

Linking **EDUCAIDS** with other on-going initiatives

An overview
of opportunities
An assessment
of challenges



United Nations
Educational, Scientific and
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LIST OF ACRONYMS

AFT	American Federation of Trade Unions
CDC	US Centres for Disease Control and Prevention
DESD	UN Decade of Education for Sustainable Development
DfID	UK Department for International Development
EDC	Education Development Center
EI	Education International
EFA	Education for All
EMIS	Education Management Information System
EPDF	Education Programme Development Fund
FNV	Dutch Federation of Trade Unions
FRESH	Focusing Resources on Effective School Health
FTI	Fast Track Initiative
GTT	Global Task Team
IATT	Inter-Agency Task Team (on Education)
IIEP	International Institute for Educational Planning
ILO	International Labour Organization
HEARD	Health Economics and HIV/AIDS Research Division
LIFE	Literacy Initiative for Empowerment
MTT	Mobile Task Team
PCD	Partnership for Child Development
PDR	People's Democratic Republic
PRSP	Poverty Reduction Strategy Paper
TTISSA	Teacher Training Initiative for sub-Saharan Africa
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGASS	United Nations General Assembly Special Session on HIV/AIDS
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WPHRE	World Programme for Human Rights Education
WB	World Bank
WHO	World Health Organization
WFP	World Food Programme



EXECUTIVE SUMMARY

This paper was commissioned by the United Nations Educational, Scientific and Cultural Organization (UNESCO) to review the linkages and synergies between EDUCAIDS, the UNAIDS Global Initiative on Education and HIV & AIDS, and other initiatives in the field of HIV and AIDS. EDUCAIDS is one of UNESCO's three core Education for All (EFA) initiatives and focuses specifically on supporting national governments and their partners in developing comprehensive and scaled-up education sector responses to HIV and AIDS, with the dual objective of preventing the spread of HIV through education and of protecting education systems against the worst effects of the epidemic. This paper documents the similarities and differences between EDUCAIDS and selected initiatives, identifies current and potential links, and provides recommendations on how synergies and linkages can be strengthened. The analysis in this review was done on the basis of a document review and interviews with partners from the majority of the initiatives selected by UNESCO for this study.

Five kinds of initiatives were reviewed. The first concerns programmes that have been put in place with a specific focus on HIV and AIDS. The second includes examples of initiatives with a broader focus (such as promoting sustainable development and enhancing school health) and which, through their activities, address a number of priority areas, including HIV & AIDS and education. The third is constituted by 'thematic initiatives' which address HIV and AIDS from a particular defined priority, for example by focusing on children. These initiatives include education as one of their strategies. The fourth kind of initiative concerns frameworks for operation at country level such as the 'Three Ones', the United Nations Development Assistance Framework (UNDAF) and the UN country teams on HIV and AIDS. Finally, the analysis also considers the synergies and differences between EDUCAIDS and the UNAIDS Inter-Agency Task Team (IATT) on Education.

The study concludes that EDUCAIDS is seen by most partners as a useful and worthwhile initiative and that its overall focus in many ways complements the on-going work in HIV & AIDS and education, in particular by offering a comprehensive framework for action at country level. Various areas of synergy and complementarity between EDUCAIDS and the initiatives reviewed were identified by the partners interviewed. These priority areas include:

- A strong potential role for EDUCAIDS to support on-going work through high level advocacy both nationally and internationally on the important role that education can play in the response to HIV and AIDS. This role was considered particularly important in the context of EFA.

- An important complementary role of EDUCAIDS to on-going training and capacity-building both in ministries and development agencies through the development of resources for implementation (such as case studies, briefs and other 'implementation support tools').
- A strong role for EDUCAIDS in encouraging partners to work towards developing priority research agendas in education and HIV & AIDS, in disseminating the results of research and in enhancing capacity to use research as an input into improved and scaled-up programmes.
- An important complementary capacity-building function among Ministry of Education staff and partners in key currently unaddressed areas.

All of these are in fact areas that are foreseen in the EDUCAIDS framework document (2006), although the degree of emphasis on each area varies. These were also all areas in which partners felt that UNESCO has a comparative advantage and can build on its strengths and credibility to address what are currently perceived by partners as 'gaps' in approaches to education and HIV & AIDS.

Additional areas that were identified as gaps and that are not specifically part of the EDUCAIDS framework document include the importance of achieving consensus around a set of key HIV & AIDS and education indicators, and a key role in monitoring of impact (specifically within the education sector).

In general, the review identified a need for better communication on EDUCAIDS to ensure clarity on the initiative. In particular, there is a need to clarify: a) that the key focus of EDUCAIDS is on scaling up comprehensive responses to HIV & AIDS in education by working through country-level coordination and partnerships; b) the 'fit' of EDUCAIDS with other on-going initiatives; and c) the distinction between EDUCAIDS and other UNESCO- and UNAIDS-supported initiatives such as the UNAIDS IATT on Education.

The review further identified potential areas of overlap which EDUCAIDS will need to take into account, in particular with respect to work already done through other initiatives in conducting situation analyses and gap analyses as well as in training and support. The fact that EDUCAIDS will develop country-specific approaches was identified as an important element for avoiding such an overlap, as was the need for ensuring that lessons learnt in the context of some of the more relevant initiatives in HIV & AIDS and education are incorporated into the design of these country level strategies.

1

OVERVIEW

This paper is divided into seven sections. Following a brief outline of the EDUCAIDS initiative in section two, section three outlines the purpose of this paper while section four summarises the methodology used in this analysis. Section five documents in some detail a number of major initiatives to support comprehensive education sector responses to HIV and AIDS. For each

of these initiatives, current and potential areas of collaboration with EDUCAIDS are identified. This section includes a summary of recommendations on how to strengthen synergies between the various initiatives. Section six, the final section of the paper, summarises key conclusions and recommendations.

2

INTRODUCTION TO EDUCAIDS

EDUCAIDS is a UNESCO-led multi-country partnership initiative that was launched in March 2004 by UNAIDS. Its two main objectives are to prevent the spread of HIV through education and to protect education systems from the worst effects of the epidemic. Central to the achievement of these objectives is EDUCAIDS' focus on supporting governments and their partners in implementing and scaling up comprehensive national education sector responses to HIV and AIDS at the country level. EDUCAIDS aims to be country-focused and country-led while at the same time seeking to build global advocacy and to strengthen partnerships for joint action on education and HIV & AIDS.

systems; and e) approaches and illustrative entry points. EDUCAIDS will thus be supporting countries to ensure that their approach to HIV and AIDS is comprehensive and covers these five dimensions.

UNESCO is organising regional training workshops to orient its education officers and then other country partners on EDUCAIDS from the second half of 2006. The purpose of these workshops will be to support the undertaking of needs assessments, to assist in the establishment of solid action plans and to support the development of strategies for successful resource mobilisation so that the action plans can be fully implemented.

At the country level, EDUCAIDS focuses on assisting all partners to identify key initiatives that need to be put in place in order to address the pandemic in a comprehensive and effective manner. A central element of this approach at the country level is a joint partner/stakeholder situation and needs analysis. This analysis focuses on identifying what elements of an effective response are currently in place and what key initiatives need to be developed to ensure that the pandemic is effectively addressed. A second key element at the country level is using this assessment to: a) develop a coordinated and inclusive strategy for addressing the identified gaps; b) support governments and partners to scale up the response to HIV and AIDS; and c) mobilise resources (particularly at the country level) to address the identified priorities. Finally, also at the country level, the emphasis is on promoting a comprehensive approach which in the EDUCAIDS framework (UNESCO 2006a) consists of five essential components, these being: a) quality education, including cross-cutting principles; b) content, curriculum and learning materials; c) educator training and support; d) policy, management and

At the global level, EDUCAIDS focuses on advocacy and partnership-building. EDUCAIDS is one of UNESCO's three core EFA initiatives, together with the Literacy Initiative for Empowerment (LIFE) and the Teacher Training Initiative for sub-Saharan Africa (TTISSA). Coordination of EDUCAIDS at the global level includes advocacy for better linkages between EFA and efforts to address HIV and AIDS, identification of research and knowledge-building priorities for improved planning and resource management, joint development of technical materials, and intensive collaboration with UNAIDS, as well as consultation and alignment with other education initiatives through joint work with the UNAIDS IATT on Education.¹

To ensure that EDUCAIDS is an integral part of national strategies, EDUCAIDS will be embedded into existing frameworks such as the 'Three Ones' and UNDAF. Furthermore, the UN Theme Groups on HIV and AIDS and the Joint Country Teams on AIDS are key partners at country level in coordination efforts.

3

PURPOSE OF THIS ANALYSIS

The focus of EDUCAIDS is on promoting a scaled-up and effective response to HIV and AIDS by enhancing coordination and partnership for effective country-level implementation of HIV and AIDS education initiatives. A key element of this approach is the fact that EDUCAIDS works towards developing a collective framework for action which helps put action at country level within the global architecture on HIV and AIDS. This framework is complemented by technical support, coordination and advocacy in the context of education and HIV & AIDS, both nationally and globally. Against this background, it is important to stress that EDUCAIDS does not strive to be a funding mechanism but focuses rather on facilitating a comprehensive and strengthened response to HIV and AIDS.

Because EDUCAIDS relies strongly on principles of joint action, it is essential that opportunities for collaboration and coordination (nationally and globally) are identified and put in place as early as possible. The purpose of this paper is to provide input

into effective coordination by making an inventory of existing initiatives and identifying opportunities for linkages between, on the one hand, various initiatives that currently address HIV and AIDS in the education sector and, on the other, EDUCAIDS.

In particular, the objectives of this review are to:

- Document the similarities and distinctions between the activities of various initiatives to support comprehensive education sector responses.
- Identify how these activities currently or potentially can link together in relation to EDUCAIDS, with particular focus on implementation at the country level.
- Provide recommendations for how these initiatives could better build on synergies and strengthen linkages for improved outcomes.

For more details, see the terms of reference (Annex 1).

4

METHODOLOGY

The analysis underlying this paper is the result of an extensive review of existing documentation on key initiatives² that address education and HIV & AIDS (see Annex 2 for a list of documentation reviewed) and phone interviews with partners from the majority of the reviewed initiatives³ (a list of persons contacted can be found in Annex 3).

The interviews focused on:

- A discussion of key challenges in implementing education programmes that focus on HIV and AIDS, particularly at the country level.

- Identification of factors that have prevented the full engagement of the education sector at the country level in HIV and AIDS responses.
- Mapping of opportunities for collaboration with EDUCAIDS.

Because of the short timeframe within which this report was produced, the emphasis on data collection was on an extensive document review and interviews with selected external partners and does not include detailed analyses of specific interventions and initiatives.

1) The UNAIDS IATT in Education brings together UNAIDS Cosponsors, bilateral agencies, private donors and civil society organizations working in education and HIV & AIDS; it is convened by UNESCO. Meetings of the IATT are held twice a year; other activities, including research, capacity-building and advocacy, are ongoing through working groups and task teams of the IATT.

2) The list of initiatives to be reviewed for the purpose of this paper was compiled by UNESCO in preparation for this study.

3) Due to the different kinds of initiatives included in this review, some flexibility was allowed for interviewees to address potential synergies between EDUCAIDS and multiple initiatives. For example, representatives from the UNAIDS Secretariat were free to speak on the perceived linkages with the Universal Access initiative, the 'Three Ones', and UNDAF, among others. Similarly, representatives of the UNAIDS IATT on Education could address not only the perceived synergies with the IATT, but also with their institution's initiatives, where relevant.



5

EXISTING INITIATIVES

Five kinds of initiatives will be reviewed in this section. The first concerns programmes that have been put in place with a specific focus on HIV & AIDS and education. This includes Accelerating the Education Sector Response to HIV and AIDS, the Mobile Task Team on the Impact of HIV and AIDS on Education (MTT), and EFAIDS. The second type includes initiatives that have a broader focus – such as promoting sustainable development, enhancing school health and promoting the Millennium Development Goals (MDGs) – and which, through their activities, aim to address a number of priority areas, including HIV & AIDS and education. This is followed by an overview of what for the purpose of this report has been labelled as ‘thematic initiatives’. These thematic initiatives address HIV and AIDS from a particular defined priority, for example by focusing on children and on human rights. These initiatives include education as one of their strategies. The fourth kind of initiative concerns frameworks for operation at country level such as the ‘Three Ones’, UNDAF and the UN Country Teams on HIV and AIDS. The fifth and final kind concerns the linkage between EDUCAIDS and the UNAIDS IATT on Education (referred to as ‘the IATT’), both of which involve substantial UNESCO involvement. Annex 4 provides a summary table of many of these initiatives, with details on collaborating institutions, starting date, goals, objectives, and key areas/activities to date.

5.

SELECTED HIV & AIDS AND EDUCATION INITIATIVES

This section considers three initiatives that address HIV & AIDS and education specifically. For each of these initiatives, a brief description and status report is provided which includes a short background, a summary of goals, progress to date, lessons learnt and short statement highlighting similarities and differences with the other initiatives and with EDUCAIDS.

5.1.1 Accelerating the Education Sector Response to HIV and AIDS (Accelerate)

► **Background:** Accelerating the Education Sector Response to HIV and AIDS was set up as an UNAIDS IATT on Education working group in November 2002 and has since developed into a partnership of more than 30 development partners. The working group is comprised of representatives from, among others, the UK Department for International Development (DfID), Irish Aid, the Partnership for Child Development (PCD), UNAIDS, UNESCO, and the United Nations Children's Fund (UNICEF). Funding for the Accelerate Initiative comes from Denmark, Ireland, Norway, the United Kingdom and the World Bank (WB).

► **Goals:** The overall goal of this initiative is to "promote greater alignment in the work on education and HIV & AIDS at country level" (UNAIDS IATT on Education 2004b). Specific objectives include:

- Promoting sectoral leadership;
- Sharing information among countries;
- Building capacity;
- Identifying gaps in knowledge;
- Strengthening stakeholder coordination; and
- Identifying resources and building networks.

► **Implementation:** To date, this initiative has been carried forward through a process of regional sector analytical work, the organisation of sub-regional and national level workshops to promote information-sharing and to develop sectoral leadership, and various kinds of follow-up activities which together aim to lead to an accelerated sectoral response in schools and at the

national level. The approach is demand-led at the country level, with governments supporting their own participation and the country development partner group(s) coordinating external inputs.

The workshops bring together education sector representatives and HIV & AIDS commissions as well as other stakeholders, in many cases for the very first time, and offer an entry point for dialogue on how to improve the sector response. The workshops serve as a mechanism for creating momentum around HIV & AIDS and education, including through the creation of donor groups at national level. As such, they serve as "catalysts for follow-up action at the national level" (UNAIDS IATT on Education 2003, p.10).

