

The analysis of data, which was collected through the 2008 Household Survey, points out that dropout rates are associated with age, irrespective of the nature of environment, whether rural or urban. A high correlation coefficient was found, 0.92 and 0.97, meaning that dropout rates rise with the advancement of age in both cases. This finding is consistent with the findings concluded by the Young Youth Survey (2010).

Dropout rates reach their highest level at age 14. It is also consistent with the former analysis of administrative data, indicating that dropout rates were higher in preparatory education compared to primary education. This is attributable to the fact that advancement in age leads to increasing requirements in terms of achievement, which increases the stress on students. Getting older also comes with its physiological, psychological and social changes that may have negative impacts on the students' acceptance of instructions given by their family and teacher in respect to regular attendance of school in some cases. Likewise, the friends' influences become more prominent at this stage.

The influence of these factors may increase if the student is a poor achiever and has little interest in learning and completing her/his education. On the other hand, growing up means an increase in the opportunities to get married, become involved in child labour which does not need long training, for example harvesting agricultural crops. This is reflected in the high dropout rates in the rural areas compared to urban areas across all age groups. Dropping out is prevalent in girls under the pretence that it is a girl's fate to become a wife and mother, making attending school a matter of no importance or use. As for boys, dropping out emerges as a result of the belief that they are a financial resource in the near future by joining the labour market once they reach 10 years old, thus there is no need or use for attending school and incurring unjustifiable expenses. This is a clear description of a non-supportive environment for education.

When children advance in age, and consequently in school, it increases the financial burdens on the family, especially when tutoring is taken into account for the final grade. In most cases many children are enrolled for one family, which means that the financial burden of the family is large, and thus it becomes enough for the family that the child gets the primary education certificate.

In support of the foregoing conclusions, the analysis of the 2008 Survey findings concerning Dimensions 2 and 3 showed that the dropout rate for preparatory education was higher than primary education, and the total percentage of out-of-school children at the two education levels were 8.3 and 3.1 per cent respectively. The age 14 represents the end of basic education and moving to secondary school that does not accommodate all preparatory education level graduates, and this represents one of the reasons for dropping out. It was previously indicated that the rate of transition from primary to preparatory school was about 88 per cent,[27] which means that 12 per cent of primary school graduates do not attend preparatory education.

27 Information Department, MoE (2012/2013).

3.2.5.1 Policies and strategies

There are no current policies concerned with this category, excluding the expansion in secondary education, especially concerning public education leading to university education. Teachers training programmes must focus on a way of dealing with children during early adolescence, both inside and outside classrooms to avoid dropout, in addition to increasing educational activities that enhance the child-school relationship.[28]

3.2.6 Dimension 3 profiles: 6. Children in the 10-year-old age group and older who did not attend school

This profile is characterized by out-of-school children at the age of primary education and older, who are not attending school.

3.2.6.1 Barriers and bottlenecks

The survey conducted in 2010 reveals this pattern, namely the children who pass the age of attending the primary stage and are not enrolled. The main cause behind this problem is that parents have no desire for their children to attend school, with 35.8 per cent feeling this way. The second reason is poverty affecting 32.5 per cent. These findings reflect the difference between rich and poor socio-economic groups and appear in the percentages of children who are not enrolled in education based on the findings of the 2008 survey *(see Figure 3.4)*. The 2010 survey indicates that there are differences in the reasons concerning males and females. Regarding males, poverty and the lack of ability to pay tuition fees are the common reasons as cited by about a quarter of sample.

3.2.6.2 Policies and strategies

The Ministry of State for Health and Population[29] clarified that the poorest classes see no importance, material or moral value in education. Some families deprive their children of education and push them into the labour market. This profile relates to the demand more than the supply side, where the need for new schools was not the problem or the bottleneck against school attendance. Yet this does not prevent building new schools benefiting the community while providing advantages and flexibility that in turn, prove their effectiveness in poor rural communities. This may be a quick solution for the children currently in this profile and could help build policy and strategy that searches to provide non-traditional schools.

3.2.7 Profiles between Dimensions 2 and 3: 7. 10 to 14-year-old boys whose parents hold high school certificates but did not complete primary education level.

This category refers to a phenomenon that appeared recently, namely the illiterate children of literate parents. The findings of the 2010 survey indicate that 55.7 per cent of the boys dropped out because they did not have the desire to complete education.

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[28] Taha Abdul Raheem et al: Set up a Strategy for recreational Activity to fight pre-university dropout phenomenon (Alex. Governorate).

[29] Footnote No. 5.

Figure 3.4 Rates of children who never attended school by age and economic level
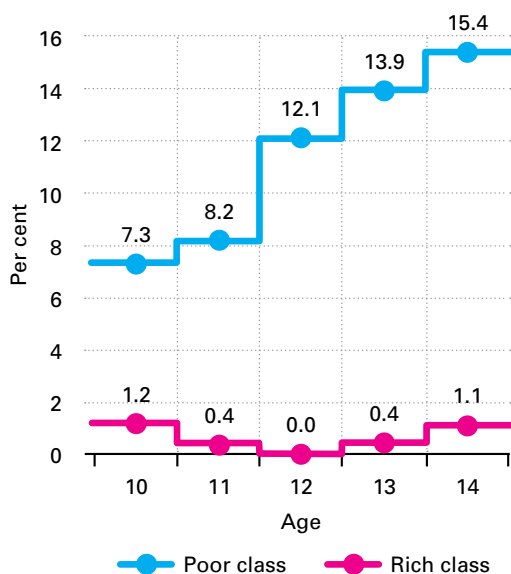
3.2.7.1 Barriers and bottlenecks

The cause behind the existence of this profile is that the parents' education does not mean their children will also lead an educated life. According to the opinion of those children, education has no value in achieving a good life, 68.7 per cent of them live in urban areas in the north of the country and suffer from poverty with 68.7 per cent of those who chose this answer belong to the lowest economic levels (Young Youth Survey 2010). The limited field survey conducted by the current team assured this finding,[30] as 74 per cent of the sample agree that the poor economic income from education is one of the main reasons for dropping out, and that the family is not aware of the value of education.

3.2.7.2 Policies and strategies

The policies for tackling this problem generally are more related to demand more than supply. Financial burdens on families of low economic levels are addressed through policies that aim to reducing these burdens by exempting their children from tuition fees, providing voluntary lessons and school feeding, and includes depending on civil society organizations that have a great experience in providing uniforms and school requisites, and raising awareness on the importance of education. Most of these interventions had been practiced within donors funded projects and need to be institutionalized and systemized.

3.2.8 Profiles between Dimensions 2 and 3: 8. Boys in the rural areas of South Egypt

Boys in the rural areas in Upper Egypt are in the third economic quintile. Typically they have a father who finished primary education and attended some grades at preparatory education level and a working mother holding a primary certificate.

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[30] Ashmoun Education Department Study (Annex 9).

3.2.8.1 Barriers and Bottlenecks

There is a link between poverty and the accompanying poor educational level of parents engaging in their work. As a result of the weak educational qualification, work continues for long hours with great physical effort and insufficient return in most cases. This affects household supervision time and negatively impacts children, with no time to help the children with their homework if necessary, nor do they have the qualification to do so. In addition, there is no chance for communicating with the school as a result of preoccupation, lack of time and fatigue. Thus, no one is aware of the children's absence from school and dropout as a result of poor achievement level. A field study conducted by Abdullah et al in (2009) noted that there are two social factors causing dropout of more than 50 per cent, namely the poor following up on the part of the family for sons concerning their study, and some children's family problems, along with the parents' poor educational level, and the non-encouraging environment for children's continuity in education.

3.2.8.2 Policies and Strategies

The social workers must be well trained to follow up on such cases, including knowing who is attending school through keeping a record of each pupil's social and economic status to be filled in by the pupil himself for ensuring the accuracy of how the pupil is classified. Then cases would be in the mind of the social workers for following up pupils and taking the necessary measures at the appropriate time. The difficulty of such a process increases with the growing number of pupils at school. School deputy principals for children's affairs must help the social worker in these cases. To reform the school performance monitoring system, MoE is currently considering developing pupil-level monitoring and evaluation within the context of quality assurance policy.

3.2.9 Profiles between Dimensions 2 and 3: 9. Chronic disease, frequent absence, missing lessons, failure and dropping out

This profile addresses children who suffer non-contagious chronic disease that disturbs the regularity of school attendance, consequently negatively affecting their academic achievement.

3.2.9.1 Barriers and Bottlenecks

In a personal interview,[31] an education directorate manager said that there is a cycle of phases that lead the pupil to dropout, although her/his achievement level may be moderate. The cycle begins when a child becomes infected with a chronic disease such as asthma. Winter occupies the first semester and the child suffers from symptoms of asthma as a result of the cold weather, so misses school frequently. Although the school accepts medical excuses for absence according to the report of the physician or health unit, the child misses the lessons on which the remaining lessons in the curriculum are based, without explaining these lessons to the child, neither in school nor at home, the child then becomes disappointed and falls behind. At the end of the year she/he cannot pass the exam and repeats the same grade again. This cycle continues and ends with the pupil dropping out.

This pattern although not a high percentage of the total community, includes 20 million children. It is distinct among the 7 per cent children who drop out of school. Automatic progression to the next level at the beginning of primary level may veil this profile, as it begins to appear at later grades of the primary stage as the difficulty of curricula and the need to pass the exams increases. There is no evidence that poor economic and social level and the parents' illiteracy increases the complexity of this pattern.

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[31] Undersecretary, Monofia Directorate.

3.2.9.2 Policies and Strategies

This barrier could be tackled through implementation of sustained interventions such as setting aside teachers to provide those ailing children with compensatory sessions for the missed lessons and to follow up through social workers. This should be included in the standards of quality assurance. Excellent children may be encouraged to help their schoolmates whose health conditions necessitate absence from school.

3.2.10 Profiles between Dimensions 2 and 3: 10. Children in early adolescence (12-14 years old) in poor social school environments and surrounding environments

This pattern came to light through the responses given by samples from the field study; it is expected to spread throughout in the urban environment unless suitable measures are implemented.

3.2.10.1 Barriers and Bottlenecks

This pattern is attributable to the absence of supervision at school, no verification of pupil attendance, and lack of healthy climate for social interaction among children in different activities. Thus, this leads to children interacting with each other in improper ways. Consequently, some children become victims of their classmates' violence, creating negative attitudes toward school and leading to early dropout. This is enhanced by the nature of the relationship between children at this stage based on similar behavioural characteristics as their peers. A pupil who belongs to a group that does not attend lessons will resort to early dropout to conform to the behaviour of this group.

The findings of the survey conducted in the Alexandria governorate by a team of researchers from Alexandria University (Taha Abdul Raheem et al)[32] revealed that bad friends and the spread of smoking or worse habits are factors behind dropping out. The existence of hang out places near the school e.g. cinemas, amusement parks and cyber cafés is a contributing factor for such groups of children to escape to when not in school, which is the beginning of dropping out.

The study also revealed that the problems of children inside the school environment at West Alexandria are both psychological and recreational, as a result of not exercising, which can affect the children's psychology negatively. As a result, the outside environment becomes tempting, as the recreational places are children-attracting factors. It is also clear that there is poor link between children and the family on the one hand, and between the family and the school on the other hand. There are also educational and economic problems of the environment resulting from illiteracy, seasonal work and the supporting mother.

3.2.10.2 Policies and Strategies

Dealing with this pattern effectively can be achieved through requiring schools to have recreational infrastructure that meet the children's needs, targeted at the students' preferred interests and hobbies. Each school can select the activities that are consistent with its financial and personnel capabilities; so where no playing fields are available, they can provide trips, scouting and/or various types of arts. In addition, schools can maximize their attractiveness and strengthen relationships with parents and local communities through convening meetings, committees and councils with the participation of district people to coordinate activities and social services, since some districts lack appropriate places for their meetings. The school can also open its doors to children to study their lessons, especially in poor areas where lighting is not sufficient for children to do their homework, and they may not find tranquil places for studying in their homes. One solution to this problem is the education programmes adopted

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[32] Ibid.

by NGOs, for example the Egyptian Right to Education Center. This Center provides experience in dealing with children whose academic performance falls between low and moderate levels, which have been a result of mainly psychological, family and social problems. The programme works with children to discover their skills and capabilities in different ways such as forming theatre teams or groups that bring children together to link them to future social and professional issues. It is also important to set up an appropriate education programme along with performance or other activities. To render this education approach successful, it is necessary to make available teachers from the original school that the children are attending. The purpose underlying the provision of those teachers is to provide them with many skills they are lacking as well as to improve the nature of the relationship between teachers and children in a more secure environment in which the child would be able to express her/his thoughts and utilize her/his capabilities. Teachers will also acquire varying and enjoyable approaches to teaching their curricula, thus creating a sense of belonging to the school, which would mitigate the problem of forming negative attitudes that form in groups that may encourage children to drop out. This sense of belonging and enjoyment of learning should be supported by improving educational supervision at school and activating communication with parents.

3.2.11 Dimensions 2 and 3 Profile: 11. Large families of low-economic level

This profile is not as common as others. However, it exists and needs to be examined to bring as many different profiles of out-of-school children to the attention of policy makers as is possible.

3.2.11.1 Barriers and Bottlenecks

It is noticeable upon reviewing the raw data of the 2008 demographic health survey that a number of families exceeded 20 members. There is a family residing in the Cairo Governorate with a total of 39 members. A large number of family members might create an obstacle against attending school and completing education.

From our sample, there were 40 families that had 20 or more members, comprising 916 members, with ages falling between 1 and 70 years old with an equal ratio of men and women. These families came from 11 governorates, with about one third of them located in Sohag Governorate, which is a poor governorate that has a low rank on the human development scale.[33] Thirty five per cent of these families fall in the 'very poor' category, 45 per cent of in the 'poor' category. On average, the family consists of a husband, wife, two siblings, two non-siblings, grandfather and grandmother and six relatives. This large family lives in seven rooms, on average, and lives in rural areas, since the financial level of these families does not allow them to get a house with so many rooms in any city. This difficult socioeconomic situation has particular effects on the education level of these families. Forty-eight per cent, almost half of these families, are uneducated, and only 2 per cent of them hold a university certificate. This low-education environment, together with the low socioeconomic level, is expected to cause high school non-attendance rate (10 per cent) and a dropout rate for over two years (11 per cent) among the children in the community in the age group (6-14 years old), which represents 22 per cent of that community.

3.2.11.2 Policies and Strategies

The rates of non-attendance and dropout call for monitoring these communities and setting up a package of specific policies that are consistent with each of them, especially as the above information is derived focusing on the families of about 20 individuals or more. If we address the families exceeding six members, their rate reaches 18 per cent. Hence, the comparison *(see Table 3.1)* indicates that there are clear differences between small and large families in favour of the former.

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[33] Ranking 19 among 27 governorates, Human Development Report, 2011.

Table 3.1 Comparison between large and small families by highest education level

	6 members and less (%)	20 members and more (%)
Uneducated	30.9	47.6
Did not complete primary education	17.7	22.1
Primary education certificate	3.0	3.5
Did not complete secondary school	14,3	13.9
Completed secondary school	21.3	10.6
University education	12.8	2.2
Total	100.0	100.0

Source: DHS 2008.

3.3 Profiles of children expected to drop out in Dimensions 4 and 5

The percentage of children likely to drop out at preparatory education level is more than at primary level for both genders, with a difference from less than 1% to more than 3% *(see Figure 3.5)*. Children dropping out at preparatory education level waste six years of education, feed the child labour market and increase adult unemployment rate. The available studies and surveys do not study in depth the characteristics of children likely to drop out, whether at primary level (Dimension 4) at the preparatory education level (Dimension 5). For this study, it was decided that field data would be gathered, but, as mentioned, a survey was not feasible; consequently, dependence was on the outputs of the focus groups.

Figure 3.5 Percentage of children in Dimensions 4 and 5, girls, boys and total
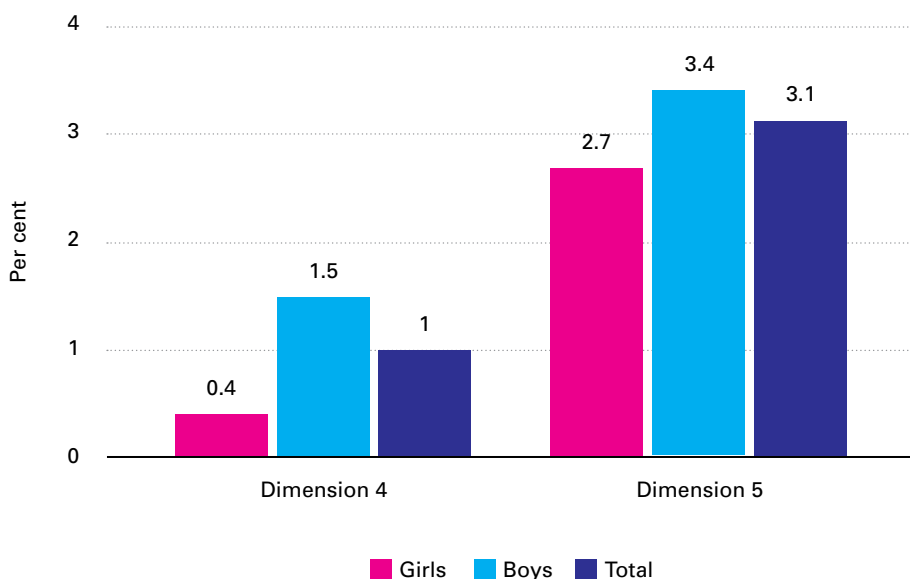
The opinions of the focus groups indicate that the following symptoms may be warning signals that children are likely to drop out:

- Psychological factors e.g. lack of self-confidence and dependency;
- Feelings of inferiority or persecution;
- Bad health;
- Difficulty of memorizing;
- Ease of straying from school;
- Hyperactivity and difficulty focusing;
- Difficulty carrying out certain activities;

Discovering and tackling these symptoms need specialized training for teachers and an active role to be performed by social workers, as well as regular communication between school and the family.

3.4 Integration of out-of-school children in the labour market

No access to schooling is clearly recognized as a violation of the rights of a child; this includes non-schooling as a result of child labour. The Federation of Egyptian industries and the Social Studies Center in AUC noted in a study conducted on child labour in Egypt that the number of working children in Egypt is 8 million children in 6 to 14 year olds. About 7 per cent are in 6 to 11 year olds, 20 per cent in 12 to 14 year olds and others are in 14 to 16 year olds. The first two age groups correspond to primary and preparatory education, which encompasses Dimensions 2 to 4 of the OOSCI study. The percentages show that child labour is more likely connected to Dimensions 3 and 4. The National Child Labour Survey 2012 revealed that boys who are in school and are not involved in any kind of work is greater in the age of primary education and the same applies to girls with smaller percentages (see Annex 1).

Box 3.2 Example of government involvement to combat child labour

> The Government participates in a USDOL-funded, $9.5 million project, which will last from 2010 to 2014 and aims to provide services to 16,000 children engaged in or at risk of engaging in the worst forms of child labour in agriculture in Upper Egypt and the Delta region (U.S. Department of Labour, 2013). In 2012, the project provided services to 9,451 children (WFP, 2013). Through the project, children receive access to education and apprenticeship opportunities, and their households receive livelihood support to address the root causes of child labour. The Ministry of Education (MoE) formally approved and agreed to support the community schools.

According to the AUC study, the most common reasons for children being involved in child labour are poverty, customs and traditions, large family with many children, children having little pocket money, absolute obedience to parents' orders and family disorganization. Findings of the NCLS confirmed the linkage of child labour to child poverty.[34]

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[34] CAPMAS: Working Children in Egypt: Results of the 2010 National Child Labour Survey.

Child labour appears to be the main reason behind dropping out, as in a study conducted by public education department in the Alexandria governorate.[35] Children dropping out from primary school in both genders is 7,868 children, out of a total of (19,692), in addition to children who never attended school.

The second most common reason for dropping out is poverty. A study on field research prepared by the Freedom Association for the Development of Society and the Environment found that the reasons for dropping out were as follows: poverty of children's families, 34 per cent; hating school, 26%; and working children who do not complete the primary stage (Dimension 2), more than 64.2 per cent. Of the working children, 27 per cent started to work before they were 10 years old. Of the children who attended school for some years but dropped out, 50 per cent can neither read nor write.

A study by the National Centre for Social and Criminological Research in Egypt, in cooperation with UNICEF, was conducted with a group of 600 children from ages 10-15 years old. The study showed that for those children who started to work at 10-12 years old, due to failure at school, the percentage of dropout (Dimension 2) was 50 per cent in the research sample.[36]

It is clear that dropping out has a correlation with child labour in which poverty plays the main role. On the one hand, dropout results from child labour. On the other hand providing opportunities for child labour leads to dropout.

That data suggest that child labourers are most likely older children in the later years of Dimensions 2 and all of the children in Dimension 4.

Policies on community-based education that encourage children to go back into the formal school system to complete their education are especially useful for children in Dimensions 2 and 3. As child labour is closely linked to family poverty, policies that address poverty in general and particularly the opportunity costs associated with education also help to reduce child labour and keep children in school.

The following are two examples, one of girls and one of boys:

- Girls: In a village in Damietta governorate where shrimp is manufactured, the seller passes by the village houses in the morning and distributes amounts of shrimp to young girls to peel, then after hours he comes back for collecting the peeled shrimp from the houses. A young girl gets more than ten pounds payment daily for carrying out such work that needs neither proficiency nor physical effort. Although the rate of male dropout in Damietta governorate overall is more than female dropout, the situation in this village reversed.
- Boys: Prospecting for gold has spread across the Red Sea governorate of Marsa Alam, accompanied by children dropping out to exercise this craft. Some schools lost 40 per cent of their students as a result of this phenomenon. The director of the school said that some of those children come to school with big sums of money encouraging others to drop out and join the prospecting gang *(see Annex 9).*

Child labour, one direct output of poverty, is a cause and a result of dropping out. It

[35] Unpublished departmental study.