The initial activity in the workshops is a focus on the current situation and plans at country level. Technical issues related to HIV and AIDS are then discussed in four thematic groups.⁴ This results in the development of plans for country level action.

► **Progress to date:** Thirty-five countries have participated in sub-regional and national level processes in sub-Saharan Africa. An output evaluation of Accelerate which was conducted in 2005 indicated that over half of these countries (nineteen in total) have put in place key elements of an effective national, sectoral response and are engaged in accelerated programmes, with considerable regional variation in effectiveness. The programme has been least effective in Central Africa, while West Africa has had a high uptake from most countries.

Key outcomes from the Accelerate Initiative include⁵: strengthened sectoral leadership and increased technical capacity; increased information-sharing and network-building; strengthened donor coordination and reduced transaction costs for countries; increased access to external financial resources; and greater impact at the school level.

► **Lessons:** Two lessons stand out from the documentation reviewed. The Accelerate Initiative has worked well because it is a demand-led process in which countries themselves express a need for organising workshops and take a partial responsibility for the costs involved. A second key lesson that has emerged is that the education sector has to take the lead in seeking re-

4) These groups cover: "workplace policies and ILO guidelines; planning and mitigation, including projecting impact and establishing management structures in Ministries of Education; prevention, with an emphasis on curriculum development, life-skills education, teacher education and peer education; and support to orphans and vulnerable children (OVCs), including removing barriers to education and providing care and support" (UNAIDS IATT on Education 2003, p.10).

5) As reported at the IATT meeting in Stockholm in November 2005.

sources since a multi-sector group will often neither take the lead nor effectively lobby for resources.⁶

► **Summary and brief comparison:** Accelerate focuses on stimulating country level action around HIV and AIDS through collective assessments and dialogue. Accelerate, as does EDU-CAIDS, focuses on protecting systems against HIV and AIDS while at the same time creating conditions for an effective response of education in protecting children and young people against HIV and AIDS. A second common area is the strong focus on country-led and country-driven processes which is emphasised also in the EDUCAIDS framework document (UNESCO 2006a) and in the two other initiatives described below. Accelerate has a somewhat different approach from EDUCAIDS in that interventions focus on capacity-building from a regional perspective with follow-up at the country level.

5.1.2 EFAIDS

► **Background:** The EFAIDS programme was launched through a partnership between Education International (EI), the World Health Organization (WHO) and the Education Development Center (EDC) in 2006 as an amalgam of two initiatives that had been in place since 2001 (namely, EI, WHO and EDC's HIV/AIDS Prevention Programme and their EFA Programme). The new combined programme builds on the experience and strengths gained over the past five years to strive towards the goal of preventing new HIV infections and increasing the number of learners who achieve basic education. The new programme will be implemented in 25 countries. The programme is today funded by an increasing number of partners including the American Federation of Teachers (AFT), the Dutch Federation of Trade Unions (FNV), the Netherlands Government, UNESCO and the US Centers for Disease Control and Prevention (CDC).

► **Goals:** The goals of the programme on HIV and AIDS that started in 2001 were to provide teachers with knowledge and skills to protect themselves from HIV infection and train other teachers how to prevent HIV infection; to train teachers and students to advocate for effective HIV prevention in schools; and to help young people acquire knowledge and skills to prevent HIV infection.

The new programme has developed out of the experience gained during those four years and has somewhat broader goals which relate directly to the MDGs and have a stronger EFA focus. The goals for the new programme are to:

- Prevent new HIV infections among teachers and learners;

- Mitigate the negative effect of AIDS on achieving EFA goals; and
- Increase the number of learners completing basic education.

► **Progress to date:** Between 2001 and 2005, the programme has resulted in the training of over 134,000 teachers in 22,576 schools in 17 countries. The evaluation of the previous HIV/AIDS Prevention Programme conducted in 2005 (WHO/EI/EDC 2005) documents a substantial increase in teachers' knowledge on how to prevent HIV, acquisition of skills by teachers to use participatory learning exercises for the training of peers and students, an active role of teachers in providing guidance to students on where to get further support and assistance and, in general, enhanced intentions/motivation to play an active role in HIV prevention. There is also anecdotal evidence of behaviour change among teachers, including the application of the skills that they have learnt in their own lives.

The implementation of the programme in-country has focused on building sufficient resources and infrastructure for nationwide training efforts. Key to the approach has been the development of collaborative planning and cooperation between teachers unions, the local Ministry of Health and Ministry of Education, and other organizations that are active in HIV prevention. The 2005 evaluation highlights that the programme has strengthened managerial and administrative capacities of teachers' unions to develop programmes nationwide and has resulted in the production of a variety of culturally acceptable, teacher-friendly training and resource materials. The programme has focused on participatory approaches and on skills development among teachers as an essential prerequisite to effective HIV prevention efforts in schools.

► **Lessons:** Various lessons stand out from this review. These include that:

- An effective response at the country level needs to address the fact that in many countries AIDS continues to be predominantly seen as a health issue.
- The education response continues to be limited to a curriculum response with insufficient focus on teacher training and other key areas. An effective response must bring together a comprehensive focus on key areas such as policy, services, school environment and training.
- There is insufficient mapping of capacity limitations which continue to be an important impediment to an effective and comprehensive response by governments and ministries.
- There is often limited capacity in country for accessing funds (including for the preparation of proposals for financing).

6) Information on Accelerate has been obtained from the IATT bi-annual reports and documents distributed at IATT meetings (see list of documents consulted in Annex 2).

- Working through teachers' unions provides a direct link to schools, and often an early and easier access than focusing only on ministries of education.
- Society-wide advocacy is essential to garnering a committed response to HIV and AIDS.

Lessons related to programme implementation include:

- Before teachers can implement effective prevention efforts in schools, they need to examine their own vulnerability, gain knowledge and develop attitudes towards helping others (especially students) avoid infection.
- HIV prevention efforts need to be comprehensive and include lobbying of school administrators, teachers, communities and parents before teachers can play a role in HIV prevention in schools.
- The skills that teachers pass on to their students need to be first acquired by the teachers themselves.

► **Summary and brief comparison:** EFAIDS shares the same overall goals with Accelerate and EDUCAIDS through its focus on protecting the education system (and in particular teachers) from HIV and AIDS and its parallel concern with strengthening prevention among children and young people. A number of differences, which are complementary to the other initiatives, are also evident. The EFAIDS strategy is to strengthen and better prepare teachers' unions and teachers in general, to drive change in the overall education approach to HIV and AIDS, while the other initiatives discussed in this section focus more strongly on direct intervention with ministries of education working from an institutional perspective downwards. A second difference is the priority that EFAIDS gives to teachers and the role that they play in HIV prevention. While this role is clearly recognised by the other initiatives, EFAIDS stands out for its direct intervention with this particular group and its strategy of using interventions with teachers to trigger change in the overall group of education stakeholders, including administrators, school directors and communities.

5.1.3 Mobile Task Team on the Impact of HIV and AIDS on Education (MTT)

► **Background:** The work of the Mobile Task Team on the Impact of HIV and AIDS on Education started at the Health Economics and HIV/AIDS Division (HEARD) of the University of KwaZulu Natal in 2000. Funding to date has been mostly provided by the United States Agency for International Development (USAID). At the time of publication, HEARD was awaiting a decision on financing by Nordic donors for a new phase of its activities.

► **Goals:** The main goal of the MTT is to develop a Pan-African, regionally focused training network to help build a critical mass of dedicated and professional personnel to manage and mitigate the impact of HIV and AIDS on education and other social sectors.

Specific objectives include:

- Developing a core structure to support linked regional training teams;
- Promoting continuing development of training materials;
- Supporting training trainers to drive regional action on HIV and AIDS;
- Carrying out recurrent training;
- Putting in place facilities for certification from linked universities and institutions;
- Strengthening capacity for advocacy to encourage government/donor involvement;
- Empowering non-governmental organizations (NGOs) with skills, materials and certification; and
- Carrying out associated research, development and communication activities.

► **Progress to date:** The work of the MTT has resulted in the establishment of an innovative, rapid-response team of multi-disciplinary professionals (26 at the time of this analysis) available to provide specialist technical assistance, guidance and capacity-building to ministries of education. So far, the team has provided support to 13 countries in Eastern, Southern and West Africa since 2001, has trained teams from 13 African countries, and a further 14 countries have participated in one or more of the regional workshops. In addition, the MTT has initiated development and capacity-building in the Caribbean. The MTT has also played a major role in the establishment of 5 country MTTs for West Africa.

One of the key elements of the MTT approach is the emphasis on sustainable and systemic intervention as part of inclusive, sector-wide response. This has taken the form of the development of Strategic Response Frameworks which are based on the operational experience in many affected African countries as well as inputs gained during regional interventions and is designed to provide a set of phased steps to the ultimate goal of an HIV-free education environment.

The MTT works closely with UNESCO's International Institute for Educational Planning (IIEP). This has just led to the production of more than 20 training modules on education and HIV & AIDS.⁷

► **Lessons:** Key lessons include that:

- There is a need for a substantial and long-term guided learning process on the government side. The assumption is often that governments and ministries know and

7) Modules can be consulted on <http://hivaidsclearinghouse.unesco.org> and include: The impacts of HIV/AIDS on development; The HIV/AIDS challenge to education; Education for All in the context of HIV/AIDS; HIV/AIDS-related stigma and discrimination; Teacher formation and development in the context of HIV/AIDS; An education policy framework for orphans and vulnerable children; HIV/AIDS care, support and treatment for education staff; HIV/AIDS challenges for education information systems; Qualitative research on education and HIV/AIDS; Projecting education supply and demand in an HIV/AIDS context; Costing the implications of HIV/AIDS in education; Project design and monitoring; Developing and implementing HIV/AIDS policy in education; HIV/AIDS management structures in education; and Mitigating the HIV/AIDS impact on education: a management checklist.

understand what the problem is, but in reality this is often not the case.

- Detailed advocacy is necessary to understand AIDS, its impact and how to address it. Until this is in place, there will be no serious commitment of time or money from government structures.
- The MTT has been very successful in conducting training and putting in place teams in-country with subsequent policy plan development, Education Management and Information Systems (EMIS), etc. However, the reality is that when the MTT leaves the 'model country' where team and systems are in place, many of those who were trained trickle away (either because they are promoted, leave of their own accord or because they are 'poached' by other agencies). For the future work of the MTT, the two main implications of this are that:
 - It will be necessary to focus on expanded training to create a critical mass at different levels in ministries that can withstand this process of attrition and promotion;
 - Longer-term approaches to training need to be adopted with education officials becoming HIV and AIDS managers as part of longer and more professional programmes.
- The HIV and AIDS response is involving an increasing number of organizations and initiatives, all concentrating on the same targets and to some extent trying to gain

"ownership" of issues. There is a real risk – and in many cases a reality – of overloading fragile structures.

- At the country level, development agencies have in some cases committed funds without ever disbursing them. Where this has been the case, officials at the 'receiving end' have adopted a cynical attitude which represents a challenge to implementation. There is a real need for advocacy to rise above these problems and ensure that the work is guided by clear goals and targets.

► **Summary and brief comparison:** The goals of the MTT specifically seek to address capacity-building issues of education officers in ministries of education. As is the case with EFAIDS, the MTT targets a particular group within the education system (education officials, whereas EFAIDS focuses on teachers unions) to provoke change. The MTT's work with NGOs is an interesting difference that is not highlighted in the other programmes, which aims to create capacity for advocacy to encourage government and donor responses.

The work of the MTT also has a strong complementary role to that of EDUCAIDS since technical capacity and institutional awareness, as well as advocacy from other stakeholders (such as NGOs) will be critical to the scaled-up national response that EDUCAIDS aims to achieve.

5.1.4 Summary of similarities and differences between these initiatives and EDUCAIDS

This brief analysis of these initiatives highlights the substantial amount of effort that has already gone into country level responses to HIV and AIDS within the education sector in the recent past, in particular through training, but also through other (follow-up) initiatives.

As was briefly highlighted in the summaries above, there are similarities and differences between these initiatives. All three initiatives seek to protect education systems and their staff, albeit by somewhat different approaches. Similarly, all three initiatives recognise the potential of using education as an effective means to address HIV and AIDS and aim to scale up the response. In this respect, the initiatives have shared goals with EDUCAIDS which also focuses on these two key priorities. One of the main differences with EDUCAIDS is that these initiatives rely on substantial funds and significant technical input at the country level, whereas EDUCAIDS has a stronger focus on coordination, facilitation and networking within the national response. In this respect, the EDUCAIDS strategy is to make existing structures and resources function more effectively by strengthening coordination with national authorities, ministries of education and other key education stakeholders as well as by working through UN Theme Groups and other mechanisms to coordinate UNAIDS Cosponsors and to streamline technical assistance to the education sector.

In terms of strategy, there are some marked differences. EFAIDS has focused mainly on teachers and teachers' unions in its response to HIV & AIDS and education in a 'bottom-up' approach, while Accelerate and the MTT target the more senior-level education structures through training, dialogue and a focus on subsequent action. Accelerate stands out for its strategy of using regional and country level workshops which bring together a variety of stakeholders as a starting point for problem identification and for joint action, while the MTT has a strong focus on professionalising the response to the pandemic through high quality training, research-based responses, and effective systems for tracking how the pandemic is affecting education. One of the five key components of the comprehensive EDUCAIDS response is educator training and support, which is comparable to the EFAIDS approach. EDUCAIDS also has a strong focus on shared problem identification by involving all partners in making an inventory of the existing response. Finally, EDUCAIDS also offers a specific frame of reference for a comprehensive education sector response, promoting the establishment of five essential components identified in the EDUCAIDS framework document (quality education; content, curriculum and learning materials; educator training and support; policy, management and systems; and approaches and illustrative entry points).

5.1.5 Linkages and synergies between these initiatives and EDUCAIDS

One of the key lessons that is shared between all three initiatives is the importance of a comprehensive and system-encompassing approach to HIV and AIDS. The lessons learnt also draw attention to key issues, such as the difficulty of retaining trained staff, the importance of ensuring that a critical mass of managers at different levels is trained, the difficulties of accessing funding for education and, above all, the challenge of adding yet another initiative to the existing ones for education structures that are already overburdened and understaffed.

The kind of activities that have taken place through Accelerate (including, for example, the initial focus of the workshops to assess the current situation) and through the work of the MTT (such as the development of Strategic Response Frameworks) are to some extent similar to those that EDUCAIDS has identified as a priority (in particular the joint inventory of on-going work and the identification of gaps).⁸ There is some overlap between the countries involved.⁹ This provides an important opportunity for building on the assessments, training and other work that has already been done as well as a unique opportunity for in-depth lesson-learning. This report attempts to bring out some of these lessons, but EDUCAIDS could gain from a more comprehensive and in-depth analysis of the processes and outcomes of these three initiatives as an input into its country level work. In this respect, it should be noted that various persons contacted in the context of this report emphasised the importance of better lesson-learning in general and underscored the role that EDUCAIDS could play in synthesising experiences and in producing summary documents of best practices on education and HIV & AIDS.