[36] Ayman Al-Bialay, Dropping out of education in Egypt: Phenomenon threatening the future of Country.

deprives children of their right to an education and lessens the opportunity for them to exit from poverty. Abolition of child labour, therefore, is not only an educational objective but also a social protection issue. The Government of Egypt is continuing the implementation of social, educational and poverty reduction programmes through the Education Strategic Plan 2014/15-2029/2030 with a three-year initial phase, MoE is facilitating access to education by establishing rural community schools, improving learning environments, reducing violence, eliminating corporal punishment in the classroom and establishing standards for teachers.[37]

3.5 Social protection

Social protection is an important component of the social contract between a government and its citizens in any country. Egypt has an extensive social protection system as one of the pillars of the state-centred social policy model developed in the middle of the last century. The system composed of the three instruments: social insurance, health insurance and social assistance.

As for pupils, health insurance eligibility was expanded in 1992, when Law 99 of that year extended coverage to all children through high school. The contribution is 4 EGP per pupil, with the government making up the rest of the funding for this group. In 1997, Decree 380 extended coverage to pre-school age children with an enrolment contribution of 5 EGP per child (UNDP 2005; Maeda and El Saharty 2008).

The Government provides substantial food subsidies to citizens, including subsidies for sugar, rice, oil and wheat. Up to 70 per cent of the population benefits from subsidized fortified wheat bread through a programme with the WFP.[38] The Government also provides other social protection programmes, including a conditional cash transfer, to provide cash incentives for mothers to ensure that children receive necessary medical care and attend school.[39] Results of such policies on OOSCI demography are not yet measured due to an absence of a credible baseline.

Proper social protection would have a significant effect in reducing the Five Dimensions of Exclusion of OOSCI by alleviating poverty and shrinking the opportunities of child labour. As noted before, there is a good opportunity to link social protection policies aimed at reducing child labour with policies on education conditional cash transfers and similar mechanisms may have more empowering effects for beneficiary households. To magnify the benefit, MoE should expand policies to guarantee access to free public education for all children, including addressing the prohibitive costs of school fees and supplies that prevent many children from completing their education, particularly girls.

3.6 Summary of policies and strategies

The following matrix exhibits policies and strategies related to barriers and bottlenecks of the Five Dimensions of Exclusion based on the new strategies of the education sector. The shaded boxes indicate the Dimensions of Exclusion affected by the elements of each barrier and the policies to address this element.

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[37] WFP, Combating Exploitative Child Labour through Education in Egypt, Technical Progress Report, Cairo; September 30, 2011.

[38] El Dahan, M. "Egypt Inches Towards Far-Reaching Food Subsidy Reform." reuters.com [online] September 28, 2011 [cited February 5, 2013]; http://www.reuters.com/article/2011/09/28/us-egypt-food-idUSTRE78R2SD20110928

[39] UN Committee on the Rights of Child. Summary Record of the 1623rd Meeting. Geneva; June 15, 2011. Report No. CRC/C/SR.1623. http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G11/435/13/PDF/G1143513.pdf?OpenElement

- Pathways of Women's Empowerment. Case Study: Conditional Cash Transfers in Egypt. Brighton; September 2011. http://www.pathwaysofempowerment.org/Conditional_Cash_Transfers_in_Egypt.pdf

Barriers and bottlenecks	Elements	Dimensions of Exclusion					Policies and strategies to address the barriers and bottlenecks
		D1	D2	D3	D4	D5	
	Direct costs of schooling (basic level)						• Emphasize free education as per constitution (no school donations, examination fees, or additional cost for stationery and notebooks) • Reviving the strategies of encouraging schools to raise funds to help abolish school fees, particularly in deprived areas
	Indirect/opportunity costs of schooling						• Scale up the social fund initiative of microcredit schemes for mothers of girls and other out-of-school children's education completion and transition to preparatory and secondary education • Scale up school feeding to cover all pupils during the full academic year • Expansion of take home rations for girls of community schooling in all deprived Idara, tying it to common targeting mechanisms • Enforce and monitor possible measures to minimize private tutoring and provision of low fees for extra classes for needy children
Economic	Child labour						• Encourage community sensitization on child rights and protection laws • Ratification in 1999 of ILO Convention 138 on the Minimum Age of Employment • Cooperate with the National Council of Motherhood and Childhood to enforce protection and child rights
	Harvesting and agricultural-related factors						• Government support to NGOs to implement complementary education/flexible school systems within the context of decentralization • Better targeted social protection programming, such as school feeding, and ensure their effectiveness/efficiency at the community level
	Uncommon household family size						• Provision of social protection and family planning measures to vulnerable families • Empowerment of parents, particularly mothers, and open school doors for the pupils after school hours for studying
	Loss of parental economic earning capacity						• Involve NGOs and community development associations (CDAs) in sustained supporting mechanisms • Scale up farming and small-scale income-generating programmes, particularly for women in rural areas (e.g. micro finance/credit)
Supply-side	Long distance to school						• School mapping and targeting of locations where school infrastructure has still not been provided • Expansion of community schools programme to cover all the villages countrywide • Pilot options such as mobile schools and local commuting

Barriers and bottlenecks	Elements	Dimensions of Exclusion					Policies and strategies to address the barriers and bottlenecks
		D1	D2	D3	D4	D5	
Supply-side	Inadequate school infrastructure						• Provision and maintenance of functional water and gender friendly sanitation facilities, especially in remote areas • Educate children on the proper usage of the school infrastructure
	Inefficient teacher supply and deployment						• Rationalization of teacher supply and deployment in schools • Increase the number of community education teachers and facilitators, particularly females, and support access to courses in colleges of education
	Child unfriendly teaching and learning environment						• Promotion of pupil-centred, participatory teaching and learning methods in schools through in-service and pre-service training and curriculum development • Promotion of use of ICT in teaching and learning, considering the limitations of the remote areas • Improve capacities of social workers to early detection and professional support to the children at risk of leaving the school system or losing interest in education
Governance	Inadequate partnerships with NGOs to address out-of-school children						• Sustain NGO involvement in campaigning to raise awareness about education, and in data collection about out-of-school children • Promotion of effective partnership between government and NGOs, especially in community education programmes
	Slow decision and lack of policy programming and implementation						• Provision of timely quality data on out-of-school children and tracking of teacher deployment bottlenecks
	Education policy debate between expansion and quality improvement						• Systematic plans for school expansion in the areas that do not have schools using school mapping. • Closer harmonization between education development plans and social protection programming
	Weak participation of marginalized and disadvantaged groups						• Effective advocacy by different educational stakeholders on educational issues affecting marginalized and disadvantaged groups • Strengthening the current governance practice in local communities (e.g. board of trustees) at the Idara and Governorate levels to represent parents across the country.
	Weak school management committees						• Strengthen management capacity through regular training of boards of trustees • Ensure the implementation of decentralization regulations as related to schools
Institutional Capacity and Effectiveness	Weak monitoring and evaluation/ lack of information or data on out-of-school children						• Cooperate with EMIS in developing built-in reports of administrative data/indictors to systematically monitor the implementation of policies related to out-of-school children • Provide central and local levels with staff trained on M&E of policies for out-of-school children using administrative reports as well as other data sources such as household surveys
	Weak Idara and governorate perception to address the out-of-school children and related educational issues						• Strengthen the institutional development and capacity building of Idaras and school-level institutions in analysing and usage of M&E reports on out-of-school children for developing policies and addressing decentralized communities

Barriers and bottlenecks	Elements	Dimensions of Exclusion					Policies and strategies to address the barriers and bottlenecks
		D1	D2	D3	D4	D5	
	Inadequate, and untimely release of decentralized maintenance funds						• Revision of the maintenance formula to reflect the needs of schools rather than levels of enrolment • Vitalize the decreases and regulations of decentralization of funding
Financing	Inequitable resources and inefficient resource allocation						• Improve and expand the current funding formula for budget allocation to reflect needs of schools in deprived districts making use of past practice • Effective targeting of educational resources to the most deprived areas and border governorates, particularly in relation to trained teachers and provision of community-based education teachers • Strengthen inter-sectorial and intra-sectorial coordination (Ministry of Finance/Ministry of Planning) • Effective targeting of social protection programmes, particularly the school feeding programme and NGO interventions for the children most in need
	Lack of children's interest in schooling						• Vitalization of extracurricular activities and provision of physical education, music and art classes • Improve the quality of education, including classroom teaching and learning practices, and improve learning environments to be an enjoyable experience for the children
Sociocultural factors	Weak parental awareness concerning the value of schooling and parental illiteracy						• Community sensitization on the value of formal education using traditional and modern media • Promotion of adult education/non-formal education, particularly for young mothers and women
	Negative beliefs towards girls' education						• Girls' education best-practice strategies scaled up and financed/supported (e.g. take-home rations; community sensitization; gender responsive training of teachers etc.)
	Uneducated local community						• Community sensitization on the value of formal education using traditional and modern media • Promotion of adult education/non formal education, particularly for young mothers and women

4 Recommendations and conclusions

The analysis of data on trends of out-of-school children shows that whilst the situation has significantly improved over the past decade there is a strong need for a more systematic approach to address the problem of out-of-school children and guide concrete education sector reforms. Targeting the last 7 per cent of the school-aged population requires qualitative solutions that take into account the specifics of the school levels and individual pupils, often as school-level patterns decline and individual patterns emerge.

4.1 Recommendations

The following recommendations are intended to weave the results of the profiles of OOSCI revealed by the study into the sector-wide policies and plans at the strategic, operational and implementation levels. These recommendations consider the supply-side and demand-side perspectives of access, quality, governance and action research.

4.1.1 Supply side: Availability and quality of education services

4.1.1.1 Infrastructure

- Continue the policy of reducing classroom density as the available possibilities allow. Due to the high-density classrooms, children cannot concentrate or receive enough individual attention, and thus they do not pass their tests. In addition, high-density classrooms do not give teachers the chance to observe the pupils and interest them on an individual level, which increases the possibility of them dropping out. If it is difficult to reduce density, schools may seek the help of assistant teachers to follow up students who need extra attention.

- Provide useable and sufficient toilets in a way that is appropriate for the number of pupils, ask both administration and pupils to keep the facilities clean and use them properly as a priority.

- Develop an infrastructure of school activities based on the possible opportunities for each school, and to consider extra-curricular or non-academic activities as a main component in the education process. These activities would serve as a tool to attract children to attend the school and prevent drop out.

- Provide schools with a number of trained efficient social workers proportional to the number of pupils at the schools.

4.1.1.2 Curriculum and teaching methods

- Curricula should be connected to local context and environments; containing relevant material that can be applied to daily life activities and attractive to children.

4.1.1.3 Training teachers and school personnel

- Design simple exploratory tools using the characteristics of children likely to drop out to help teachers to discover such cases early and apply the necessary interventions in cooperation with school cadres and children's families.

- Prepare a standard programme for serving children who cannot pass the exam once or more, guiding them and helping them to avoid frequent absence that leads to dropping out, as well as train school cadres on the method of implementing the programme based on their roles, e.g. director, children affairs deputy, teacher and social worker.

- Train teachers to attract children to school and retain them, encouraging relationships with children that extend beyond the classroom through different activities. Teacher training should emphasize issues such as fairness in dealing will all students and avoiding discrimination between them, along with building participatory relationships with guardians including teacher/parent follow up for all students. Building relationships does not apply only to teachers but to school administrators as well.

- Train and guide teachers on the importance of providing different school activities in a way that allows each pupil to find an appropriate activity. School activities should be looked at not only as a medium for the development of each pupil, but also as an effective means for attracting pupils to school and preventing students from dropping out.