In general, therefore, it will be extremely important for EDUCAIDS to ensure that the activities that are developed in-country – where the countries overlap with Accelerate and/or MTT focus countries or with other on-going initiatives that have not been mentioned here – build on what has been done so far as well as on the information in the Education Sector HIV & AIDS Global Readiness Survey (UNAIDS IATT on Education 2006a). In this respect, it was felt by some of the persons contacted that EDUCAIDS could offer a real opportunity to 'step back' and see what pieces have not been identified. There is thus a need for flexible design of EDUCAIDS and the recognition that, even if a prior needs assessment is not perfect, it is necessary to respect on-going work and structures and to complement what is in place. It will also be of considerable importance for EDUCAIDS to keep abreast of the planned expansion of the work of these initiatives so that it can build on this.

EFAIDS is largely complementary to all initiatives because of its strong and continued focus on teachers and teachers' unions. With respect to synergies between EDUCAIDS and EFAIDS specifically, there is the important focus of both on mainstreaming HIV and AIDS into the EFA response. This will be further addressed in section 5.2.

Finally, there was also an expressed concern that EDUCAIDS and UNESCO may lack the resources in general, and at country level in particular, to be able to move forward a sufficiently comprehensive response. In part this appears to be a reflection of the fact that the EDUCAIDS approach of working through UNAIDS and other UN partners to support Member States is not understood by partners. However, it still underscores the importance of a successful focus by EDUCAIDS on building partnerships and on capitalising on the capacity that exists within other initiatives, and on ensuring that its strategy is understood by other partners.

In addition to these general suggestions, the persons interviewed in the context of this study made a number of more specific suggestions on areas where EDUCAIDS should play a role and which would be complementary to the initiatives that were discussed above:

- Advocacy for the role that education can and should play in the response to HIV and AIDS was identified as a key and 'underserved' area where EDUCAIDS could capitalise on UNESCO's credibility and strategic access to high level education officials and where good use could be made of UNESCO's regional resources in particular to do this.
- A concern was expressed that research is being done but there is no prioritised agenda and a strong reality of duplicate efforts and of ineffective/non-existent dissemination of research results. EDUCAIDS could thus make a key contribution by developing a coherent and coordinated research agenda. A related suggested area is training and other work to make education ministry staff 'research savvy' so they can play the crucial role of clients and consumers of research.
- There is a real need for developing a coherent set of easy-to-collect and negotiated indicators of impact. It was emphasised that this is an area where EDUCAIDS could make a major contribution by getting consensus and agreement around a key set of indicators for the education sector.¹⁰
- Teacher training and other areas of capacity-building were identified as a further priority because of UNESCO's mandate in general and its high quality technical work. The recommended focus here should be on mainstreaming HIV and AIDS into existing teacher train-

8) An important complementary resource for initiatives in education and HIV & AIDS is the *Education Sector HIV & AIDS Global Readiness Survey* which was commissioned by the IATT on Education (UNAIDS IATT on Education 2006a). This survey provides detailed information on the state of readiness of ministries of education in 71 countries and of civil society partners in 18 countries.

9) To date, there are eight countries (out of the total of 35 Accelerate countries and 28 EDUCAIDS countries) where both Accelerate and EDUCAIDS are present. These include Burkina Faso, Burundi, Cameroon, Central African Republic, Ghana, Kenya, Mozambique and Zambia.

10) Support for data use (both existing under-used as well as new research) in this context has also been identified as a further important area of focus, although this specific point was not mentioned by the partners interviewed.

ing initiatives (such as TTISSA) but also on more specific one-off country-level initiatives.

- Strong focus on technical material development should continue, including the development of Briefs for Decision-Makers (which EFAIDS, for example, has been able to usefully adapt for its work on advocacy) but also case studies and best practices, to be adapted at the country level, as needed.

EDUCAIDS has started work on some of the above suggestions such as the research agenda, the linkage with teacher training, and materials development. As EDUCAIDS is relatively new, not all of these areas are known to the external partners interviewed but the fact that they were mentioned underscores the useful complementary role that EDUCAIDS can play to these initiatives.

In summary, the key linkages and synergies identified by partners relate to:

- Building on the experience of these on-going initiatives;
- Further identifying opportunities for joint work in countries of overlap;
- Lesson-learning from processes and initiatives and a possible role of synthesising and disseminating these; and
- Focusing on 'gap areas' where EDUCAIDS and UNESCO are perceived by partners to have a comparative advantage. These include conducting high level advocacy for HIV & AIDS and education (particularly in the context of EFA), developing a research agenda for HIV & AIDS and education, gaining consensus on key and easy-to-manage indicators, and materials development for various target groups.

5.2

BROADER EDUCATION PROGRAMMES THAT INCLUDE A FOCUS ON HIV AND AIDS

The next section of the report focuses on initiatives that have a broader focus than education and HIV & AIDS only but are generally focused on education. This includes Education for All (EFA), the EFA Fast Track Initiative (EFA/FTI) Partnership, Focusing Resources on Effective School Health (FRESH), the Millennium Development Goals (MDGs), and the UN Decade of Education for Sustainable Development (DESD). As was done in the previous section, a brief overview and update of each initiative is provided, where possible with a summary of lessons learnt. This is followed by a discussion of similarities and differences between these initiatives and an analysis of synergies and linkages with EDUCAIDS.

5.2.1 Education for All (EFA)

► **Background:** The basic right to education was recognised in The Universal Declaration of Human Rights adopted in 1948 by the General Assembly of the United Nations. In April 2000, the World Education Forum (held in Dakar, Senegal) provided an opportunity to assess the achievements over the preceding 10-year period (since the Jomtien Conference on EFA). In Dakar, the vision of EFA was reaffirmed through the Dakar Framework for Action which proposed a set of six major goals and 12 strategies to achieve quality education for all by 2015. Since then, many countries have developed action plans in consultation with major stakeholders. UNESCO has put in place three core initiatives to support the achievement of EFA, namely, the Teacher Training Initiative for sub-Saharan Africa (TTISSA), the Literacy Initiative for Empowerment (LIFE) and EDUCAIDS – which has the specific purpose of focusing on HIV & AIDS and education. These three initiatives together support the use of all educational modalities (formal, non-formal and informal) and all elements and components of an education system to address the epidemic in an effective and efficient way. They also promote literacy as not only an important outcome, but as an agent of change and tool of empowerment.

11) In addition to the briefs for decision-makers, materials developed through EDUCAIDS include 'overviews' of practical resources for technical staff with an analysis of the most useful resources on different components of education sector policy and programmatic responses as well as 'practical resources' for those areas which, through the process of developing the overviews, were revealed as not being sufficiently documented.

► **Goals:** Six EFA goals were adopted at the Dakar meeting in 2000. These are:

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
- Achieving a 50 % improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality; and
- Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills (UNESCO World Education Forum 2000).

HIV and AIDS fall under the second goal above although they are not specifically mentioned because of the focus on children in difficult circumstances. HIV and AIDS are also explicit in strategy seven of the Dakar Framework for Action which calls for the implementation of "education programmes and actions to combat the AIDS pandemic as a matter of urgency" (UNESCO World Education Forum 2000, p. 16).

► **Progress to date:** Overall progress has been encouraging in many respects. The number of out-of-school children is declining, having fallen from 106.9 million in 1998 to 103.5 million in 2001. However, the recent EFA Global Monitoring Report (UNESCO 2005a) also emphasises that progress remains too slow to achieve Universal Primary Education (UPE) by 2015. If past trends continue, the world net enrolment ratio will be 87% in 2015. Completion of primary schooling remains a major concern. Delayed enrolment is widespread, survival rates to grade 5 are low (below 75% in thirty of ninety-one countries for which data are available) and grade repetition is frequent (UNESCO 2005a).

Progress with respect to HIV and AIDS in particular: In spite of laudable efforts, a review of EFA documentation underscores that HIV and AIDS has not been as consistently and comprehensively addressed as had been foreseen in strategy 7, in spite of increasing evidence that reaching EFA goals is being

challenged by the impact of AIDS and that quality education can have a significant and substantial impact on prevention.¹²

There is growing recognition at the EFA Secretariat and among partners in EFA that a much stronger overarching focus on HIV and AIDS is needed within the EFA partnership. As a result, the Working Group on EFA had an HIV and AIDS session in its July 2006 meeting, specifically discussing strategies to scale up and enhance the attention to HIV and AIDS within the EFA framework. The results of the EFA Working Group meeting is to be carried through for discussion in the High-Level Group on EFA which is convened annually by the UNESCO Director-General and includes Ministers of Education, bilateral development partners, heads of multilateral agencies representatives of civil society and the private sector.

► **Lessons:** The following main lessons were identified by the partners interviewed:

- One of the biggest challenges for EFA is adding HIV and AIDS to an already very charged agenda. There is still a tendency to see HIV and AIDS as yet another "natural disaster" or donor-driven issue.
- There is, therefore, a need for advocacy at the highest level if HIV is to become a key priority. This applies both to multilateral and bilateral agencies which may not consistently address HIV and AIDS, which often have not mainstreamed HIV and AIDS in their own programmes, and/or which may not have the necessary integral in-house knowledge and understanding, as well as to the ministries and partners in countries themselves.
- There is an important need for a dual approach with respect to funding. One key aspect of this approach is lobbying for education funding in the context of multi-sectoral funding mechanisms (in particular through advocacy for a better understanding of the key role of education in the overall response to the challenges faced by HIV & AIDS). On the other hand, and in recognition of the urgency of the problem, there is an immediate need for inclusion of HIV and AIDS funding into overall education funding by donors so that ministries do not have to lose precious time negotiating for difficult-to-access multi-sectoral funding and to ensure that HIV and AIDS can truly be mainstreamed in education plans and budgets.
- There are still important unaddressed opportunities for mainstreaming HIV and AIDS into on-going activities of EFA. This includes, for example, ensuring that training for statisticians at ministries of education incorporates HIV and AIDS. It is essential that such opportunities are used as part of an effective approach to HIV and AIDS if the capacity of governments and systems is to be enhanced and that linkages be established with other important initiatives in support of EFA such as FTI (see also section 5.2.2).

12) "A recent study of six African countries with a high prevalence of HIV & AIDS found that people acquired the skills necessary to reducing risky sexual behavior from a complex network of formal and informal sources of information, including the education system. Cognitive skills required to make informed choices were closely linked to education levels and literacy, with condom use rising sharply with increased levels of schooling. However, the HIV & AIDS pandemic is also severely undermining the provision of quality education and contributing to teacher absenteeism and attrition" (UNESCO 2005, p. 13).

- A key element of successful EFA countries has been to focus on the final goals without putting particular programme-related labels around them.
- There is an important need – and in practice insufficient attention – to document mechanisms that make action happen (e.g., the work in the Caribbean around EFA and HIV & AIDS) so that other partners can learn from this.
- Finally, there is much to be gained from establishing non-conventional partnerships and from looking for synergies with successful non-education initiatives.

► **Summary and brief comparison:** EFA aims to promote education for all by the year 2015, with particular attention to marginalised and vulnerable groups. AIDS is an important threat to the education system and to EFA and there is a recognised need for a more comprehensive approach to AIDS within EFA. As one of the three core EFA initiatives and through close collaboration and joint action, EDUCAIDS should be able to play a key complementary role to ensure a comprehensive and scaled-up response to HIV and AIDS within EFA. The framework, global strategy and implementation support tools of EDUCAIDS will be critical in this respect.

5.2.2 EFA Fast Track Initiative (EFA/FTI) Partnership

► **Background:** The EFA/FTI is a global partnership which was set up in 2002 as a multi-donor effort to assist low income countries in achieving UPE by 2015. The partnership was initiated by 22 bilateral donors, development banks and international agencies. The initiative is chaired on a rotating basis by one G8 and one non-G8 donor, supported by a Steering Committee and Secretariat that is based at the World Bank in Washington, DC. All low income countries which demonstrate serious commitment to achieving universal primary education completion are eligible for support from FTI.

► **Goals:** The overall goal of FTI is to accelerate progress towards EFA and towards the MDG of providing universal quality primary education for all by 2015. Specific goals include:

- Achieving greater efficiency in aid for primary education;
- Achieving sustained increases in aid for primary education;
- Developing sound overall sector policies in education;
- Garnering adequate and sustainable domestic financing for education; and
- Promoting increased accountability for sector results (EFA/FTI 2004).

► **Progress to date:** Direct funding has been provided to support education plans in over 20 countries, and technical assistance to over 50 countries. In terms of results, within the first year of joining, countries saw on average an increase of 43% of funding for basic education and overall donor assistance has increased from 1.26 billion in 2002 to 2.64 in 2004. Work is currently on-going to extend the initiative to more countries (EFA/FTI 2005).

Progress with respect to HIV and AIDS in particular:

HIV and AIDS are recognised as important constraints to progress towards EFA, and the FTI partnership realises that the goal of UPE must be strongly linked with resolving issues such as achieving gender parity and ensuring HIV prevention among children. As was the case with the initiatives above, EFA/FTI also recognises that HIV & AIDS and education are closely linked. In other words, education has a key role to play in halting the spread of HIV. At the same time, national education plans need to include a strategy to address HIV and AIDS as education systems will be affected by the spread of the pandemic.

However, while the education plans have generally been of high quality, the focus of FTI on HIV and AIDS has been mixed. A recent review (Clarke and Bundy 2004) established that only seven out of the 12 countries reviewed made specific reference to HIV and AIDS and that only 4 country plans included any specific costing for HIV and AIDS. The review also noted that the process for inclusion of HIV and AIDS in education plans in the FTI context has been to a large extent separate from the broader national AIDS response, with only two countries making specific reference to accessing funds from non-education sources. An important consequence of the low profile of HIV and AIDS in the plans is that the FTI process has resulted in the approval of plans that are, in all probability, under-costed and under-funded.

The review of the response of EFA/FTI to the HIV and AIDS challenge identified three issues that have contributed to this situation: a) FTI guidelines have not been sufficiently comprehensive and systematic in addressing HIV and AIDS; b) there has been a relative absence of HIV- and AIDS-specific expertise in the preparation and assessment processes; and c) stakeholders had not discovered the full range of activities and thus the level of integration of HIV and AIDS in FTI plans was lower than in some of the corresponding national approaches to the pandemic.