4.1.2 Governance

- Ensure the full participation of all stakeholders in developing policies to minimize the number of out-of-school children.

- Focus the interest of Idaras on following up a child's transition from one stage of education to another, as dropping out increases significantly during this period.

- Consider local community circumstances, such as scheduling the school day to avoid rush hour to allow children to attend school on time, and avoid making girls' attendance required during late afternoon sessions.

- Adopt monitoring and follow up action for students who have dropped out as one of the standards for quality assurance and accreditation for pre-university education.

- Revitalize decentralization related decrees to authorize different administrative levels starting from school level to take immediate required action to save children at risk from leaving schools (Dimensions 4 and 5).

- Practice measures of transparency and accountability in evaluating the implementation policies aimed at lowering the number of out-of-school children.

4.1.3 Collection, analysis, availability and use of information

- Assist the Information Department at Al-Azhar in obtaining data on Al-Azhar Institute's pupils according to age with help from the experience of MoE in this field.

- Help MoE in completing databases on the level of pupils by providing the necessary mechanisms and financing for granting national ID cards for children who are eligible and do not have them, and add them to databases.

- Work on linking the databases at MoE and Al-Azhar to provide them with population projections in a way that ensures statistical reports at national level, as well as the level of departments and directorates when appropriate.

- Adopt a unified concept of dropping out and define unified methods for taking the necessary measures to address this according to international indicators and criteria.

- Integrate the applications of dropping out as prepared by UNESCO Institute for Statistics with National Education Information System to make reports on children who have dropped out a routine part of reports to be available and distributed to departments and concerned bodies at different administrative levels.

- Train staff at the local administrative level to use these applications, and to benefit from the outcomes that reveal what issues lead to dropping out and non-enrolment.

- Support the national team tasked with the current study for forming a permanent committee to regularly follow up and analyse reports on the problem of children who drop out and disseminating this information to the right administrative channels to be available for policy-makers, planners and decision-makers at the appropriate time.

- Provide legislative and technical mechanisms for MoE Information Management System and Al-Azhar, to obtain additional data from education-related family and health surveys, as well as surveys conducted by the Central Agency for Public Mobilization and Statistics or by any other body. This will help policy makers become aware of the characteristics of the education demand side, especially concerning problems of school drop out. This will allow solutions to respond to integrated information relating to both supply (administrative data) and demand side data related to education.

- Complete the pilot study relating to cooperation between Education Information Management Systems at MoE and the civil registry at the Ministry of Interior by comparing the children registered in the ministry databases for the population of education-age children according to the national ID. This facilities figuring out the children who have dropped out at the community level, especially as instructions were issued by the Prime Minister at the beginning of April 2013 to create a database on the children in primary level education based on national ID registration to ensure that they attend school and then to follow up on regular attendance, which will help avoid dropping out at primary education level.

- Develop and update a national database on population/dropout that is easy to use and available for policy and decision makers in national, regional and local level positions. This would be accomplished by building capacities at the governorate level in collecting and using data, observation and assessment of demographic/educational indicators, and forming a cadre of media persons for raising awareness and disseminating accurate information on dropout issues according to national policies.

- Ensure that birth certificates for children are accompanied by a fingerprint for each child to avoid data distortion.

4.1.4 Legislation and policies

- Issue a ministerial decree that allows taking decisions on re-enrolment or attending second-opportunity schools for children who dropped out at the decentralized level for facilitating and speeding up measures that will get children back into education.

- Study all legislation relating to dropout sanctions in light of the conditions of the community, and ask concerned bodies to implement laws of obligation, particularly relating to limiting dropout.

- Pass legislation that combines both material and moral motivations for encouraging students who have dropped out to come back to school and complete their education, as this is better than severe sanctions that are not actually implemented.[40]

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[40] Study by Al Shehab Institution for Comprehensive Development, Ibid.

4.1.5 Activating the initiatives on out-of-school children

- Activate the initiative on out-of-school children that was launched at the Dropout Conference in 2012, but which was not completed as a result of the political situation in the country.

- Activate the programmes recommended by the Prime Minister in April 2013 to address the dropout problem in the framework of the anti-illiteracy national project.

4.1.6 Civil society

- Egyptian civil society has achieved a noticeable success in diminishing the number of out-of-school children. Many schools are built through individual donations, in cooperation with competent ministries and international donor organizations. However, management and staff of civil society organizations should receive training and updates concerning new approaches in addressing issues related to out-of-school children.

- Activate innovative means of fundraising through transparent mechanisms, ensuring measurable impacts on the number of out-of-school children.

4.1.7 Research and studies

- Administer post-survey studies after the second year of the strategic plan to assess the impact of the plan in diminishing the number of out-of-school children.

- Build capacity and conduct pilot studies, using the OOSCI analysis approach, in two or three priority governorates. If pilots are successful, they can be used as examples to scale up capacity building in more governorates at a later stage.

- Conduct case studies for the identified out-of-school children profiles in order to reach case-specific solutions through an integrated and systematic approach that covers all factors affecting the profile, rather than each individual factor, to ensure the profile disappears in the future.

- Use the survey tools that were designed in the current study in a sample of schools that suffer from a dropout problem (Annex 6).

- Complete the study conducted by both UNICEF and the Arab Council for Childhood and Motherhood concerning out-of-school children.

4.1.8 Demand for education

Motivating demand for education requires a set of procedures to be strengthened by a supportive environment, particularly in poor rural communities. Recommended interventions include:

- Follow up children whose parents are uneducated, whether fathers or mothers, and provide academic support if needed.

- Provide direct aid for poor families that need their children to work, particularly male children, to ensure a source of income for the family. This would allow the children to attend school regularly, creating potentially better opportunities to be available for their future.

- Spread educational awareness, particularly in rural regions, that girls' education is important and that it is not enough to educate only boys. Girls should be educated to the highest level possible.

- Religious discourse must emphasize that depriving children of their education increases poverty, and it must motivate parents to educate their children.

- Form non-governmental councils at the village and/or district levels to follow up children who do not attend school. Link these councils to directorates and schools, as there should be a contact point between all bodies for limiting dropout.

- Hold meetings for parents of children at risk of dropping out at the beginning of each school year to overcome the problems that may later lead to dropout.

- Change the negative view toward children who drop out, so that instead of condemning them, there is an approach that renders the educational institution accountable for children before and after they drop out.[41]

- Explore innovative approaches to remove the burden of private tutoring which both exhausts the resources of Egyptian families that may be able to afford it and creates tough barriers for children of poor families, hindering them from starting and continuing their schooling. The new teacher cadre did not seem to have a tangible effect on this, nor did creating more sectional regulations. The key question is how to minimize the demand for tutoring, which is partially driven by teachers themselves, as well as by the education system and the job market. It is recommended to stop single interventions and apply a sector-wide approach involving higher education, technical education and vocational training, NGOs and donors to develop alternate educational programmes leading to decent jobs, while at the same time developing performance-based incentive package for teachers.

4.2 Conclusions

- Factors and reasons discussed in the present and previous studies concerning the demand side of education must be studied for both positive and negative impacts, which means that the negative effects of certain factors or bottlenecks that may appear in rural areas and do not in urban regions may appear for only males and not for females, or may appear in a certain age groups only, or may appear in a certain stage of education and disappear in others. Some situations may even be negative in some families and positive in others, for example a poor economic level may not be negative in all cases, as it may be an impetus for the family to educate their children for a better future.

- Factors do not work singly, but they interact with each other to become barriers to attending school and reasons for dropping out. Many researchers agree that mothers' illiteracy is a barrier, however, some uneducated mothers who interact with higher economic levels are influenced by them to rise to a higher level of ambition for educating their children.

- Social factors, including lack of awareness of the value of education, are the biggest barriers in Dimensions 2 through 5. A family's understanding of the value of education and the benefits of education are often hard to believe in if a family is struggling with severe economic difficulties.

- Factors that form barriers in the supply side of education are not limited to providing a school building or an additional classroom in the target community. Supply side must also represent management of the buildings and classrooms to create a children friendly environment and curriculum in a framework of diverse school activities that serves all children. This allows schools to become an attractive rather than unappealing or unfriendly environment.

- Child labour as a reason for dropping out depends on the surrounding social and economic environment. This includes income level the economic position of the family and local social value for children at the beginning of adolescence. Some children think that helping the family financially, and therefore working, is the beginning of adulthood.

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[41] Saeed Gameel Soliman, Dropping out of Preparatory Education: Factors and Treatment Techniques: Field study on the governorates of Bani Suif, Damietta, Menoufya, South Sinai, North Sinai, Cairo - National Center for Educational Research and Development, 2003.

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Annexes

Annex 1 Data sources

A. Administrative data

i. Ministry of Education (MoE) Database

Data source: National Education Management Information System

Agencies responsible for collection and dissemination of data: Administration of Statistics and Information – Ministry of Education

Data collection date: September 2012

Frequency of data collection: Annual

Definition of an out-of-school child: A child who is not registered in school

Definitions of other education terms

School entrance age	A child who reached the age of 6 before 1 October
Enrolment	All children registered in school (available from the school census)
Attendance	All children attending school (available from the school attendance sheet)
Dropout	A child who stopped attending school for three consecutive weeks without acceptable excuse
Educational attainment	The highest grade a person completed
Other relevant terms	Repeater: A pupil who enrolled in the same grade in the previous and current school year

Sample design and coverage of data collection

National

Smallest administrative area for which statistics on the out-of-school population are statistically accurate

School district

Types of disaggregation possible with data (for example, by age, sex, area, wealth quintile, socio-economic group, ethnicity, religion, type of school)

Age, sex, geographic region, type of school (public, private), type of education (general, vocational), grade, education level, with or without school grant, disability, inclusion

Data availability and access (include information on type of data available and procedure to acquire the data)

Administration of statistics and information – Ministry of Education maintains the administrative database. Annual statistical reports are available at http://www.mop.gov.eg. Reports at school level are available on request

Data limitations (coverage, accuracy)

Data at pupil level is still not 100%
Data on age-specific enrolment should be interpreted with caution

Other information

Data is collected online from the schools at the individual school, teacher, pupil, non-teaching staff level

ii. Al-Azhar Database

Data source: Al-Azhar Education Management Information System

Agencies responsible for collection and dissemination of data: Administration of Statistics and Information – Al-Azhar

Data collection date: September 2012

Frequency of data collection: Annual

Definition of an out-of-school child: A child who is not registered in school

Definitions of other education terms

School entrance age	A child who reached the age of 6 before 1 October
Enrolment	All children registered in school (available from the school census)
Attendance	All children attending school (available from the school attendance sheet)
Dropout	A child who stopped attending school for three consecutive weeks without acceptable excuse
Educational attainment	The highest grade a pupil completed
Other relevant terms	Repeater: A pupil who enrolled in the same grade in the previous and current school year

Sample design and coverage of data collection

National

Smallest administrative area for which statistics on the out-of-school population are statistically accurate

School district

Types of disaggregation possible with data (for example, by age, sex, area, wealth quintile, socio-economic group, ethnicity, religion, type of school)

Age, sex, geographic region, type of school (public, private), type of education (general, vocational), grade, education level, with or without school grant

Data availability and access (include information on type of data available and procedure to acquire the data)

Administration of statistics and information – Al-Azhar education maintains the administrative database. Annual statistical reports are available at http://www.alazhar-alsharif.gov.eg/Statistics/Moasherat Reports at school level are available on request

Data limitations (coverage, accuracy)

Data on age-specific enrolment is not collected

Other information

?????