Measures have been taken since 2004 to address the issues identified in the review. The revised framework document for FTI (EFA/FTI 2004) includes a stronger focus on HIV and AIDS and now specifically mentions HIV and AIDS as a condition for funding (FTI status report, December 2005). In addition, a useful linkage has been established with the IATT on Education which has resulted in the establishment of a multi-partner working group on FTI. Following several IATT meetings, the FTI working group of the IATT has recently decided to advance the following tasks for scaling up the EFA/FTI response to HIV and AIDS: a) carry out an appraisal of FTI guidelines and framework and make further suggestions for strengthening; b) review the plans of the countries that were endorsed since the last review to establish progress; c) explore how a toolkit for donor partners on HIV and AIDS can be put forward as a tool to assist in the development and implementation of FTI country plans; and d) appraise the potential mechanisms within the Education Programme Development Fund (EPDF) to ensure that HIV and AIDS are mainstreamed.

► **Lessons:** The review highlighted the following main lessons:

- There is a need for more systematic attention and guidelines for addressing HIV and AIDS through EFA/FTI.
- The IATT has provided a productive and useful interface for discussion and action on ways of improving the integration of HIV and AIDS in FTI and other education initiatives.
- Adequate technical expertise for countries and within agencies is essential to ensuring that HIV and AIDS are effectively integrated in EFA/FTI. There is a need to continue to develop resources and tools that target these specific groups but also to assess the impact of the materials that have been produced.
- There is an important continued need to link into the national HIV and AIDS response. However, efforts to do this should not be to the detriment of an immediate response to HIV and AIDS through the education sector, which needs to be adequately resourced.

► **Summary and brief comparison:** FTI has been put in place to accelerate progress towards EFA and the MDG of providing UPE by 2015. As was the case with EFA, FTI has not yet completely mainstreamed attention to HIV and AIDS in its endorsement and support processes. This is an important priority for FTI currently and is being addressed also in the context of the IATT working group on EFA/FTI. EDUCAIDS can play a useful complementary role to this process by keeping abreast of the work of this IATT working group and by ensuring that its work in-country helping ministries and other partners to develop/improve plans and implementation links up closely with FTI endorsement processes.

5.2.3 Focusing Resources on Effective School Health (FRESH)

► **Background:** FRESH is an inter-agency initiative for “Focusing Resources on Effective School Health”. It is based on research and experience that show that school-based health programmes can significantly improve both health and learning outcomes. The initiative was originally started by Education International, UNESCO, UNICEF, WHO and the World Bank and has now expanded to include other partners. FRESH is a framework for action rather than a programme and includes four key components: school health policies; water, sanitation and the environment; skills-based health education; and school-based health services.

► **Goals:** The overall goal of FRESH is to make schools healthier for children, to ensure that children are more able to learn, and

to guarantee that EFA is more likely to be achieved. With regard to HIV, the FRESH approach responds by promoting: a) school health policies that address discrimination and stigmatisation; b) school environments that are safe and protective; c) skills-based education that favours positive and protective behaviours; and d) services for psychosocial support to orphans and vulnerable children.

► **Progress to date:** FRESH has resulted in an agreed framework for action by partners around the four key components mentioned above. The FRESH partners have focused in this context on ensuring that a consistent message on the importance of comprehensive approaches to school health, including on HIV and AIDS, is provided. The joint efforts have resulted in support to approximately fifty countries¹³ in planning and implementing national action plans and the establishment of specific national school health policies. FRESH has also resulted in a website with resources and in the production of a CD-ROM which contains guidance and tools on all four areas. The purpose of the CD-ROM is to help teachers, policy-makers, curriculum planners and other education personnel to put in practice the principles of the FRESH initiative. Initial training in the use of the tools has been conducted in Georgia, the Russian Federation, Ukraine and Uzbekistan. An adapted Russian version of the tools is currently being tested in schools in Moscow and further adaptations are planned for the Arab region, Francophone Africa and Latin America.¹⁴

► **Brief summary and comparison:** The FRESH partnership has important synergies with both EFA and EDUCAIDS by promoting a comprehensive approach to school health and HIV & AIDS. The focus of EDUCAIDS on research can link up with the work done in the context of FRESH and provide important inputs into furthering the FRESH initiative. In addition, the EDUCAIDS support materials should seek to complement those that have been developed in the context of FRESH.

5.2.4 Millennium Development Goals (MDGs)

► **Background:** The MDGs were adopted in 2000 by 189 nations whose leaders came together at the United Nations Millennium Summit and endorsed the Millennium Declaration as an expression of universal priorities in development for governments and international agencies.

► **Goals:** A total of eight MDGs were formulated which were accompanied by 18 targets for the year 2015. These goals are to:

- Eradicate extreme poverty and hunger;
- Achieve universal primary education;

13) Countries represent a wide geographic range including, for example, Indonesia, Lao People's Democratic Republic (PDR), Mozambique, Saudi Arabia, Tanzania, Uganda and Viet Nam

14) The content on the CD-ROM can also be found on: <http://www.unesco.org/education/fresh>

- Promote gender equality and empower women;
- Reduce child mortality;
- Improve maternal health;
- Combat HIV and AIDS, malaria and other diseases;
- Ensure environmental sustainability; and
- Develop a global partnership for development.

The Millennium Development Goals 2 and 3 – achieve universal primary education, and promote gender equality and empower women – are directly related to EFA and share the same target date of 2015. Good education, however, also contributes to the attainment of the other six MDGs. Goal 6 specifically relates to combating HIV and AIDS, malaria and other diseases.

► **Progress to date:** The annual MDG progress reports at the country level and the global annual MDG reports emphasise the negative impact of HIV and AIDS on the achievement of other goals, and also highlight the potential contribution that other goals (such as those related to keeping girls in school) can make in efforts against HIV and AIDS.

The most recent overall MDG progress report (World Bank and IMF 2006) still presents a troubling picture with respect to HIV and AIDS, although there are also signs of success. On the one hand, the pandemic is clearly impacting on poor results for other MDGs, as is the case of child mortality where very few gains have been made. Also, overall mortality due to AIDS-related illnesses has not yet decreased, but as the report emphasises there are “first indications that determined government action can halt the spread of AIDS...[with] new evidence suggesting that prevention programmes instituted some time ago are finally bearing fruit” (UNESCO 2005a, p. 53). Condom use among the general population is singled out as one of the key factors that has contributed to reducing the incidence of HIV. A further positive development is the increasing funding for HIV and AIDS, and the doubling of the number of people who are on antiretroviral therapy in two years.

► **Lessons learnt:** A key lesson from the MDG report which is of relevance to this analysis is that HIV prevention can work but that it is only effective if action is intensive and sustained. Another related significant finding of the report is the importance of predictability in funding if results are to be achieved.

► **Summary and brief comparison:** The MDGs express universal priorities in development, including in education, which countries around the world are committed to achieving by 2015. Addressing HIV and AIDS is an important part of these priorities. EDUCAIDS’ emphasis on intensifying the engagement of the education sector in the national response to HIV and AIDS and of enhancing the effectiveness of the response through improved coordination at country and international levels will be instrumental to achieving the MDGs. It will be critical for

EDUCAIDS to play a strong advocacy role for the recognition of the overriding importance of addressing HIV and AIDS in a comprehensive manner.

5.2.5 UN Decade of Education for Sustainable Development (DESD)

► **Background:** The UN Decade of Education for Sustainable Development (2005-2015) was called for by the United Nations General Assembly.¹⁵ The focus of the Decade is on learning values, behaviours, and knowledge that will allow the world to (continue to) develop without taking away that possibility from future generations.

► **Goals:** The DESD aims at achieving its goals by:

- Making people aware that education is a good basis for a sustainable way of life;
- Making sure that ideas about sustainable development are part of schools, colleges, universities and other ways of learning; and
- Making sure organizations and governments worldwide work together so they can learn from new experiences and from activities in different parts of the world (UNESCO 2005b).

► **Approach:** The DESD is based on the idea of lifelong learning that takes place not only within schools but also in non-formal education and in communities and society as a whole. To attain the objectives outlined above, the DESD will focus on: a) promoting and improving quality education; b) reorienting educational programmes; c) building public understanding and awareness; and d) providing practical training. Examples of priority areas include: fighting against global warming, seeking to reduce north/south inequalities and reducing poverty in general, and fighting against the marginalisation of women and girls.

► **Summary and brief comparison:** AIDS is highlighted in the DESD programme as a substantial and major threat, which is not only impeding human development but, in many areas, reversing hard earned gains. “Acting against HIV and AIDS” (UNESCO 2005b, p.28) is thus one of the focus areas of the DESD and EDUCAIDS is identified as the means to “radically enhance national responses against the epidemic by helping governments and other stakeholders to implement comprehensive, nation-wide education programmes for young people” (UNESCO 2005b, p. 28) that will make a major contribution in efforts against HIV and AIDS.

15) See [www://gdrc.org/sustdev/un-desd/un-resolution.html](http://gdrc.org/sustdev/un-desd/un-resolution.html), accessed 28 August 2006.

5.2.6 Summary of similarities and differences between these initiatives and EDUCAIDS

These initiatives have in common a focus on HIV and AIDS within a larger overall context. EFA and the MDGs set specific targets to be reached by 2015. In the case of the MDGs, this includes HIV and AIDS targets in addition to education targets (although there are no specific HIV and AIDS targets for the education sector). In all cases, the initiatives recognise, as does EDUCAIDS, the negative potential impact of HIV and AIDS on progress in education and/or on other areas of development as well as the role that education can play in HIV prevention. In general, however, HIV is not (yet) sufficiently mainstreamed in these initiatives, nor is it given sufficient prominence. There is a recognised need for more advocacy and for training and training materials both in-country and at the international level.

The lessons learnt again highlight a certain number of commonalities among the initiatives, including the need for a comprehensive approach and the difficulties of accessing funding for education. The international advocacy role that EDUCAIDS will play is particularly relevant in this respect.

5.2.7 Linkages and synergies between these initiatives and EDUCAIDS

There are clear opportunities for linkages and synergies between these initiatives and EDUCAIDS. The persons contacted in the context of this study were unanimous in underscoring the critical role that EDUCAIDS should play in lobbying for much greater prominence and attention to HIV and AIDS in education. This advocacy role needs to take place at different levels including within UNESCO as an agency, internationally with EFA and other partners, regionally at international events, and at the country level.

As was the case for the previous initiatives, there was a strong call for starting from a careful study and understanding of the country context and what has already been done at the country level and to identify key entry points and partners based on this, rather than departing immediately on a needs assessment.

Specifically with respect to FTI, EDUCAIDS will need to ensure that the development of action plans to address the gaps identified in the education sector response is done in coordination with FTI in countries in which there is an overlap between the two initiatives.

There was a strong message that the focus of EDUCAIDS should be on action and on results which can help ministries of education and their civil society partners move forward on their response to HIV & AIDS. A concern was expressed by various

partners regarding the fact that much energy is put into processes (including coordination meetings, especially at the country level) with insufficient monitoring and reflection on the extent to which such efforts are translating into concrete results and action. An important role for EDUCAIDS may therefore be to encourage reflection on means of making country level dialogue more effective and on monitoring changes.

There was some disagreement among the partners interviewed as to where EDUCAIDS should be putting its major focus. On the one hand, some partners were clearly in favour of a strong regional and international role, capitalising on the strengths of UNESCO (e.g., strong regional offices, international status/credibility) rather than a strong country focus. On the other hand, partners such as FTI identified an important need for country level action in specific areas (but supported by the regional offices in recognition of the fact that country offices are often thinly staffed) such as needs assessments.

As was the case for the previous set of initiatives, there was frequent reference during the interviews with partners to the important role that EDUCAIDS can play in developing resource materials (in particular based on the positive reception of the 'Briefs for Decision-Makers') and in lesson learning across countries with similar challenges. In addition, it was felt that EDUCAIDS could contribute greatly to monitoring the impact of activities in education and HIV & AIDS, specifically because of the importance of ensuring effective learning between initiatives and partners of what works.

A number of additional issues raised by the partners include the need to:

- Further clarify the relationship between EDUCAIDS and the IATT. In general, the persons interviewed in the context of this study (with the exception of those who were within UNESCO), were not very clear as to the relationship between the IATT and EDUCAIDS (see section 5.5).
- Further clarify the specific role and the added value that EDUCAIDS has as compared to other initiatives already present in the international arena.
- Identify creative and non-conventional opportunities for action to break through the 'much coordination but little action' reality in many countries. Specific suggestions on what these non-conventional opportunities would entail were not, however, advanced.

In summary, the key linkages and synergies relate to:

- A crucial advocacy role for EDUCAIDS in mainstreaming and scaling up the emphasis on HIV & AIDS in education initiatives, particularly EFA but also FTI and others.
- Joint action on country level assessments where countries overlap (e.g., in the case of FTI).
- An important complementary role for EDUCAIDS in lesson-learning and materials development and possibly in monitoring of impact.

5.3 THEMATIC INITIATIVES RELATED TO HIV AND AIDS

5.3.1 Unite for Children, Unite against AIDS

► **Background:** Led by UNICEF, this Global Campaign is based on a recognition that the specific impact on and needs of children have been neglected in efforts against HIV and AIDS and that unless urgent action is taken to address the specific needs of children, there will be little chance of meeting the MDGs by 2015 (UNICEF 2005).

► **Goals:** The overall aims of the campaign are thus to:

- Provide a child-focused framework for nationally owned programmes around the 'Four Ps';¹⁶
- Provide a platform for child-focused advocacy on global AIDS issues; and
- Put the missing face of children affected by AIDS in the centre of the HIV and AIDS agenda and make sure that the voices of children and young people are heard on the issues that affect them.

► **Lessons:** The campaign is relatively recent (launched in 2005) and has not yet been evaluated, but some of the general lessons learnt from experience around the Campaign include:

- The importance of moving forward in a manner that fits local realities and needs – there can be no model that will fit all countries and everyone.
- The need to consider how HIV prevalence in a country impacts the approach that is put in place. In countries where the epidemic is not generalised there may be much more to be gained from focusing on vulnerable populations rather than on the school population in general. Approaches to advocacy and capacity-building also need to take into account the inherent difficulties in advocating for protection of education systems in contexts where prevalence is very low.
- The critical need to present a clear agenda in a context where many outside agencies come to countries with a charged, sometimes overlapping and confused set of actions without being able to coherently explain why different initiatives exist. It is therefore crucially important to ensure that the Campaign is clear on what its purpose is,

what it is trying to achieve and how that adds on to what others are doing.