B. Household surveys

i. Demographic and Health Survey (DHS) 2008

Data source

National DHS 2008

Agencies responsible for collection and dissemination of data

Central Agency for Public Mobilization, and Statistics (CAPMAS)

Data collection date

Started on August 2007. Report produced in October 2008

Frequency of data collection

Once every four to five years. The 2008 EDHS is the sixth full-scale Demographic and Health Survey to be implemented in Egypt; the earlier surveys were conducted in 1988, 1992, 1995, 2000 and 2005. Three additional interim DHS surveys were carried out in 1997, 1998 and 2003. Other national-level surveys for which results are shown in this report include the 1980 Egyptian Fertility Survey (EFS), the 1984 Egypt Contraceptive Prevalence Survey (ECPS), and the 1991 Egypt Maternal and Child Health Survey (EMCHS).

Definition of an out-of-school child

The child did not have education or incomplete primary/ preparatory education

Definitions of other education terms

School entrance age	Not used in the data collection (reference: survey manual)
Enrolment	Not applicable
Attendance	A child who attended school at any time during the current school year (reference: survey manual)
Dropout	A child who attended school during the previous school year but did not attend during the current school year
Educational attainment	The highest educational level attended by a person (primary, secondary, tertiary)
Other relevant terms	

Sample design and coverage of data collection

Nationally representative survey

Smallest administrative area for which statistics on the out-of-school population are statistically accurate

Governorates level

Types of disaggregation possible with data

Age group, sex, wealth quintile, urban/rural, education attainment

Data availability and access

Data available in SPSS and Stata format
Survey report available at http://dhsprogram.com/pubs/pdf/FR220/FR220.pdf

Data limitations (coverage, accuracy)

Number of missing values in responses to questions on household highest educational attainment

Other information

Questionnaire and tables with sampling errors are available at: http://dhsprogram.com/pubs/pdf/FR220/FR220.pdf

ii. 2010 National Child Labour Survey 2010

Data source

National Child Labour Survey (NCLS) 2010

Agencies responsible for collection and dissemination of data

Central Agency for Public Mobilization and Statistics (CAPMAS)

Data collection date

April/May 2010

Frequency of data collection

Not systematic

Definition of an out-of-school child

The child did not attend school during the time of the survey (reference: survey manual)

Definitions of other education terms

School entrance age	6 years old (reference: survey manual)
Enrolment	Not applicable
Attendance	A child who attended school the current school year (reference: survey manual)
Dropout	Child who stopped attending school
Educational attainment	The highest educational level attended by a person (primary, secondary, tertiary)

Sample design and coverage of data collection sub-population group)

Nationally representative survey.

Smallest administrative area for which statistics on the out-of-school population are statistically accurate

Governorate

Types of disaggregation possible with data

Age group, sex, wealth quintile, urban/rural, education level, work status, employment

Data availability and access (include information on type of data available and procedure to acquire the data)

Household-level data (without personal information) available from CAPMAS upon request
Survey report available at www.capmas.gov.eg/surveys/NCLS2010

Data limitations (coverage, accuracy)

Only children of ages 5-17 are included

Other information

Questionnaire and tables with sampling errors are available at www.CAPMAS.gov.eg

iii. National Workforce Survey 2010

Data source

National Workforce Survey 2012

Agencies responsible for collection and dissemination of data

Central Agency for Public Mobilization and Statistics (CAPMAS)

Data collection date

Beginning each quarter

Frequency of data collection

Quarterly

Definition of an out-of-school child

Child does not attend school during the time of the survey (reference: survey manual)

Definitions of other education terms

School entrance age	6 years old (reference: survey manual)
Enrolment	Not applicable
Attendance	A child who attended school during the current school year
Dropout	Child who stopped attending school
Educational attainment	The highest educational level attended by a person (primary, secondary, tertiary)

Sample design and coverage of data collection sub-population group)

Nationally representative survey

Smallest administrative area for which statistics on the out-of-school population are statistically accurate

Governorate

Types of disaggregation possible with data

Age group, gender, wealth quintile, urban/rural, education level, work status, employment, work hours, economic sector

Data availability and access (include information on type of data available and procedure to acquire the data)

Household-level data (without personal information) available from CAPMAS upon request
Survey report available at www.capmas.gov.eg/surveys/NCLS2010

Data limitations (coverage, accuracy)

Only children of ages 5-17 years old are included

Other information

Questionnaire and tables with sampling errors are available at www.CAPMAS.gov.eg

iv. Survey of Young People in Egypt, 2010

Data source

Young People in Egypt

Agencies responsible for collection and dissemination of data

The Population Council conducted the Survey of Young People in Egypt (SYPE) in collaboration with the Egyptian Cabinet, Information and Decision Support Center

Data collection date

2009

Frequency of data collection

It is done once

Definition of an out-of-school child

Child not currently in school

Definitions of other education terms

School entrance age	Not used in the data collection
Enrolment	Not applicable
Attendance	A child who attended school at any time during the current school year
Dropout	Not used as; not attending a school is used instead
Educational attainment	The highest educational level attended by a person

Sample design and coverage of data collection

Nationally representative survey

Smallest administrative area for which statistics on the out-of-school population are statistically accurate

Governorate level

Types of disaggregation possible with data

Age group, gender, wealth quintile, urban/rural, governorate, region, transport to school, level of education, employment, status of school attendance, reasons for never attending

Data availability and access

Data available in Excel format
Survey report available online at: www.popcouncil.org/projects/SYPE/index.asp

Data limitations (coverage, accuracy)

Does not encompass the first four classes of primary education. Age-based classification begins with 10 to 14 year olds, which represents the final class of primary education

Other information

Questionnaire and tables with sampling errors are available online at:
www.popcouncil.org/projects/SYPE/index.asp

Annex 2 Data quality assessment worksheet

Name of data source:

Ministry of Education (MoE), Al-Azhar

Score Data source assessment criteria:

value

1. **Age: When were the data collected (not published)?**
   - (1) ☐ 6-10 years ago (2003-2007)
   - (2) ☐ 3-5 years ago (2008-2010)
   - (3) ☒ Within the last 2 years (2011-present)

2. **Frequency: How often are the data collected? (Possibility of time series data)**
   - (1) ☐ The data are from a one-time collection
   - (2) ☐ The data are from a repeated or periodic collection (For example: every 3-5 years)
   - (3) ☒ The data are from an annual or semi-annual collection

3. **Accuracy of age data: How are children's age data collected?**
   - (1) ☐ Age data not reported
   - (2) ☐ Age data for children are collected from the teacher or household respondent
   - (3) ☒ Age data for children are collected from official records (birth certificate, etc.)

4. **Ease of access: What is the procedure to acquire access to the dataset in standard format for analysis (raw, unit level)?**
   - (1 ☒ Data access procedure is time consuming and likelihood of access is uncertain
   - (2) ☐ Data access procedure is time consuming and likelihood of access is certain
   - (3) ☐ Data access procedure is not time consuming and likelihood of access is certain

5. **Software expertise required for data analysis: Is there sufficient capacity in the software generally used to analyse this data?**
   - (1) ☐ Insufficient capacity
   - (2) ☒ Some capacity or possibility of training or support
   - (3) ☐ Sufficient capacity

6. **Purpose: To what extent was this data source designed to collect data on education? (Consider whether it includes a specific education module, coverage of appropriate age groups, sample design (if survey))**
   - (1) ☐ Data collection not intended for generating education statistics (labour force, health, etc.)
   - (2) ☐ Data collection is intended for generating statistics on education and other sectors (health and education)
   - (3) ☒ Data collection primarily intended for generating education statistics

7. **Coverage of age data: For which ages are data on current school attendance collected?**
   - (1) ☐ Primary and lower secondary age
   - (2) ☒ Pre-primary to upper secondary age
   - (3) ☐ Pre-primary to tertiary age

8. **Coverage of education levels: For which levels of education are attendance data collected?**
   - (1) ☐ Primary education
   - (2) ☒ Primary and secondary education
   - (3) ☐ Pre-primary to tertiary education

9. **Coverage of educational institution types: Are data collected on (or do they include) all types of educational institutions in the country (Example: public, private, NGO, religious, community or unregistered schools)?**
   - (1) ☐ Data collection excludes some important types of educational institutions
   - (2) ☒ Data collection includes most types of educational institutions
   - (3) ☐ Data collection includes all types of educational institutions

10. **Usefulness for disaggregated data analysis: What is the smallest administrative area for which the data source is designed to provide reliable and representative statistics on out-of-school children?**
    - (1) ☐ National level only
    - (2) ☒ Macro administrative region (for example, state or province) and area of residence (urban/rural)
    - (3) ☐ Micro administrative region (for example, district or village)

11. **Usefulness for identifying characteristics of out-of-school children: To what extent is disaggregation (sub-national analysis) possible with this data source (for example, by age, sex, area, wealth, disability, ethnicity, region, and child labour status)?**
    - (1) ☐ Limited disaggregation possible (for example, only by sex)
    - (2) ☒ Some disaggregation possible, but some important groups are not available (for example, analysis by area of residence and wealth quintile is possible, but not ethnicity or disability)
    - (3) ☐ Significant disaggregation possible, including most high priority groups (for example, by disability, child labour status, etc.)

Consider the definitions of the following key terms used in the data source:
- School participation (What is the definition of "in school"?)
- School dropout (What kind of school absence is considered "dropping out"?)
- Educational attainment
- Other relevant terms

12. **Consistency of education terms: How would you rate these terms on their consistency with standard international definitions? (UIS indicator and education term definitions can be found in Arabic, English and French in the UIS Glossary (www.uis.unesco.org/Pages/Glossary.aspx), and the UIS Global Education Digest)**
    - (1) ☐ Very few education terms are consistent with standard definitions
    - (2) ☐ Some education terms are consistent with standard definitions
    - (3) ☒ Most education terms are consistent with standard definitions

13. **Comparability of education terms: How comparable are the definitions with other national data sources?**
    - (1) ☐ Very few education terms are comparable with other national data sources
    - (2) ☐ Some education terms are comparable with other national data sources
    - (3) ☒ Most education terms are comparable with other national data sources

Additional criteria relevant to household survey data sources

14. **Data coverage of population of interest: To what extent has the data source considered coverage of disadvantaged groups in its data collection (sample design)?**
    - (1) ☒ Sample design does not explicitly consider coverage of disadvantaged groups
    - (2) ☐ Sample design considers coverage of some disadvantaged groups
    - (3) ☐ Sample design considers coverage of many disadvantaged groups

15. **Consistency of age and school participation data: To what extent is there a time lag between the recorded age of children and the start month of the academic year? (In sources with long data collection periods, select the answer covering the majority of cases (>50%)).**

    (1) ☐ Age data are recorded more than 6 months after the start month of the school year (large gap)

    (2) ☒ Age data are recorded between 2 and 6 months after the start month of the school year (small gap)

    (3) ☐ Age data are recorded during the start month of the school year (no gap)

Are there any other advantages or limitations of this data source?

Total score:

31

Annex 3 Statistical tables

Table A3.1 Children enrolled and repetition by grade academic year 2011/2012, girls, boys and total

	Enrolled			Repetition			Repetition rate		
	Girls	Boys	Total	Girls	Boys	Total	Girls (%)	Boys (%)	Total (%)
Primary	4,645,412	4,999,044	9,644,456	119,400	219,041	338,441	2.57%	4.38%	3.51%
Grade One	776,823	818,133	1,594,956	0	0	0	0	0	0
Grade Two	790,186	844,883	1,635,069	14,624	24,011	38,635	1.85%	2.84%	2.36%
Grade Three	766,932	818,471	1,585,403	13,328	23,489	36,817	1.74%	2.87%	2.32%
Grade Four	779,947	847,174	1,627,121	23,656	44,940	68,596	3.03%	5.30%	4.22%
Grade Five	767,074	829,000	1,596,074	23,432	44,993	68,425	3.05%	5.43%	4.29%
Grade Six	764,450	841,383	1,605,833	44,360	81,608	125,968	5.80%	9.70%	7.84%
Preparatory	2,051,791	2,107,054	4,158,845	151,870	184,884	336,754	7.40%	8.77%	8.10%
Grade One	724,882	757,373	1,482,255	76,700	98,096	174,796	10.58%	12.95%	11.79%
Grade Two	680,047	698,471	1,378,518	33,931	40,871	74,802	4.99%	5.85%	5.43%
Grade Three	646,862	651,210	1,298,072	41,239	45,917	87,156	6.38%	7.05%	6.71%

Table A3.2 Children enrolled and repetition by grade in academic year 2011/2012, public and private schools and total

	Enrolled			Repetition			Repetition rate		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Primary	8,804,286	840,170	9,644,456	336,447	1,994	338,441	3.82%	0.24%	3.51%
Grade One	1,442,165	152,791	1,594,956	0	0	0	0.00%	0.00%	0.00%
Grade Two	1,484,889	150,180	1,635,069	38,099	536	38,635	2.57%	0.36%	2.36%
Grade Three	1,442,397	143,006	1,585,403	36,507	310	36,817	2.53%	0.22%	2.32%
Grade Four	1,491,476	135,645	1,627,121	68,214	382	68,596	4.57%	0.28%	4.22%
Grade Five	1,464,355	131,719	1,596,074	68,131	294	68,425	4.65%	0.22%	4.29%
Grade Six	1,479,004	126,829	1,605,833	125,496	472	125,968	8.49%	0.37%	7.84%
Preparatory	3,897,053	261,792	4,158,845	335,765	989	336,754	8.62%	0.38%	8.10%
Grade One	1,395,198	87,057	1,482,255	174,497	299	174,796	12.51%	0.34%	11.79%
Grade Two	1,288,100	90,418	1,378,518	74,597	205	74,802	5.79%	0.23%	5.43%
Grade Three	1,213,755	84,317	1,298,072	86,671	485	87,156	7.14%	0.58%	6.71%

Table A3.3 Children enrolled and dropped out (two years) by grade in academic year 2011/2012, girls, boys and total

	Enrolled			Dropped out			Dropout rate		
	Girls	Boys	Total	Girls	Boys	Total	Girls (%)	Boys (%)	Total (%)
Primary	4,645,412	4,999,044	9,644 456	25,639	43,801	69,440	0.55%	0.88%	0.72%
Grade One	776,823	818,133	1,594,956	91	107	198	0.01%	0.01%	0.01%
Grade Two	790,186	844,883	1,635,069	1,042	1,481	2,523	0.13%	0.18%	0.15%
Grade Three	766,932	818,471	1,585,403	3,046	5,085	8,131	0.40%	0.62%	0.51%
Grade Four	779,947	847,174	1,627,121	4,424	7,802	12,226	0.57%	0.92%	0.75%
Grade Five	767,074	829,000	1,596,074	6,172	11,126	17,298	0.80%	1.34%	1.08%
Grade Six	764,450	841,383	1,605,833	10,864	18,200	29,064	1.42%	2.16%	1.81%
Preparatory	2,051,791	2,107,054	4,158,845	22,530	16,589	39,119	1.10%	0.79%	0.94%
Grade One	724,882	757,373	1,482,255	11,275	9,543	20,818	1.56%	1.26%	1.40%
Grade Two	680,047	698,471	1,378,518	5,005	3,909	8,914	0.74%	0.56%	0.65%
Grade Three	646,862	651,210	1,298,072	6,250	3,137	9,387	0.97%	0.48%	0.72%

Table A3.4 Enrolled and dropout children (two years) by grade in academic year 2011/2012, public and private school and total

	Enrolled			Dropped out			Dropout rate		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Primary	8,804,286	840,170	9,644,456	69,119	321	69,440	0.79%	0.04%	0.72%
Grade One	1,442,165	152,791	1,594,956	184	14	198	0.01%	0.01%	0.01%
Grade Two	1,484,889	150,180	1,635,069	2,421	102	2,523	0.16%	0.07%	0.15%
Grade Three	1,442,397	143,006	1,585,403	8,069	62	8,131	0.56%	0.04%	0.51%
Grade Four	1,491,476	135,645	1,627,121	12,176	50	12,226	0.82%	0.04%	0.75%
Grade Five	1,464,355	131,719	1,596,074	17,262	36	17,298	1.18%	0.03%	1.08%
Grade Six	1,479,004	126,829	1,605,833	29,007	57	29,064	1.96%	0.04%	1.81%
Preparatory	3,897,053	261,792	4,158,845	39,022	97	39,119	1.00%	0.04%	0.94%
Grade One	1,395,198	87,057	1,482,255	20,790	28	20,818	1.49%	0.03%	1.40%
Grade Two	1,288,100	90,418	1,378,518	8,869	45	8,914	0.69%	0.05%	0.65%
Grade Three	1,213,755	84,317	1,298,072	9,363	24	9,387	0.77%	0.03%	0.72%

Table A3.5 Out-of-school children, Dimensions 1, 2 and 3, by age, gender and level of education

Age	Girls			Boys			Total		
	Dimension 1, Pre-primary	Dimension 2, Primary	Dimension 3, Preparatory	Dimension 1, Pre-primary	Dimension 2, Primary	Dimension 3, Preparatory	Dimension 1, Pre-primary	Dimension 2, Primary	Dimension 3, Preparatory
5	68.5%			69.9%			69.2%		
6		1.9%			1.3%			1.6%	
7		4.6%			4.0%			4.3%	
8		1.5%			1.4%			1.4%	
9		2.8%			2.3%			2.5%	
10		2.7%			2.9%			2.8%	
11		2.1%			1.2%			1.6%	
12			4.4%			5.0%			4.7%
13			7.0%			7.6%			7.3%
14			9.0%			6.6%			7.8%

Table A3.6 Children at risk of dropping out, Dimensions 4 and 5, by age, gender and level of education

Age	Dimension 4, Primary			Dimension 5, Preparatory		
	Girls	Boys	Total	Girls	Boys	Total
5	2.9%	1.7%	2.3%			
6	2.9%	1.7%	2.3%			
7	2.6%	1.7%	2.2%			
8	2.1%	1.3%	1.7%			
9	1.7%	0.9%	1.3%			
10	1.2%	0.6%	0.9%			
11	0.1%	0.1%	0.1%	8.3%	9.9%	9.1%
12	0.3%	0.2%	0.2%	8.1%	9.7%	8.9%
13	0.4%	0.2%	0.3%	3.6%	4.7%	4.2%
14	0.5%	0.2%	0.3%	0.8%	1.3%	1.0%
15	0.4%	0.0%	0.1%	1.2%	1.8%	1.5%
16				1.3%	1.7%	1.5%
17				0.7%	0.8%	0.7%

Table A3.7 Out-of-school children by gender, rural/urban and wealth quintile

	Categories of out-of-school children (%)				Categories of out-of-school children (population)			
	Dropped out	Likely to enter by age 17	Likely to never enter	Total out-of-school children	Dropped out	Likely to enter by age 17	Likely to never enter	Total out-of-school children
Primary age								
Female	20.4	19.1	60.5	5.1	49,927	46,707	148,271	244,905
Male	39.0	23.5	37.5	3.8	73,945	44,552	71,191	189,687
Urban	36.3	24.5	39.2	3.1	43,279	29,270	46,729	119,278
Rural	25.6	19.3	55.1	5.3	80,604	61,009	173,701	315,314
Poorest quintile	21.8	10.6	67.6	10.6	53,683	26,210	166,617	246,511
Richest quintile	8.3	71.5	20.2	1.1	1,561	13,442	3,795	18,798
Preparatory age								
Female	56.2	0.3	43.5	13.6	175,654	979	136,050	312,683
Male	76.2	1.0	22.9	13.7	252,023	3,154	75,640	330,816
Urban	75.4	1.7	22.9	8.3	119,266	2,713	36,281	158,259
Rural	63.6	0.3	36.2	17.2	308,447	1,409	175,468	485,324
Poorest quintile	51.2	0.8	47.9	28.2	164,128	2,664	153,589	320,382
Richest quintile	74.5	0.0	25.5	1.9	12,275	-	4,202	16,477

Source: Compiled from spread sheets produced by UNESCO Institute for Statistics.

Table A3.8 Children's activities by gender, level of education and age group (ages 5-17 years old)

Gender	Boys			Girls		
Level of education	Pre/Prim	Prep	Second	Pre/Prim	Prep	Second
Age	5-11	12-14	15-17	5-11	12-14	15-17
School (%)	85.8	92.1	81.4	85.4	92.6	79.9
Economic activity (%)	5.8	20.0	35.3	2.2	6.5	10.2
Unpaid household services (%)	55.3	73.5	68.5	58.0	85.9	89.9
School + economic activity + unpaid household services (%)	4.0	11.3	13.8	1.7	4.6	4.5
School + economic activity (%)	1.2	3.6	6.0	0.2	0.2	0.2
School + + unpaid household services (%)	47.2	57.9	45.3	51.6	74.7	66.4
Economic activity + + unpaid household services (%)	0.4	2.9	7.7	0.2	1.6	4.9
School only (%)	33.4	19.5	16.2	32.0	13.0	8.8
Economic activity only (%)	0.3*	2.3**	7.8	0.1*	0.1**	0.7
Unpaid household services only (%)	3.7	1.5	1.7	4.5	5.0	14.1
Inactive (idle) (%)	3.2	1.2	1.4	3.2	0.7	0.5
Number of children in '000s	**4,637**	**2,119**	**2,019**	**4,440**	**2,060**	**1,876**

Source: National Child Labour Survey 2012.

* Represents Dimensions 1 and 2.
** Estimate is limited to ages 6-17 to exclude children under school age.