► **Summary and brief comparison:** The Unite for Children, Unite against AIDS Campaign aims to ensure that children are put centre stage in all efforts to prevent and mitigate the impact of HIV and AIDS. Children are a key target group of EDUCAIDS and it is particularly with respect to the prevention and protection of children – two of the four key elements of the Unite Campaign – that there are important links and synergies between the two initiatives. In general, the advocacy role of both the IATT and Unite for Children have an important complementary function of drawing attention to the importance of scaling up prevention through education and of providing support to those that are affected within the education system. In this respect, both initiatives also have a key link with EFAIDS (see section 5.1.2). At the IATT on Education meeting in London in May 2006, a joint meeting was organised between the IATT on Education and the IATT on Children affected by AIDS. This meeting resulted in the identification of key areas where the two IATTs can work together through lobbying and advocacy, dissemination of information and by conducting research and situation analyses. The abolition of school fees, schools as centres of care and support, and quality education were identified as three key areas of collaboration.

5.3.2 Universal Access to HIV Prevention, Treatment, Care and Support

► **Background and goals:** The World Summit on HIV and AIDS in September 2005 committed to the massive scale-up of comprehensive AIDS services to ensure that the world can come as close as possible to universal access to treatment by 2010 for all those who need it. This UNAIDS-led initiative replaces the previous '3 by 5' effort which set a specific target of having 3 million people on treatment by 2005. It is an important contribution to ensuring that other important targets such as the MDGs can be met.

► **Progress to date:** UNAIDS has facilitated an inclusive, country-driven process to reach the World Summit Goal. By March 2006, over 100 countries had held consultations with a broad group of stakeholders to determine what can be done to reverse

16) The Four Ps being: 1) Prevention of mother-to-child transmission of HIV; 2) Provision of paediatric treatment; 3) Prevention of infection among adolescents and young people; and 4) Protecting and supporting children affected by HIV and AIDS (UNICEF 2005).

the epidemic. In addition, key regional leaders in AIDS organized seven regional consultations and UNAIDS convened a multi-partner Global Steering Committee with over 50 representatives from a wide range of stakeholders.¹⁷

This process led to a comprehensive review of progress made on the United Nations General Assembly Special Session on HIV/AIDS (UNGASS) Declaration of Commitment (United Nations General Assembly 2006) and includes an analysis of common obstacles to accelerated and expanded action. The report has resulted in the formulation of a number of bold actions which leaders will need to take to enable countries to scale up AIDS services in a comprehensive and equitable manner. The consultative process has produced a call for the world to find ways to:

- Reinforce countries' policy environment by improving institutional capacity and harnessing synergies across sectors, especially by connecting state and non-state actors.
- Accelerate the quality and pace of national programme implementation to ensure the flow of predictable, long-term resources (UNAIDS 2006b).

The UNAIDS assessment (UNAIDS 2006b) emphasises the need for an exceptional and integrated response to meet the challenges identified through this consultative process and calls attention to the fact that AIDS is very closely interrelated with other diseases and with profound social forces. This implies that universal access will only be possible if AIDS services become an integral and important part of broader health and social initiatives at the country level which address the needs of all including, in particular, those of women and girls, young people, children, groups particularly vulnerable to HIV and people with HIV. The assessment similarly stressed the urgency of ensuring that comprehensive approaches are put in place so that prevention and treatment go hand-in-hand.

► **Summary and brief comparison:** The Universal Access Initiative addresses the rights of all, and especially of those who are vulnerable, to prevention, treatment, care and support. EDUCAIDS will contribute to these goals by aiming for comprehensive education responses and for a stronger role of education within the national response.

5.3.3 World Programme on Human Rights Education (WPHRE)

► **Background:** Member States of the United Nations have adopted various international frameworks of action on human rights education, one of which is the World Programme on Human Rights Education (WPHRE). The WPHRE was proclaimed by the United Nations General Assembly in December 2004 (United

Nations General Assembly 2005a) as the follow-up to the United Nations Decade for Human Rights Education (1995-2004). The overall purpose of this framework is to further focus national human rights efforts within specific sectors/issues.

► **Goals:** The objectives of the WPHRE are to:

- Promote the development of a culture of human rights;
- Promote a common understanding of basic principles and methodologies for human rights education;
- Ensure a focus on human rights education at the national, regional and international levels;
- Provide a common collective framework for action by all relevant actors;
- Enhance partnership and cooperation at all levels; and
- Take stock of and support existing human rights education programmes in order to highlight successful practices and to provide an incentive to continue and/or expand and develop new ones (United Nations General Assembly, 59th session, agenda item 15, March 2005).

The focus of the WPHRE is on education as a basic human right and on ensuring access and quality in a non-discriminatory manner. The approach of the programme foresees three levels of entry into education, namely: 1) inclusion of human rights into the content and curricula of education; 2) mainstreaming human rights into all educational processes and tools; and 3) promoting a human rights approach to practice in schools, thereby ensuring a safe and healthy school environment and ensuring that communities and decision-makers are involved in and committed to integrating human rights in all school-related processes.

► **Progress to date:** The first phase of the WPHRE runs from 2005-2007 and focuses on designing and putting in place a plan of action for human rights education in primary and secondary school systems. Four stages of implementation at national level are foreseen as follows: 1) analysis of the current situation of human rights education in the school system; 2) priority setting and development of national implementation strategies; 3) implementation; and 4) monitoring and evaluation.

HIV is specifically mentioned in the plan of action, together with a long list of other priorities (e.g. environment, traditional and indigenous knowledge, and wider ethical issues) because of the important role that education can play in ensuring that these concerns are addressed.

► **Summary and brief comparison:** The World Programme for Human Rights Education aims at promoting human rights nationally and internationally in the content, approach and processes of education. The EDUCAIDS advocacy role will need to incorporate a clear emphasis on the human rights dimensions of addressing HIV and AIDS in education.

17) Stakeholders at the meeting included: governments, regional organizations, civil society, networks of people living with HIV, faith-based organizations, UNAIDS Cosponsors, multilateral and bilateral agencies, academia, pharmaceutical companies and a variety of other private partners.

5.3.4 Summary of similarities and differences between these initiatives and EDUCAIDS

The three initiatives discussed in this section have in common a concern with human rights. In the case of 'Unite for Children, Unite against AIDS', the emphasis is on ensuring that children's right to prevention, care, treatment and support is acknowledged and addressed. Children are also one of the target groups of EDUCAIDS and it is in particular with respect to two of the four Ps (namely, prevention and protection of children) that there is a clear link between the two initiatives given EDUCAIDS' focus on scaling up prevention in educational institutions.

The Universal Access to Prevention, Treatment, Care and Support initiative addresses the rights of all, but particularly of vulnerable, marginalised and poor groups to information, treatment and other support services. EDUCAIDS, as a key UNAIDS initiative, contributes to Universal Access by aiming for comprehensive responses in the education sector that address not only prevention education but also other critical areas such as care and support for learners and educators living with HIV and AIDS, treatment education in and out of school settings, and psychosocial support for those affected. In addition, by focusing on mainstreaming HIV and AIDS in EFA, EDUCAIDS complements the call for Universal Access to focus on broader social programmes that help in addressing some of the social factors that increase vulnerability to HIV.

Finally, the focus of the WPHRE on integrating human rights in primary and secondary education is also of relevance to EDUCAIDS. This provides a framework for addressing HIV and AIDS from a rights-based and more holistic perspective, and for collective work towards the EFA goals and the MDG targets.

All four initiatives also have in common that they have recently been put in place. This provides a specific opportunity for exploring synergies and for ensuring that mechanisms for coordination and joint action on areas of common concern are put in place early on.

The 'Unite for Children, Unite against AIDS' and the 'Universal Access to Prevention, Treatment, Care and Support' initiatives differ from EDUCAIDS and from the WPHRE in that they are campaigns and as such are not specifically involved in country-level interventions, other than where advocacy is concerned.

5.3.5 Linkages and synergies between these initiatives and EDUCAIDS

Partners contacted were generally very positive about the potential opportunities for linkages and synergies with EDUCAIDS. A particularly important complementary and highly relevant role of EDUCAIDS to these initiatives that was highlighted by the different persons interviewed is that of ensuring that HIV is truly mainstreamed in EFA. It was felt that this could be a major contribution of EDUCAIDS and that it would also build on key strengths of UNESCO as the lead coordinator of the EFA movement and as an institution that has a high degree of access and credibility at the highest level within Education Ministries.

Specific opportunities for joint action include:

- Working with WPHRE on the initial mapping of the current situation of human rights in primary and secondary education. This mapping will be done at the country level and would provide an important opportunity for EDUCAIDS and the WPHRE to access information that is of relevance to both programmes and that could feed into the advocacy role of EDUCAIDS vis-à-vis the mainstreaming of HIV and AIDS in EFA.
- Building on the awareness that is being promoted around the prevention and protection Ps of the 'Unite for Children, Unite against AIDS' Campaign to lobby both at the national and the international levels for the important role of education in addressing HIV and AIDS and for the need for adequate resources at country level, in particular within education programmes.

Other key areas where it was felt that EDUCAIDS could play an important role (and which to some extent overlap with points also raised by the initiatives discussed earlier) include:

- Ensuring that EDUCAIDS builds on the strengths of UNESCO, in particular on its strong headquarters and regional presence, on its good technical credibility, on its strong role and mandate with ministries (particularly education), and on its capacity to produce and disseminate background studies, rather than stretching UNESCO's limited country presence further.
- Actively promoting lesson-learning to reduce the substantial current 'wastage' in what is being done in the context of HIV & AIDS and education, through fragmented and isolated approaches.
- Advocacy and fund-raising for education and HIV & AIDS, ensuring that gaps are covered and that comprehensive and sustainable programmes are put in place.

In summary, the key linkages and synergies relate to:

- Opportunities for joint action on:
 - Country mapping;
 - Mutual areas of advocacy; and
 - Prevention and protection of children.
- The strong overarching role for EDUCAIDS in lobbying for better mainstreaming of HIV and AIDS in EFA.

5.4 COUNTRY LEVEL FRAMEWORKS AND STRUCTURES FOR IMPLEMENTATION

This section examines various country level frameworks and structures for implementation. Most of these were born out of concerns that the AIDS response is not sufficiently coordinated, integrated and scaled-up to meet the continued challenge of the pandemic. Many of these initiatives are also relatively new.

At the country level, EDUCAIDS will need to ensure adequate integration into these frameworks and structures. The section therefore provides a short overview of six country-level frameworks and structures, outlines a number of lessons learnt and identifies opportunities for synergies between EDUCAIDS and these frameworks and structures.

5.4.1 The 'Three Ones'

► **Overview:** The 'Three Ones' was born out of a concern to manage the HIV and AIDS response (in a context where funding was growing but still insufficient) as effectively as possible. The purpose of the 'Three Ones' is to ensure a harmonised, coordinated and, above all, country-owned and country-led response to the AIDS epidemic.

The 'Three Ones' principle was endorsed in Washington, DC in April 2004 at the Consultation on Harmonisation of International AIDS Funding which brought together representatives from governments, donors, international organizations, and civil society partners. The principle calls for:

- One agreed AIDS action framework that provides the basis for coordinating the work of all partners;
- One national AIDS coordinating authority, with a broad-based multi-sectoral mandate; and
- One agreed country level monitoring and evaluation system.

UNAIDS is the facilitator and mediator of these three principles.

► **Progress to date:** A recent report (UNAIDS 2006b) identifies the following progress in applying the 'Three Ones'¹⁸:

- Almost four-fifths of all countries have an up-to-date national AIDS action framework but many of these plans are not based on a multi-sectoral agreement and have not been carried through into workplans and budgets.
- The vast majority of countries (95%) have national AIDS authorities; however, many authorities do not have strong mandates and support and also lack human resource capacity and/or management skills.
- Over 80% of all countries have started to work on the development of monitoring and evaluation systems, but only one-third have budgets for this and only a quarter have national databases in place.

EDUCAIDS as a UNAIDS initiative is linking with these processes by ensuring that field level reporting is harmonised with existing systems, in the framework of the Three Ones.

5.4.2 UN Development Assistance Framework (UNDAF)

UNDAF is the common strategic framework for the operational activities of the United Nations system at the country level. It aims to harmonise and integrate programming at the country level of the UN system. UNDAF is designed on the basis of a Common Country Assessment (CCA) and takes place in coordination with the Government and other key development partners. It consists of a series of key steps including: a) an assessment to determine development challenges; b) an analysis of selected priority challenges; c) subsequent prioritisation; d) a process of clarification of the role of different actors; e) the design of country programmes and projects for the agencies based on the priorities identified; and f) a process of monitoring and evaluation in coordination with other partners. It should not duplicate work that is already done in-country. Where, for example, high quality analyses already exist, UNDAF should use those rather than repeat them (United Nations 2006).

The EDUCAIDS framework document (UNESCO 2006a) highlights that EDUCAIDS will seek to establish close linkages and synergies with these processes, for example, by using the UN Theme Groups as a springboard for assessments, prioritisation, and resource mobilisation efforts, and linking with poverty reduction strategy papers (PRSPs), UNDAF, the CCA and the United Nations Integrated Strategic Plan (UN-ISP).

5.4.3 United Nations General Assembly Special Session on HIV/AIDS (UNGASS)

At UNGASS in 2001, the leaders of 189 Member States committed to an unprecedented, long-term, comprehensive approach to HIV and AIDS as laid down in a series of time-bound targets.¹⁹

The 2006 report of the UN Secretary-General (United Nations General Assembly 2006) on the outcomes of this commitment provides a mixed picture. Some countries have reached key Declaration targets and milestones for 2005, but many others have not been able to fulfil the pledges made.

Progress has been made in terms of greater commitment of resources (a four-fold increase since 2001), stronger national policy frameworks (90% of all countries now have national AIDS strategies, and more than four in five have National AIDS Councils), wider access to treatment (a five-fold increase and a total of twenty-four countries that reached the '3 by 5' target of 50% coverage of those in need of treatment), a dramatic increase in HIV prevention services (but with the observation that these programmes are often failing to reach the most vulnerable groups) and greater consensus on what constitutes effective country-led action. However, as the report of the UN Secretary-General notes, the epidemic continues to grow faster than the response, with more deaths and more infections with every passing year.

The report (United Nations General Assembly 2006) notes an alarming stalling of scaling-up of HIV prevention methods in many countries, with key prevention strategies reaching less than ten percent of those in need. It also calls attention to the fact that HIV prevention efforts continue to be inadequate for young people, among whom half of the new infections occur (fewer than 50% of young people are properly educated about HIV). The report warns that unless the AIDS response becomes substantially stronger, more strategic and much better coordinated, many countries will not only fail to achieve the 2010 targets of the Declaration of Commitment but will also fail to achieve the MDGs of reducing poverty, hunger and childhood mortality.

As part of UNESCO's participation in the 2006 UNGASS review of progress in May 2006, UNESCO led the organization of a side event that focused on strengthening partnerships between the UN and the private sector in promoting Universal Access, with strategic partnerships also being a key element of EDUCAIDS. Also at the May 2006 review, UNESCO was a cosponsor, together with UNFPA, of a UNICEF-led event that focused on promoting the need to pay more specific attention to children's needs and issues with respect to AIDS. In addition, UNESCO regularly participates in discussions with UNICEF as the lead on the 'Unite for Children, Unite against AIDS' campaign. UNESCO also participates in the IATT on Young People and the IATT on Children Affected by AIDS, which are both working towards meeting the UNGASS goals. Where appropriate, and to the degree possible, when UNESCO participates in such discussions, it considers opportunities for linking EDUCAIDS with other related initiatives.

5.4.4 Global Task Team (GTT) to Improve AIDS Coordination among Multilateral Institutions and International Donors

The Global Task Team (GTT) to improve AIDS coordination was established as a result of the March 2005 review meeting in London of the global response to HIV and AIDS under the theme "Making the Money Work: the Three Ones in Action". It has two main responsibilities: 1) to make recommendations on options for further coordination, particularly within the multilateral system, to resolve areas of duplication and gaps in the global response to AIDS; and 2) to identify how the multilateral system can streamline, further simplify and further harmonise AIDS procedures and practices with a view to improving the effectiveness of country-led responses and reducing the burden placed on managerial and technical capacity of countries (Global Task Team on Improving AIDS Coordination Among Multilateral Institutions and International Donors 2005).

The GTT is composed of 24 countries and institutions representing developed and developing countries, civil society, regional bodies and multilateral institutions. The work of the GTT has resulted in various recommendations for closer UN coordination at country level and for a division of labour among multilateral institutions (see also 5.4.5).²⁰

This division of labour has since been drawn up by UNAIDS. A total of 17 broad areas of UNAIDS technical support have been identified in this division of labour which are grouped around three thematic headings: 1) strategic planning, governance and financial management; 2) scaling up interventions; and 3) moni-

19) These formed the Commitment on HIV/AIDS (resolution S-26/2).

20) Other important recommendations were made with respect to: macroeconomic policies to support the response to AIDS; alignment of external support to national processes; progressive shifting from project to programme financing and to harmonisation; problem-solving mechanisms for the Global Fund; increased financing for technical support; country assessments of performance of multilateral institutions, international partners and national stakeholders; and strengthening of monitoring and evaluation mechanisms and structures that facilitate oversight.

toring and evaluation, strategic information, knowledge-sharing, and accountability.

In the division of labour, UNESCO takes the lead under the second thematic area of 'scaling up interventions' for the area of prevention for young people in educational institutions (UNAIDS 2005c). Partners of UNESCO in this lead area are: the International Labour Organization (ILO), UNFPA, UNICEF and WHO. In addition, UNESCO is a 'main partner' in the areas of:

- HIV & AIDS and development, governance and mainstreaming.
- Support to strategic, prioritised and costed national plans; financial management; human resources; capacity and infrastructure development; impact alleviation and sectoral work (lead organization: World Bank).
- HIV and AIDS workplace policy and programmes, private sector mobilisation (lead organization: ILO).
- Provision of information and education, condom programming, prevention for young people outside schools and prevention efforts targeting vulnerable groups (except injecting drug users, prisoners and refugee populations) (lead organization: UNFPA).
- Overall policy, monitoring and coordination on prevention (lead organization: UNAIDS Secretariat).
- Dietary/nutrition support (lead organization: World Food Programme (WFP)).
- Addressing HIV among displaced populations (refugees and internally displaced persons) (lead organization: United Nations High Commissioner for Refugees (UNHCR)).
- Strategic information, knowledge-sharing and accountability, coordination of national efforts, partnership-building, advocacy, and monitoring and evaluation, including estimation of national prevalence and projection of demographic impact (lead organization: UNAIDS Secretariat).

5.4.5 UN Country Teams on HIV and AIDS

In direct follow-up to the 2005 World Summit on HIV & AIDS (September 2005), the UN Secretary-General has instructed countries to put in place joint UN Teams on HIV and AIDS with one joint programme of support. These teams are a relatively recent development and bring together operational level staff working in AIDS, under the authority of the UN Resident Coordinator.

The overall purpose of the UN Team on HIV and AIDS is to "promote coherent and effective UN action in support of an expanded national response to HIV & AIDS" (UNAIDS 2005a, p. 1). Specifically, the team is expected to:

- Provide technical advice to follow up on decisions made by the UN Theme Group on HIV and AIDS;
- Facilitate and monitor the joint HIV and AIDS Programme of Support, based on the country UNDAF;
- Constitute an entry point for national stakeholders to access HIV and AIDS technical assistance from the UN system;
- Support the national AIDS coordinating authority to oversee implementation of the national response and to resolve barriers to implementation; and
- Assist the Theme Group in its liaison function with global and regional problem-solving mechanisms and technical support facilities.

As was mentioned under 5.4.2, EDUCAIDS has actively sought ways to link into these processes. By working within this structure, UNESCO and EDUCAIDS adhere to the agreed principles of coordinating and streamlining technical assistance while working to meet the goal of implementing comprehensive responses to HIV and AIDS.

5.4.6 Lessons learned and synergies with EDUCAIDS

This section explores some of the lessons learnt from the reports and interviews about country level implementation with respect to: a) the overall coordination of HIV and AIDS from a multi-sectoral perspective and b) the education sector. This is followed by an analysis of the implications for EDUCAIDS.

► **Lessons learnt with regard to multi-sectoral responses:** With regard to putting in place country level coordination mechanisms, harmonising and streamlining these has been a difficult process.

Some of the issues that have arisen at country level include:

- The need to ensure that participatory structures (with adequate representation of hard-to-reach and vulnerable groups) are put in place (and regulated by by-laws and guidelines) from the ground-up and provide strong connections between National AIDS Councils and the local level.
- The importance of strengthening the mandates of national AIDS authorities through adequate legislation, senior leadership and comprehensive representation from all parties.
- The need to approach the UNAIDS division of labour in a cautious and pragmatic manner to ensure that on-going efforts are not side-lined and to take into account realities of agency presence and commitments in-country. The division of labour was clearly something that UN partner agencies were struggling with, not as a matter of principle, but because of the challenge of making it fit with on-going work and local realities.
- The key role of giving sufficient emphasis to training and capacity-building of staff, of developing a set of research priorities, of resource tracking and of translating monitoring and evaluation into workplans and budgets.
- The need to ensure that substantial donor support goes hand-in-hand with good managerial and technical capacity within bilateral agencies. Problems in some countries (highlighted in the 'Three Ones' report) point to insufficient recognition of the importance of capacity-building, inappropriate technical assistance, burdensome bureaucratic requirements placed on weak structures, and head-hunting of skilled local staff into donor organizations.
- The importance of ensuring that, at the country level, the UN provides a coherent technical response and that this

is complemented by a coherent financial response from bilateral agencies. In practice, the weak capacity of the National AIDS Councils in managing and orchestrating the response, the chaotic and fragmented UN response, and the weak technical capacity of bilateral agencies in the field of HIV and AIDS has been counterproductive to establishing good coordination and to making progress in addressing the pandemic.

- The need for a much stronger overall mandate and coordinating role for the UNAIDS Secretariat (this role is currently unclear but usually limited to a responsibility for coordinating the UN), matched by adequate resources for coordination.
- The importance of adherence to the Paris and Rome declarations which, especially as far as HIV and AIDS are concerned, continues to be selectively and inconsistently followed.

► **Lessons concerning the education sector:** Some of the issues identified above such as the weak adherence to the Paris/Rome declarations, the still incipient authority of the National AIDS Councils, and the difficulties of achieving a coordinated UN and bilateral response were also felt in the education sector. In addition, the following sector-specific issues were raised during the interviews:

- The tendency to view the education response as one that is primarily related to introducing additional content to the curriculum (as well as an overemphasis on prevention at the expense of efforts to address HIV and AIDS more broadly).
- The absence of strong frameworks and rallying points at the country level that can provide adequate coordination for the education response, that ensure a good link with the overall HIV and AIDS coordination, and that lobby for the substantial role that education must play in the overall AIDS response.
- The need for impartial, quality-driven and, above all, evidence-informed responses to the pandemic. This means more research and evidence of what works but also stronger capacity of country-level staff to engage in a constructive and well-informed debate on HIV & AIDS and education that is not side-tracked by moral discussions.
- The importance of developing much stronger case studies of impact (related to improving monitoring and evaluation systems in general). One of the frequently cited reasons why education has not been able to attract resources was the weak evidence of impact.

5.5 THE UNAIDS INTER-AGENCY TASK TEAM (IATT) ON EDUCATION

5.5.1 Overview

► **Background:** The UNAIDS IATT on Education was created in 2002 to support accelerated and improved education sector responses to HIV and AIDS. It is convened by UNESCO and includes as members the UNAIDS Cosponsors, bilateral agencies, private donors, and civil society organizations supporting education responses to HIV and AIDS. The IATT is a coordinating mechanism. It meets twice a year and undertakes ongoing activities through working groups and task teams on specific issues. Its limited funding comes from UNESCO in the form of staff and other operational costs, from UNAIDS extra-budgetary funds,²¹ and from members for specific activities on a case-by-case basis.²²

► **Goals:** The overall goal of the IATT on Education is to accelerate and improve the education sector response to HIV and AIDS. It strives to meet the following two specific objectives:

- Promote and support good practices in the education sector related to HIV and AIDS,
- Encourage alignment and harmonisation within and across agencies to support global and country level actions.

► **Progress to date:** Specific activities undertaken by the IATT relate to:

- Strengthening the evidence base and disseminating findings to inform decision-making and strategy development, including through specific research and publications such as the Education Sector Global HIV & AIDS Readiness Survey (UNAIDS IATT on Education 2006a), and the recent publications on orphans and vulnerable children (UNAIDS IATT on Education 2004a), on HIV and AIDS treatment education (UNAIDS IATT on Education 2006c), and on quality education and HIV & AIDS (UNAIDS IATT on Education 2006b).²³
- Encouraging information and materials exchange, through, for example, presentations at IATT meetings

and through the organization of biannual symposia on HIV & AIDS and Education.

- Working jointly to create bridges between the education and AIDS communities by developing joint strategies and supporting education responses to HIV and AIDS by facilitating joint action.
- Advocating for stronger education responses to HIV and AIDS. The participation of the IATT at the International AIDS Conference in 2006 which included three IATT supported sessions,²⁴ is a good example of this.
- Creating stronger links with specific education initiatives such as FTI, EFA and others.

► **Lessons Learnt:** A recent external review of the IATT (Goss Gilroy 2006) brought to the forefront a number of achievements, including that:

- The IATT has significant value since it is the only mechanism in education that brings together a large variety of agencies around the issue of HIV and AIDS at the global level.
- The IATT has been a very useful forum for information exchange and for learning among agencies with a variety of backgrounds.
- The information shared at IATT meetings is often fed back into internal structures of member organizations and has an influence on dialogue with organizations and on policies and decision-making.
- The IATT has created opportunities for joint action among specific members which would have been difficult to create otherwise.
- The IATT has been able to advance on key issues on HIV and AIDS by establishing working groups and task teams in which members participate.

An on-going challenge for the IATT that was highlighted by the external review and that also emerged in the context of the interviews conducted for this paper is the extent to which the IATT connects to the country level, both in terms how it coordinates resources and how it develops a working relationship on the ground. However; increasingly, the consensus has become that this is not the primary role of the IATT but that this connection to country level implementation comes from the pro-

21) Specific earmarked funds from UNAIDS in support of the IATT stopped after the 2004-2005 biennium.

22) Following the recent external review of the IATT, members have agreed to move towards a process of core budget contributions to finance IATT activities. A flexible workplan and budget have been developed to outline an estimated annual budget and already several IATT members have committed to making a contribution to the core budget.

23) A full list of the IATT publications can be found at the following link: www.unesco.org/aids/iatt

24) The IATT supported sessions included: a) Leadership in Girls' Education: An Essential Component in HIV Prevention; b) Using Evidence to Influence and Strengthen HIV and AIDS Policies and Practices; and c) Education and AIDS: Challenges and Possibilities with a specific presentation entitled "Assessing Global Readiness of the Education Sector to Manage and Mitigate HIV and AIDS Impact".

grammes and initiatives that individual IATT members support. A second challenge for a selection of members has been the limited progress on concrete issues between IATT meetings. Some members have suggested that the strong focus on information-sharing at the IATT meetings may be to the detriment of real coordination. There is also expressed concern that the use of working groups to advance the IATT's interests places a heavy burden on individual members and is not sustainable in the long

run. Finally, the rotating nature of individual membership of the IATT has posed some challenges to continuity and institutional memory (the latter point has led to the recent establishment of clearer organizational structures, including that of a Steering Committee). Nevertheless, and in spite of these challenges, the IATT continues to be a very useful forum and most members concur that participation in this 'network' has a significant added value for members.

5.5.2 Summary of similarities and differences between the IATT and EDUCAIDS

Various important differences can also be discerned between the IATT and EDUCAIDS. One of the main differences relates to the fact that the IATT has a diversified membership which, as one of the interviewees for this review noted, is a strong reflection of the 'education architecture at country level'. This diversified membership enables the IATT to:

- Bring to the table a breadth and depth of experience from different institutional perspectives and different stakeholder groups.
- Draw from and build on the experience of country-level implementation, ensuring this feeds into macro-level policy and decision-making.
- Speak with knowledge and authority at different fora and events and to press for important issues and action points.
- Contribute to country level implementation by playing a role in synthesising experiences across countries and regions and by promoting research and reflection on emerging issues related to HIV and AIDS.

The significance of these strengths is that the IATT is able to come forward with the collective 'weight' and backing of partners who represent the main partners in education. This has made the IATT effective in ensuring greater focus and attention to HIV and AIDS, for example, within the context of FTI. This strength of the IATT is – as will be highlighted in section 5.5.3. under synergies – an advantage that EDUCAIDS does not have, but can certainly capitalise on, learn from and build on in promoting country-level action and in developing and fine-tuning its global advocacy role.

A second and related important distinction between the IATT and EDUCAIDS is where the weight of its direct action lies. EDUCAIDS is "country-led and country-driven". Its focus is on intensifying and broadening country level action by working through and with existing structures – in particular through the UN Theme Groups – to enhance the response to HIV and AIDS. The IATT, while seeking to promote good practice and to improve alignment and harmonisation at the country level, does not in itself act as an 'organization' undertaking or intending to undertake long-term and sustained country level action. This is the responsibility of the agencies/initiatives that are affiliated with the IATT, of which EDUCAIDS is one.