Annex 4 Core and national teams of study

A. Core Team

- Abdel Nasser Bayoumi – Policies and Strategic Planning Unit
  - Contact person for UNESCO Institute for Statistics
- Mohsen Sadek – Information and Technology Department
  - Provided the administrative data at various levels
- Khaled Nasr El-Den – Policies and Strategic Planning Unit
  - Frame of reference from studies relating to out-of-school children (research centres and development programmes)
- Kasem Anwar – International Cooperation Unit
  - Provided information on decisions legislations and administrative systems relating to out-of-school children, as well as the coordination and follow up work for both focus team and national teams.
- Enas Hegazy, Amera Fouad and Mohammed Ragheb
  - Prepared the draft of data collection tools, analysis of household surveys, data analysis and study reports

B. National team

- Professor Dr. Reda Mohammed Add Al-satar,   National Center for Educational Research
- Researcher Dr./Eman Shawky,   National Center for Educational Research
- Dr. Kaderia said Ali   General Directorate of Education, Central Agency for Public Mobilization and Statistics
- Mr. Ahmed Almait   General Department for Information at Al-Azhar
- Ms. Fayza Mahmoud Abl Hamid   General Department for Community Education
- Ms. Nermine Zanaty Abd El-hamid   Central Department for Primary Education
- Ms. Rana Abd El- Fatah Halawa   General Department for Private Education
- Mr. Mohammed Ibrahim Mohammed   General Department of NGOs

Annex 5 Members of focus groups for legislation and educational statistics

Legislations/OOSCI-related issues:

- General Directors of:
    - Elementary education
    - Preparatory
    - Private education
    - NGOs involved in education and school feeding programmes
    - Community education
    - Inspections and follow-up agency
    - Decentralization
- National Center for Educational Research and Development
- Social Education Advisor
- Quality Office
- Information and Technology Department

Statistics:

- National Center for Educational Research and Development
- Professor Dr. Reda Mohammed Add Alsatar
- Researcher Dr. Eman Shawky

General Directorate of Education, Central Agency for Public Mobilization and Statistics

- Dr. Kaderia said Ali
- Ms. Mona Khalifa Ahmed
- Ms. Suzan Abdel Rahaman Ahmed

General Department for Information at Al-Azhar

- Mr. Ahmed Fouad Mebad
- Mr. Hazem Farid Mohamed
- Mr. Yousif Abdel Magid Yousif
- Mr. Said Ismail Said Mohammed
- Mr. Mohammed El-sayed Mohammed

Ministry of Education

- Mr. Abd Elnaser Bayomy
- Mr. Kasem Anwar
- Ms. Malak Gamal
- Ms. Manal

Annex 6 Analysing the responses of sample teachers in Ashmoun Education Department based on a questionnaire on high dropout rate and non-attendance of school[42]

The following outline and table show the main reasons for non-attendance, late attendance and dropping out, according to the order of highest percentage of responses in the research sample:

Non-attendance of school is the result of the following barriers:

- Family is not aware of the value of education;
- Needed at home to look after children, elderly and/or parents?;
- Losing one or both parents.

Late school attendance is the a result of the following barriers:

- Family is not aware of the value of education;
- Looking after the children, elderly and parents.

Dropping out of primary school is a result of the following barriers:

- Family values are against education;
- Girls' education is not encouraged;
- Looking after children, elderly and parents;
- Family is not aware of the value of education;
- Bad friends;
- Parents' illiteracy.

Dropping out of preparatory school is a result of the following barriers:

- Family is not aware of the value of education;
- Looking after children, elderly and parents;
- Economic and social return of education is not clearly identified;
- Household burdens;
- Bad friends;
- Dissatisfaction with academic achievement level in primary school;
- Illiteracy is prevalent in the surrounding environment;
- Violence is prevalent in the surrounding environment;
- Family values are against education;
- Girls' maturity and adolescence;
- Documenting school attendance is neglected;
- Employing inappropriate teaching methods at school;
- Lack of regular communication between parents and school.

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[42] N= 200.

Table A6.1 Reasons for non-attendance, late attendance and dropping out, according to responses in the research sample

| Barriers relating to supply and demand sides	Non-attendance	Late attendance	Dropped out of primary school	Dropped out of preparatory school
First: Social-culture barriers related to the demand for education (family)				
Dissatisfaction with academic achievement at primary schooling	47%	47%	66%	70%
Economic and social return of education is not identified	50%	66%	63%	74%
Large number of family members (as compared to income and house area)	64%	60%	67%	69%
Parents' illiteracy	64%	60%	70%	64%
Family is not aware of the value of education	73%	79%	70%	83%
Household burdens	53%	60%	63%	73%
Losing one or both parents	70%	67%	66%	69%
Home violence	51%	57%	60%	64%
Looking after children, elderly and parents	73%	77%	73%	76%
Bad friends	61%	57%	73%	74%
Spread of illiteracy in the surrounding environment	67%	60%	54%	70%
Violence in the surrounding community	47%	59%	69%	70%
Prior negative perceptions of school life and requirements	43%	41%	64%	64%
Bad ideal within the family	63%	64%	76%	74%
Lack of interest in female education	64%	60%	73%	51%
Preferring second-chance schools	29%	29%	37%	40%
Children attracted to the entertainment provided in the environment outside school	60%	67%	41%	64%
Girls' maturity and adolescence	59%	47%	66%	70%
Second: Economic barriers related to the demand for education (family)				
Tuition fees and other fees relating to free-of-charge education	17%	17%	64%	63%
The costs of lost chances and available support of family return sources	36%	19%	61%	69%
Losing a source of income as a result of children's school attendance				
Differences in economic and social levels within the school	23%	29%	36%	61%
Difficult to provide the child with food upon attending school	39%	30%	40%	34%
Economic consequences of emergencies	16%	17%	27%	67%
Spread of child labour	34%	27%	26%	23%
Bad geographic environment	19%	24%	23%	23%
Private tutoring courses	17%	23%	27%	27%

Barriers relating to supply and demand sides	Non-attendance	Late attendance	Dropped out of primary school	Dropped out of preparatory school
Third: Teaching and learning environment barriers				
1. Infrastructure				
School is distant from home	29%	23%	16%	39%
Shortage of transportation	26%	20%	29%	33%
High destiny in classrooms	20%	17%	17%	31%
Night school	26%	23%	26%	57%
Poor conditions of school facilities and buildings	21%	26%	29%	64%
Lack of water/drainage utilities	20%	17%	31%	64%
Lack of capacities for dealing with children with special needs	10%	56%	21%	19%
Lack of sports programmes and outdoor activities	73%	61%	61%	64%
Shortage in the number of teachers	21%	17%	26%	69%
2. School books				
Lack of sufficient number of teaching books and subjects	26%	19%	51%	60%
School books written in a language not suitable for children	59%	61%	53%	59%
3. School and classroom management				
No regard paid to individual differences	59%	46%	61%	64%
Documenting school attendance is neglected	51%	61%	59%	76%
Employing inappropriate teaching methods	20%	26%	61%	73%
Failure to integrate values/local culture	41%	29%	53%	61%
Ineffective evaluation methods	40%	47%	60%	53%
Assistance provided to children with special needs is insufficient	19%	46%	56%	69%
Unbalanced teacher-child relationship	67%	57%	46%	64%
Lack of regular communication between parents and school	67%	61%	54%	71%
Lack of social worker specialists	46%	53%	53%	61%
Ineffective board of trustees/parent councils	30%	45%	60%	61%
Lack of safety at school/school violence				
Sexual harassment	21%	24%	27%	26%
Employing non-educational techniques for reward and punishment	30%	46%	51%	56%
Aggression against schools	21%	29%	20%	29%
Spread of communicable disease	23%	17%	26%	29%
Violence among children	21%	26%	29%	23%

Analysis indicates that about 70 per cent of the study respondents agree that the absence of perceived education value for the family is a common impediment that leads to non-attendance, late attendance and dropping out of school, at both primary and preparatory school levels. Another common impediment mentioned was "looking after children, elderly and parents". The common reasons for dropping out from primary and preparatory stages include "friends and bad fellowship" and "bad example in the family".

Many other barriers were considered reasons for non-attendance or dropping out *(see Table A6.1)*. In most cases, these barriers do not work alone, but interact with each other to form a pattern or profile increasing the likelihood of non-attendance or dropping out of school. At the same time there is an age dynamic for interpreting the appearance and disappearance of some barriers, for example parents illiteracy may not be a reason for non-attendance or late attendance of school, as they want their children to be educated, but if children seek their parents' help in lessons after attending primary school, their parents' illiteracy becomes an impediment. This appears particularly in families at a poor economic level with illiterate parents and no money for tutorials. This pattern may disappear at the preparatory stage, as children's dependence on their parents, who hold the primary certificate, is not required under curricula and subjects.

Figure A6.1 shows the relationship between the four dimensions under consideration in the study and the key five factors for dropping out of school as per the highest percentages of the study sample. It is clear that social factors represent the greatest impediment that leads to non-attendance, late attendance and dropping out of primary and preparatory school. Other factors have relatively equal influence on dropping out of primary school, while as regard to dropping out of preparatory school, the school management, infrastructure and teaching environment come second after social factors in terms of influencing dropping out.

Figure A6.1 Percentage weights of the major five barriers to school attendance, delayed entry and dropping out of school
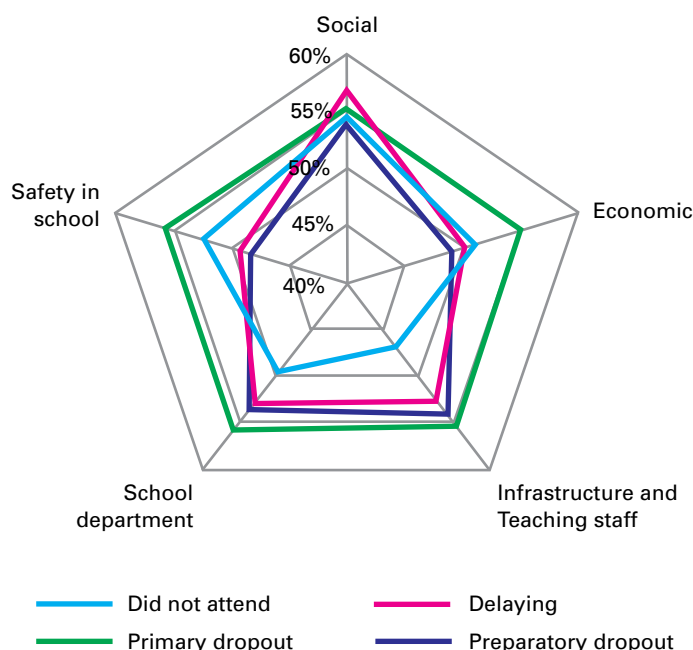
Annex 7 Number and percentage of children, 6-18 years old, who drop out of school at primary and preparatory levels

Governorates	Gender					
	Males		Females		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Cairo	204	1.9	180	1.8	384	1.8
Alexandria	315	5.8	234	4.6	549	5.2
Port Said	17	2.2	2	0.3	19	1.3
Suez	23	3.1	6	0.8	29	2.1
Damietta	96	5.6	16	1	112	3.4
Dakahleya	436	5.6	144	2	580	3.9
Al Sharqia	260	3	139	1.8	399	2.4
Kaliobeya	319	4.8	248	4.2	567	4.5
Kafr El Sheikh	232	5.9	102	2.8	334	4.4
Gharbia	293	5	149	2.7	442	3.8
Almonofiyah	369	7.3	192	4	561	5.7
Beheira	392	5.3	346	5	738	5.1
Ismailia	48	3.2	45	3.3	93	3.2
Giza	417	4.3	435	4.9	852	4.6
Beni Suef	322	7.9	237	6.4	559	7.2
Fayoum	493	10.9	267	6.6	760	8.9
Minya	468	6	351	5	819	5.5
Assiut	503	7.5	338	5.8	841	6.7
Sohag	350	5	279	4.6	629	4.8
Qena	101	2.5	86	2.2	187	2.4
Aswan	18	1	41	2.3	59	1.7
Luxor	35	2.2	41	2.6	76	2.4
Red Sea	0	0	0	0	0	0
New Valley	0	0	0	0	0	0
Matrouh	84	12.1	67	11.2	151	11.7
North Sinai	17	2.6	13	2	30	2.4
South Sinai	22	7.4	13	6.3	35	6.9
Total	5,835	5.0	3,972	3.7	9,807	4.4

Source: Labour Force Research Bulletin, 2012.