A further distinction between the IATT and EDUCAIDS is the nature and focus of the advocacy role that each entity intends to play. The IATT has a global advocacy role that focuses, on the one hand, on the agencies that are affiliated with it and on other global forces and actors in general. The advocacy role of EDUCAIDS, on the other hand, is primarily at country level and vis-à-vis more specific audiences including: a) Ministries of Education, governments and civil society partners; b) other agencies that are part of the multi-sectoral response to HIV and AIDS at country level (e.g., ministries of health, other sector ministries, and other partners at the country level); and c) within the UN response in general. This review highlighted that other partners feel that the advocacy role of EDUCAIDS at this level is potentially very important, provided that EDUCAIDS is able to ensure country-level presence, an issue addressed under section 5.5.3.

Finally, there is a difference in terms of the extent to which these initiatives focus on multi-sectoral action. EDUCAIDS, by focusing on improving country-level coordination and by doing so through the various coordinating initiatives that were highlighted above, focuses strongly on improving the profile, role, and funding to the education sector within the multi-sectoral effort. In other words, EDUCAIDS will not only seek to ensure a comprehensive, sustained and scaled-up response within the education sector but will also seek to ensure that this response becomes an increasingly important part of country level strategies and action and that this is reflected in increased budgetary allocations to the education sector. This is an area where the IATT can potentially benefit and learn from EDUCAIDS.

In terms of similarities, EDUCAIDS and the IATT on Education share four key characteristics which emerged from this analysis. Both:

- Are UNAIDS-supported initiatives;
- Are convened by and have the strong involvement of UNESCO;
- Have overlapping goals, focusing on protecting the education system from the impact of the pandemic while at the same time enhancing its role in preventing HIV infection; and
- Focus on a comprehensive country and national response to the challenge of HIV and AIDS in the education sector.

Whilst these similarities are without doubt potentially strengths, they have also contributed to criticism from various IATT members. There are three main dimensions to the concerns expressed. Firstly, there is a perceived lack of clarity on how the IATT and EDUCAIDS are related. The fact that the same UNESCO staff members intermittently represent the IATT Secretariat and EDUCAIDS contributes strongly to the lack of clarity and to the sense of duplication. In addition, various members expressed ambiguity on the 'status' of EDUCAIDS' membership of the IATT, in light of the fact that other UNESCO-supported initiatives and entities, such as the IIEP, which play an important role in AIDS and education have not been admitted as members of the IATT. Secondly, various members express a strong desire for seeing a strengthened HIV and AIDS profile within existing flagship initiatives and thus question the need for creating a new initiative. In this respect, it was felt that UNESCO should continue to seek a much stronger leadership role in the coordination of the IATT. Finally, while members recognise the validity of focusing on an enhanced country level response, there is considerable concern regarding the feasibility of the proposed EDUCAIDS strategy for establishing country level presence. These concerns have persisted in spite of various presentations at IATT meetings and separate discussions on other occasions. Unless they are overcome, there is a real risk that these will continue to stand in the way of effective coordination and synergy between the IATT and EDUCAIDS.

5.5.3 Linkages and synergies between the IATT and EDUCAIDS

Various areas where EDUCAIDS can usefully complement the work of the IATT emerged during the course of this analysis.

As noted above, the IATT and EDUCAIDS share the same overall broad goals. The earlier analysis of other initiatives will have highlighted that these overlapping goals exist not only between the IATT and EDUCAIDS, but also between these two and other specific initiatives (such as Accelerate, EFAIDS, and the MTT). The achievement of these broad goals will probably require multiple efforts working in a coordinated manner. This shared vision, expressed through goals that show a large degree of overlap and synergy – by focusing on protecting the education system from the impact of the pandemic while at the same time enhancing its role in fighting the disease – is extremely important to ensuring an effective response to HIV and AIDS through the education sector. As one interviewee noted, it is important that these overlapping goals be seen by IATT members as an opportunity rather than a threat.

Secondly, EDUCAIDS focuses on promoting a comprehensive education sector response both at country level and globally.

This comprehensive approach finds resonance with many of the organizations that are affiliated with the IATT. However, the role of the IATT with respect to such a comprehensive approach is not one of direct involvement in country level action. Rather, the IATT serves as a forum for discussion, coordination and sharing of information around the need for a comprehensive approach which, through the participation of member agencies, should filter through into the policies of those agencies and initiatives. In this respect, EDUCAIDS can potentially play an important complementary role by ensuring that improved agency level understanding and commitment – which is generated through involvement in the IATT – is supported by enhanced preparedness and engagement at country level.

Other areas of synergy are also evident. Many of these were agreed upon during the IATT Consultation on EDUCAIDS in Paris on 24 May 2005 and in which many of the IATT members participated. These areas of synergy include:

- Developing clear messages on key issues related to HIV & AIDS and education and advocating for these within member organizations and among other partners.
- Using the IATT on Education as the key reference group for EDUCAIDS in order to ensure that opportunities for collaboration as well as emerging policies and strategies are effectively integrated in country level approaches.
- Promoting strong and sustained involvement of EDUCAIDS in the IATT working groups on FTI and EFA. Given the advocacy role of EDUCAIDS regarding HIV and AIDS in education, these are areas where EDUCAIDS should play an important role, creating room for IATT members to engage in other important issues.
- Using EDUCAIDS as a tool for better implementation and a tangible reflection of the IATT on Education Strategy at the country level, given the IATT's limited implementation role. In this context, there is an important continued need for enhancing advocacy and capacity by effectively linking up with civil society, teachers unions and people living with HIV at the country level.
- Complementing the IATT focus on capacity-building by continued production of training modules and materials for various target groups.
- Ensuring that the IATT supports EDUCAIDS in targeting resources and support to meet countries' needs. The gap analysis that is central to the EDUCAIDS approach will be an important part of this.
- Ensuring that country-level responses include a stronger focus on research and monitoring and evaluation and feeding information on these results of these efforts back into the IATT meetings to ensure impact on policy and decision-making at the agency level.

CONCLUSIONS AND RECOMMENDATIONS

This report has examined opportunities and challenges in linking EDUCAIDS with on-going initiatives. Various important opportunities for collaboration and synergy with individual on-going initiatives are mentioned throughout this report and will not be repeated here (see sections 5.1.5, 5.2.7, 5.3.5, and 5.4.6).

In general, the findings of this review are that EDUCAIDS is seen as a **useful and worthwhile initiative**, that its overall focus in many ways **complements** the work that is being done through other initiatives and that it can **fill important gaps** that are currently not being addressed in efforts against HIV and AIDS. It was clear in the course of the interviews that the partners contacted appreciated this opportunity to provide input and saw this as an important way of moving forward on collective priorities and areas of action. Some of the activities that EDUCAIDS is developing, in particular the 'briefs for decision-makers' and other resource materials, are seen as very positive developments by partners who have successfully used or adapted these in the context of their initiatives.

The study highlighted the need for **wider dissemination and dialogue** around the specific objectives of EDUCAIDS as well as for periodic updates on what progress has been made to date. Partners were aware of the existence of EDUCAIDS but generally vague about how it fits in the overall landscape of HIV & AIDS and education. In addition, the interviews made it clear that there is a need to clarify how EDUCAIDS relates to other on-going UNESCO initiatives. Some partners were, for example, not clear on the purpose of EDUCAIDS vis-à-vis other UNESCO-supported/chaired initiatives such as the IATT on Education.

While acknowledging the general importance of a **joint partner/stakeholder needs analysis** at the country level, the document review and interviews conducted in the context of this paper indicated that there is a need to ensure that on-going work at country level (through initiatives such as Accelerate and the MTT, but also others) is taken into account and that duplication is avoided. It will thus be necessary for EDUCAIDS to continue to strive for a flexible and country-specific approach which takes into account possible inventories and other mapping

exercises that have been done so far. In this context, the study also brought out the importance of ensuring that EDUCAIDS **fully explores some of the lessons learnt** in the context of initiatives such as Accelerate, the MTT and EFAIDS and which have been briefly touched upon in this report. A more detailed analysis of such lessons may be necessary to ensure that these can be of practical use to EDUCAIDS, to UNESCO field offices and to EDUCAIDS partners.

A related general challenge which emerged clearly during this study is the **reality of country contexts**, where systems are overburdened, coordination continues to be problematic, and promises are not always kept. Various partners highlighted the importance of EDUCAIDS moving into country contexts carefully, of ensuring that there is a clear formulation/understanding of what the added value of EDUCAIDS will be and how it fits in with the existing actors.

Still, in the context of other on-going initiatives, and in addition to lesson-learning, there is also a clear potential for **using HIV and AIDS resource persons** (such as those that have been involved in initiatives such as EFAIDS, Accelerate and the MTT, as well as in the Global Readiness Survey) in the advocacy and country level work that EDUCAIDS will be promoting. This will be invaluable to ensuring a coherent approach which builds on experience so far and ensures that maximum use is made of human resources that have been trained in the region for this purpose.

An important challenge for EDUCAIDS will be to put in place a sufficiently sustained and in-depth response. The interviews and the document review highlighted the problematic 'thinness' of approaches and commitment and the subsequent evasiveness of results. As the recent global MDG report underscores, **impact will be made where there is consistent and long-term intervention**. In this respect, it may be important for EDUCAIDS to adopt an approach of **'focus countries'** where approaches are tested and assessed and which yield lessons that can be picked up by other agencies and partners or which EDUCAIDS itself expands to a larger group of countries at a later stage, rather than going to scale quickly.

The interviews and the document review conducted in the context of this study resulted in the identification of various areas that are currently 'missing' or insufficiently addressed in the approach to HIV & AIDS and education and where it is felt that UNESCO's expertise and added value would be particularly useful. Some of these areas are already part of the EDUCAIDS framework document (UNESCO 2006a), while others are new or at least receive less emphasis in this document. These include:

- **A strong advocacy role** for the importance of education in responses to HIV and AIDS. As was mentioned before, this advocacy role is critical for better coordination with national responses to HIV & AIDS and for adequate resource mobilisation. Various levels of advocacy were identified including: within UNESCO and the UN system itself, at the international level, regionally, and at the country level. Mainstreaming HIV and AIDS in EFA was mentioned by various partners as a particularly critical priority. Advocacy is part of the EDUCAIDS strategy but various partners felt the focus on advocacy would need to be even stronger and clearly implied that this is where EDUCAIDS could make the biggest difference to HIV and AIDS in education.
- **Lesson learning and best practices.** This was identified as an important area which is not receiving sufficient attention in current education and HIV & AIDS initiatives and which is critical both to improved country level action and to effective advocacy.
- **Research and country-specific priority research agendas.** There is an important need to bring evidence to the table about education and HIV & AIDS. It was felt that EDUCAIDS should play a key role in developing priority research agendas at country and regional levels, and in disseminating and promoting discussion around research results.
- **Complementary capacity-building in key areas.** Capacity-building is being done through various initiatives. However, there are areas of unmet need where it was felt that EDUCAIDS could usefully play a role either by engaging in direct capacity-building or by 'lobby-

ing' others to give priority to these areas. One example of such an area includes making ministries of education more research 'savvy' as clients and users of research.

- **Developing consensus around key education and HIV & AIDS indicators** and ensuring that capacity is created to use available (and new) information to feed into the design and improvement of HIV-and AIDS-related programmes.

There was somewhat **less consensus on the role of EDUCAIDS in facilitating the national response** to HIV & AIDS and education. While it was recognised that it is essential to strengthen the education response and to lobby for a better understanding of the importance of education within the national and international HIV and AIDS architecture, there were concerns that this is a very complex and time-consuming area for which UNESCO may not have the resources at the country level. This finding underscores the importance of ensuring that EDUCAIDS succeeds in its strategy of **working through country level coordination mechanisms and structures** and of **engaging in a constructive dialogue with partners** so that this strategy is understood and supported.

For EDUCAIDS to be able to play an effective role, **participation in country level and international working groups and other fora will be critical.** At the country level, this involves three key coordination mechanisms, namely, at the level of the Ministry of Education working group on HIV & AIDS and education (or its equivalent), participation in the UN Country Team because of its important role in the overall UN response to HIV and AIDS, and possibly in key meetings/bodies related to the overall multi-sectoral country coordination of HIV and AIDS in order to be able to lobby for a greater role of education in the national response. This does not imply that UNESCO country staff specifically would need to be present at these three levels since representation can also be done through partnerships with other entities on the ground. At the international level, it will be important for UNESCO to be more active in the EFA/FTI working group that will review the guidelines for FTI approval, considering potential synergies between EDUCAIDS and the FTI partnership.

ANNEX I - TERMS OF REFERENCE

Clarifying the Linkages between EDUCAIDS and other Key Initiatives

BACKGROUND

Key education sector stakeholders have voiced an interest in understanding the links and relationships between the UNESCO-led Global Initiative on Education and HIV & AIDS (EDUCAIDS) and other initiatives and programmes, for example:

- Accelerating the Education Sector Response (IATT Working Group)
- Education for All (including the other two core EFA initiatives on literacy and teacher training)
- EFA Fast Track Initiative Partnership
- EFAIDS (Education Development Center, Education International, and the World Bank)
- Focusing Resources on Effective School Health (originally UNESCO, UNICEF, WHO, the World Bank, Education International, Education Development Center and the Partnership for Child Development; now expanded to include other partners)
- Millennium Development Goals
- Mobile Task Team on the Impact of HIV & AIDS on Education (HEARD)
- UN Decade for Education on Sustainable Development
- Unite for Children, Unite against AIDS (led by UNICEF)
- Universal Access to HIV Prevention, Treatment and Care
- World Programme on Peace and Human Rights Education

Although distinctive in significant respects, these initiatives or considerable parts of them share much in common in terms of their underlying values and ideals as well as their strategies to support comprehensive education sector response to HIV & AIDS.

PURPOSE OF THE LINKAGES REVIEW

The ultimate purpose of this exercise is to enhance understanding and maximise opportunities for coordination and synergy between various efforts and initiatives. Through an analysis of the key activities of the various initiatives, the review will identify the existing linkages between them and provide recommendations to improve and reinforce linkages and synergies. This review will work from the assumption that greater benefit can be achieved through mutual reinforcement.

Of particular interest in this review will be a consideration of how EDUCAIDS can operate—particularly at the country level within other UN frameworks to ensure cooperation, coordination and harmonisation. Reference should be made to:

- Common Country Assessment - UN Development Assistance Framework (CCA/UNDAF);
- Global Task Team recommendations;
- Implementation Support Plans with reference to HIV and AIDS (UN-ISPs);
- The 'Three Ones'; and
- UN Country Teams on HIV & AIDS.