Annex 8 Initial analysis of data on children who drop out of primary education[43]

Children who drop out of primary education require special attention in considering the barriers that hinder completing their education. These children have already attended school, but have dropped out although they have a successive two-year chance to go back to school without the need for any administrative procedures. However they choose to remain out of school for reasons that may relate to school, family or the environment, or for reasons that may be connected to personal characteristics of the student that make learning and staying in regular schooling difficult.

This primary analysis seeks to find the administrative and geographical factors that may be relevant for identifying and addressing this phenomenon.

Table A8.1 Education departments distributed by gender and education level in descending order by total number of children who have dropped out

Order	Level of education	Elementary			Preparatory			Primary		
	Directorate	Males	Females	Total	Males	Females	Total	Males	Females	Total
1	Gharbia						Western El-Mahalla			
2	Cairo									
3	Assiut					Assiut			Assiut	
4	Beheira									
5	Alexandria	Muntazah	Muntazah	Muntazah						Muntazah
6	Kaliobeya									
7	Dakahleya									
8	Al Sharqia									
9	Sohag									
10	Beni Suef									
11	Giza									
12	Almonofiyah									
13	Minya				Malawy					
14	Damietta							Damietta		

Table A8.1 includes the education directorates arranged in descending order by the number of children who have dropped out according to gender and total for elementary and preparatory stages, and primary education as a whole. The table shows that the departments having the highest number of children who drop out do not belong to the directorates having the highest number of dropouts. For example, Cairo does not include any of the directorates with the highest number and the same is true for Giza. On the contrary, Damietta, for example, is at the bottom of the list for the number of dropouts, but it contains Damietta department, which has the highest number of males who have dropped out in primary education.

It is clear from the table that the directorates containing the departments with the highest numbers of children who drop out at elementary stage does not necessarily include the highest number of children who drop out in the departments in preparatory education, as is the case in Alexandria. On the other hand, the directorates containing the departments with the highest numbers of males who drop out may not include the highest number of females who drop out. For example, the highest number of males who dropout is in Malawy department in Menya directorate, while the highest number of females who dropout is in Assiut department in Assiut directorate.

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[43] Source: Information Department, Ministry of Education.

Table A8.2 Distribution of schools having the highest number of children who drop out by education directorate, department and education level

Directorate	Education departments	Level	School name	Number
Beni Suef	Nasser	Primary	Salah Salem New School for Boys	257
Assiut	al-Manfaluti	Primary	Al-Atamna, mixed-gender school	170
Alexandria	Amreya	Primary	Al-Nahda, mixed-gender primary school	126
Beheira	Abu el-Matamir	Preparatory	Ganaklis Preparatory School	129
Beheira	Abu el-Matamir	Preparatory	Mostafa Abdel Wahab Preparatory School	123
Beheira	Abu el-Matamir	Preparatory	Younis Arkob for Girls	91

Figure A8.1 Relationship between number of children who drop out and classroom density in more than 50 schools in the primary stage
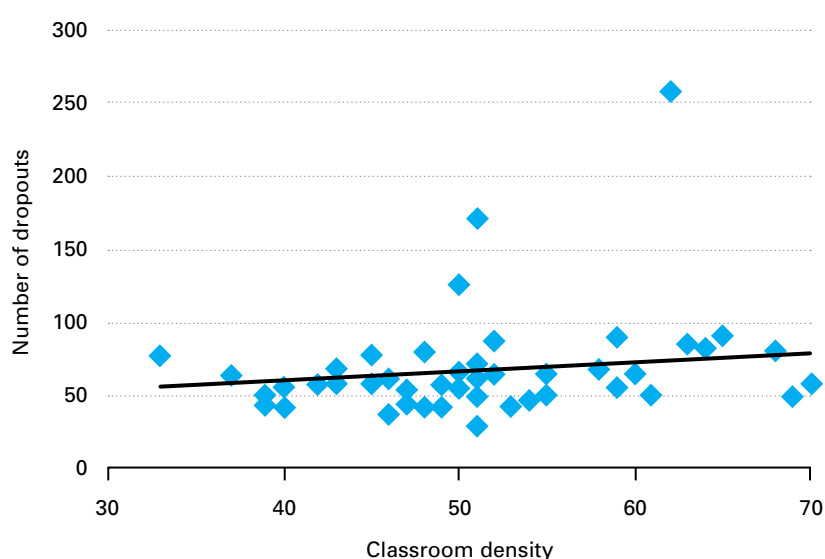

Table A8.2 shows that the primary school concerning the number of dropouts is Salah Salem High School for Boys of Nasser directorate in Beni Suef governorate that includes the highest departments concerning the number of dropouts as indicated by the previous table. Regarding preparatory education, the highest three schools in the number of dropouts are in Abu el-Matamir department, which is not classified among the highest departments in the number of dropouts.

Figures A8.1 and A8.2 indicate that there is a semi inverse relationship between classroom density and the number of children who drop out in the primary and preparatory stages. This suggests that classroom congestion is not the only cause of children dropping out. Other factors may decrease the negative effect of classroom density, such as training teachers to deal with large classroom sizes. Another factor that may be taken into account is the percentage of children in actual attendance, as classroom density is calculated according to the number of enrolled children rather than those who attend regularly.

Data in Table A8.3 compares schools that have the highest and lowest dropout rates in light of the average of selected statistical indicators and classified according to education levels.

Table A8.3 Comparing selected indicators from schools having the highest and lowest dropout rates by education level

Indicator	Elementary education N=100		Preparatory education N=100		Primary education	
	Low	High	Low	High	Low	High
Total children	776	1,246	627	665	705	952
Classrooms	16	23	14	15	15	14
Teachers	27	38	35	35	29	32
School department	3	3	4	3	3	3
Total executives	6	6	13	8	9	7
Total specialists	3	4	6	5	5	4
Social specialists	2	3	3	2	3	3
Total child labourers	2	2	2	2	2	2
Pupil/teacher ratio	36	39	24	25	23	32
Classroom density	47	54	43	43	48	54
Pupil/specialist ratio	352	609	325	378	263	491
Number of children who drop out	0	69	1	46	1	58
Percentage of children who drop out	0%	6%	0%	8%	0%	7%

The schools with high dropout rates contained the highest number of children, classrooms, teachers and social specialists at elementary level. From the table, it is also clear that the increasing number of children does not appropriate the number of available resources, as classrooms density and percentages of children for teachers and social specialists was higher than that of the schools of low dropout rate.

This is the same condition in the preparatory stage or primary education as a whole, as low dropout rates were accompanied by fewer children in the classroom and fewer children per teacher and social specialist.

Figure A8.2 Relationship between number of children who drop out and classroom density in more than 50 schools at the preparatory stage
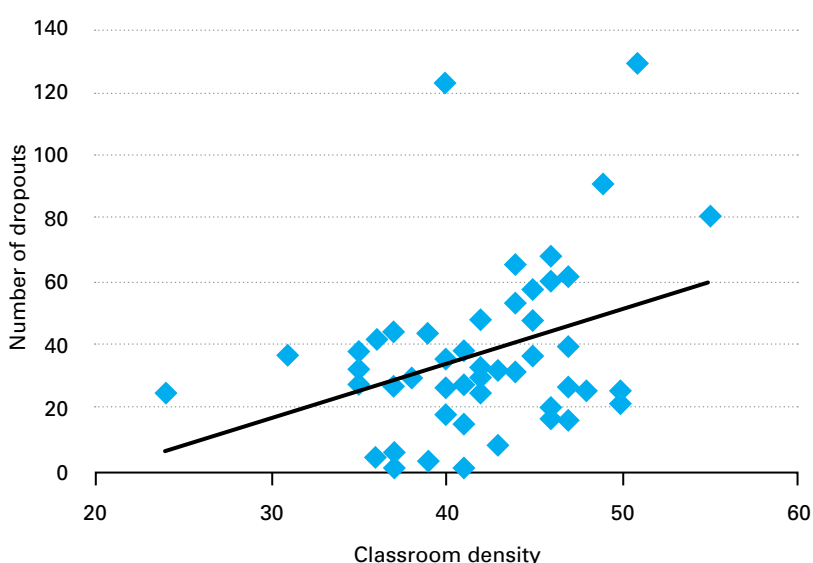
The purpose of the analysis is to direct the policies related to decreasing dropout rates away from being limited to analysing data at the directorate level, as this may lead to obscuring the education departments that suffer most. At the education department level, it is possible to target the specific schools that have the worst problems from children dropping out. However, this does not prevent each administrative level from making the decisions that fall within its jurisdiction. Building classrooms, and appointing new teachers and social specialists, which contribute to reducing classroom density and provide equal opportunity, is the responsibility of the central level. Distribution and benefiting from resources is the responsibility of the education directorates and departments, in addition to provision of training and raising efficiency. Schools are responsible for undertaking the burden of providing education services, establishing direct communication with children and parents, and utilizing the available resources represented in teachers, social specialists, school management and trustee councils to overcome the barriers hindering children from attending school. This will allow children to complete their education process. Schools also need to be responsible for detecting the children likely to drop out early and work to help them stay in school. Eliminating the problem of children dropping out is based on each education administration level implementing its role in cooperation with local communities to create a supportive environment for teaching and learning.

Annex 9 Example for child labour leading to children dropping out of school: Gold exploration

Published in Al-Masry Al-Youm, 9 October 2013, Issue 3405

Dreaming of "gold" motivates Sheikh Al-Shazly's children to drop out

By Mohamed Soliman

About 40 per cent of children enrolled in Abu Al-Mahasen Al-Shazly School, Marsa Alam, dropped out of school since the beginning of the new school year. Naguib Salam, Headmaster of the School, stated that parents take their children with them in their search for gold through gold exploration missions in the Eastern Desert, or hire their children out to illegal gold exploration gangs. Mr. Salam went on to note that the phenomenon of children dropping out is experiencing a rapid increase, a fact which poses a threat that the school will have no children at all over the forthcoming years, as a large number of parents are tempted by the huge amounts paid to children and youth for their work in gold exploration.

In the course of a visit paid by General Ahmed Abdullah, Governor of Red Sea, to Sheikh Al-Shazly Village, 150 kilometres to the southwest of Marsa Alam, Mr. Salam asserted that a number of children attend school with large amounts of money. As much as up to EGP 200 per day is being paid for their work in gold exploration missions. This high paying opportunity encourages the other children to stay away from or even drop out of school to work. Mr. Salam strongly urged that the law should be applied to parents who motivate their children to drop out of school at primary education level.