OBJECTIVES OF THE REVIEW:

- Document the similarities and distinctions between the activities of major initiatives to support comprehensive education sector responses to HIV & AIDS;
- Identify how these activities currently or potentially can link together in relation to EDUCAIDS, with particular focus on implementation at the country level; and
- Provide recommendations for how these initiatives could better build on synergies and strengthen linkages for improved outcomes.

PROCESS AND METHODOLOGY FOR THE REVIEW

It is proposed that the parameters of the review remain focused firmly within the agreed objectives, with a timeframe for its completion by early May 2006 so that UNESCO can review and circulate the results of the review prior to the next IATT meeting to be held in London 17-19 May 2006.

To undertake the review and complete it within the proposed timeframe, UNESCO will identify a consultant with programmatic or research experience in education sector responses to HIV & AIDS. The consultant should not have a vested interest in any relevant programmes or initiatives; however, it would be desirable if he/she was already familiar with the initiatives and frameworks.

The methodology is expected to begin with a desk review of existing documentation including, for example, recently completed products and publications, with some attempt to understand their level of dissemination and impact in the field. The consultant may wish to propose a structured set of questions which

could be formatted as a simple survey and/or used as the basis for in-depth telephone interviews with key informants; however, this will be left to the consultant.

POINT OF CONTACT AT UNESCO

Chris Castle, Chief of Section,
Division for the Coordination of UN Priorities in Education
Section on HIV and AIDS

EXPECTED OUTPUTS FOR THE REVIEW

1. A report will be produced of between 20-25 pages covering the objectives for the exercise and within the requested timeframe. The report should contain an executive summary and include an analysis of the similarities and distinctions of the initiatives studied, and a description of how these activities currently link together. Recommendations should be further provided to support synergies and establish linkages for improved outcomes, particularly with regard to EDUCAIDS.
2. The report will be submitted to UNESCO in draft by 8 May, and summary findings will also be prepared for a presentation by UNESCO to the 17-19 May 2006 IATT meeting (~15 minute presentation). The report will then be finalised based on corrections and feedback from UNESCO by 2 June 2006.

CONSULTANT SUPPORT

UNESCO will work with the consultant in the following areas:

- Provide advice and support as the TOR are implemented;
- Ensure the consultant is supplied with relevant documentation and information in order to undertake the review; and
- Monitor progress and review, comment, and provide input into the draft report.

RESULTS DISSEMINATION

The findings from the exercise will be shared first with UNESCO for review and comment, then for presentation in draft by UNESCO to the IATT at the May meeting. When the study is finalised it will be distributed among the IATT and EDUCAIDS partners, and included on the UNESCO website.

ANNEX 2 - DOCUMENTATION CONSULTED

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ANNEX 3 - PERSONS CONTACTED

Peter Badcock-Walters – Director, Health Economics and HIV/AIDS Research Division (HEARD), University of KwaZulu Natal

Tania Boler – Education and HIV/AIDS Advisor, Action Aid

Don Bundy – Lead Specialist, World Bank

Sabine Detzel – Education Programme Specialist, Youth Coordination Unit, UNESCO

Béatrice Gonzalez Galvez – World Programme on Peace and Human Rights Education, UNESCO

Anna Maria Hoffman – Project Officer, HIV & AIDS and Life Skills, UNICEF

Maysa Jalbout – Senior Advisor on Education, Canadian International Development Agency (CIDA)

Mahesh Mahalingam – Prevention and Vulnerability Advisor, UNAIDS

Máire Matthews – Senior Development Specialist, Irish Aid

Robert Prouty – Lead Education Specialist, EFA/FTI Secretariat, World Bank

Anne Triponel – Consultant, EFA/FTI Secretariat, World Bank

Cheryl Vince-Whitman – Senior Vice President, Education Development Center

Desmond Whymys – Team Leader, UNAIDS ‘Three Ones’

ANNEX 4 – OVERVIEW OF MAJOR INITIATIVES

Initiative	Institutions & starting date	Goals	Objectives	Key areas/activities to date
EDUCAIDS	UNESCO led, March 2004	<ul style="list-style-type: none"> Prevent the spread of HIV & AIDS through education. Protect the core functions of the education system 	<ul style="list-style-type: none"> Build capacity in pilot countries. Build capacity to address the impact of HIV and AIDS on education in selected countries. Address structural causes of vulnerability in and around learning environments. Expand the response to a larger number of countries. 	<p>Country level activities started in 2005. With partners, UNESCO will map on-going initiatives, review national sector plans and HIV & AIDS plans, review calendar of development assistance mechanisms, review and put numbers on targets in country, assess unmet needs, assess and specify financial needs and potential resources.</p> <p>Planned 2005 to 2015 (UNESCO 2006a):</p> <ul style="list-style-type: none"> Implement EDUCAIDS global strategy to facilitate the identification of key needs in order to ensure comprehensive response to epidemic. Continue to advocate for better linkages between EFA and the epidemic, especially with respect to UNAIDS. Improve coherence, level and nature of the UNESCO support to EFA processes and actions by understanding the nature of impact of HIV and AIDS. Develop multi-pronged communication strategy to address importance of HIV and AIDS for achievement of EFA. Lead a global research and knowledge-building agenda that contributes to better planning, more effective resource management and improved practice. Implement broad partnership strategy within EFA and UNAIDS frameworks, that links EFA and DESD partnerships for value-added. Undertake monitoring and evaluation of the progress of the educational response to the epidemic with particular attention to using existing monitoring mechanisms at the country level, linking with the EFA Global Monitoring Report. Ensure reporting on EDUCAIDS through EFA and UNAIDS mechanisms in order to increase profile of EFA in the communities addressing HIV and AIDS. Support countries to develop their abilities to better access financing.
Accelerating the Education Sector Response	IATT working group, November 2002	Promote greater alignment in the work on education and HIV & AIDS at country level	<ul style="list-style-type: none"> Promoting sectoral leadership. Sharing information among countries. Building capacity. Identifying gaps in knowledge. Strengthening stakeholder coordination. Identifying resources and building networks. 	<p>Thirty five countries in sub-Saharan Africa have participated to date. Key areas of activity are carried out through regional and country workshops. These have contributed to:</p> <ul style="list-style-type: none"> Development of leadership and technical capacity through placement of advisors, development of HIV and AIDS units, centres of training excellence, and sector policies and strategic plans. Improved information sharing and networking through sub regional networks and websites for HIV and AIDS. Improvement of donor coordination through combined technical and financial support within single working group. Support to improving access to financial resources. Development of activities at the school level by translating plans into actions that benefit schools and children. <p>(UNAIDS Inter-Agency Task Team on Education 2004b)</p>

Initiative	Institutions & starting date	Goals	Objectives	Key areas/activities to date
EFAIDS	Education International (EI), World Health Organization (WHO) and the Education Development Centre (EDC), 2006	<ul style="list-style-type: none"> Prevent new HIV infections among teachers and learners. Mitigate the negative effect of AIDS on achieving EFA goals. Increase the number of learners completing basic education. 		<p>The programme has resulted in the training of over 134,000 teachers in 22,576 schools in 17 countries. Selected achievements include:</p> <ul style="list-style-type: none"> Increase in teachers' knowledge on HIV prevention. Acquisition of teaching and training skills by teachers, including in the use of participatory techniques. Enhanced intentions/motivations of teachers to play an active role in HIV prevention. Better collaboration between teachers unions, ministries of Health and Education and other organizations. Strengthened managerial and administrative capacity of teachers unions Development of relevant and context specific teaching materials. <p>N.B. There is anecdotal evidence of behaviour change among teachers, but this has not been systematically captured/researched.</p>
EFA	UNESCO led, 2000	Achieve quality education for all by the year 2015.	<ul style="list-style-type: none"> Give more pre-school children the chance of good care and early learning. Make sure that all children, and particularly girls, complete good primary education, free of charge by 2015. Give young people and adults the chance to learn the skills they need. Make sure that 50% more people are literate before 2015. 	<p>Universal primary education: The number of out-of-school children is declining, having fallen from 106.9 million in 1998 to 103.5 million in 2001. However, progress remains too slow to achieve UPE by 2015. If past trends continue, the world net enrolment ratio will be about 85% in 2005 and 87% in 2015.</p> <p>Completion of primary schooling remains a major concern: delayed enrolment is widespread, survival rates to grade 5 are low (below 75% in thirty of ninety-one countries for which data are available) and grade repetition is frequent. (UNESCO 2005b)</p> <p>A recent study of six African countries with high HIV prevalence found that people acquired the skills necessary to reducing risky sexual behaviour from a complex network of formal and informal sources of information, including the education system. Cognitive skills required to make informed choices were closely linked to education levels and literacy, with condom use rising sharply with increased levels of schooling. However, the HIV pandemic is also severely undermining the provision of quality education and contributing to teacher absenteeism and attrition. (UNESCO 2005a)</p>
EFA Fast Track Initiative	World Bank led, established in 2002	Accelerate progress towards EFA and MDG of universal quality primary education for all by 2015.	<ul style="list-style-type: none"> More efficient aid for primary education. Sustained increases in aid for primary education. Sound sector policies in education. Adequate and sustainable domestic financing. Increased accountability for sector results. 	<ul style="list-style-type: none"> Direct funding has been provided to support education plans in over 20 countries, and technical assistance to over 50 countries. On average, within the first year of joining countries saw an increase of 43% of funding for basic education. Donor assistance has increased from 1.26 billion in 2002 to 2.64 in 2004. HIV and AIDS mentioned now as a new condition for funding in the FTI Status Report of December 2005 <p>N.B. No real data on impact yet. (EFA/FTI 2004)</p>

Initiative	Institutions & starting date	Goals	Objectives	Key areas/activities to date
FRESH	Initiative was originally started by the Education International, UNESCO, UNICEF, WHO, and the World Bank, 2000	<ul style="list-style-type: none"> • Make schools healthier for children. • Ensure that children are more able to learn. • Guarantee that EFA is more likely to be achieved. 	With respect to HIV, the FRESH approach responds by promoting: a) school health policies that address discrimination and stigmatisation; b) school environments that are safe and protective; c) skills-based education that favours positive and protective behaviours; and d) services for psychosocial support to orphans and vulnerable children.	<p>Four main components:</p> <ul style="list-style-type: none"> • School health policies to ensure healthy and safe physical environment. • Water, sanitation and the environment, to offer a healthy and secure learning environment. • Skills-based education to promote knowledge, attitudes, values and behaviours associated with good physical and mental health. • School health and nutrition services to improve school attendance and learning. (FRESH 2005)
MDGs	2000	<ul style="list-style-type: none"> • Eradicate extreme poverty and hunger. • Achieve universal primary education. • Promote gender equality and empower women. • Reduce child mortality. • Improve maternal health. • Combat HIV and AIDS, malaria and other diseases. • Ensure environmental sustainability. • Develop a global partnership for development. 		<p>Fastest progress on MDGs is observed in countries that have joined the FTI.</p> <p>Gender disparities in primary and secondary education (MDG 3) are also narrowing, with girls' enrolment rates growing faster than boys' in all regions, although the target of achieving gender parity by 2005 was not met.</p> <p>Although it was not met, girls' enrolments are growing faster than boys' in all regions, and the prospects for reaching the primary level target by 2015 are good. In South Asia and sub-Saharan Africa; however, the primary completion rate for girls is still more than 15 percent lower than that for boys (World Bank 2004a).</p> <p>The most recent overall MDG progress report (World Bank and IMF 2006) still presents a troubling picture with respect to HIV and AIDS. The pandemic is clearly impacting on poor results for other MDGs such as is the case of child mortality. Overall mortality due to AIDS-related illnesses has not yet decreased. Condom use among the general population is singled out as one of the key factors that have contributed to reducing the incidence of HIV. A positive development is the increasing funding for HIV and AIDS, and the doubling of the number of people who are on antiretroviral therapy in two years.</p>
Mobile Task Team on the Impact of HIV & AIDS on Education	Initiated in HEARD at the University of KwaZulu Natal in 2000	Develop a Pan-African, regionally-focused training network to help build a critical mass of dedicated and professional personnel, to manage and mitigate the impact of HIV and AIDS on education and other social sectors.	<ul style="list-style-type: none"> • Establish a core structure to support linked regional training teams. • Develop training materials. • Train trainers to drive regional, recurrent training • Establish certification of linked universities and institutions. • Advocate to encourage government/ donor involvement. • Empower NGOs. • Undertake associated research, development and communication. 	<ul style="list-style-type: none"> • Designed as innovative, rapid-response team of multi-disciplinary professionals (26 at the time of publication), available to provide specialist technical assistance, guidance and capacity building to ministries of education. • Support provided to 13 countries in Southern, East and West Africa since 2001, trained teams from 23 African countries and initiated development in the Caribbean. • Facilitated establishment of 5 country MTTs in West Africa.

Initiative	Institutions & starting date	Goals	Objectives	Key areas/activities to date
UN Decade of Education for Sustainable Development (DESD)	United Nations General Assembly, 2005-2015	Learning values, behaviours and knowledge that will allow the world to (continue to) develop.	<ul style="list-style-type: none"> • Making people aware that education is a good basis for a sustainable way of life. • Making sure that ideas about sustainable development are part of schools, colleges, universities and other ways of learning. • Making sure that organizations and governments worldwide work together so that they can learn from new experiences and from activities in different parts of the world. 	<p>This is a very new initiative for which updates on progress are not available. Strategies for reaching the goals include:</p> <ul style="list-style-type: none"> • Promoting and improving quality education. • Reorienting educational programmes. • Building public understanding and awareness. • Providing practical training. <p>(UNESCO 2005a and UNESCO 2005e)</p>
Unite for Children, Unite against AIDS	UNICEF, 2005	Provide a platform for child focused advocacy on: a) Mobilizing resources; b) Supporting corporations in developing programmes for workers and children; c) Advocating partners; d) Campaign for stronger health and education services; e) Putting protection, care, support and treatment of children/young people high on agenda.	<ul style="list-style-type: none"> • Prevent mother to child transmission of HIV. • Provide paediatric treatment. • Prevent infection among adolescents and young people. • Protect and support children affected by HIV & AIDS. 	<p>No progress information available as this is a new initiative. Targets for 2010 include:</p> <ul style="list-style-type: none"> • Offer appropriate services to 80% of women in need • Provide ARV or cotrimoxazole to 80% of children in need • Reduce proportion of young people living with HIV by 25% globally • Reach 80% of children most in need <p>(UNICEF 2005)</p>
Universal Access to HIV Prevention, Treatment, Care and Support	UNAIDS, 2005	Massive scale up of comprehensive AIDS services in order to reach the goal of universal access to treatment by 2010 for all who need it.		<p>Builds on the '3 by 5' initiative. Too early to speak of results. The focus is on finding ways to:</p> <ul style="list-style-type: none"> • Reinforce countries' policy environment by improving institutional capacity and harnessing synergies across sectors, especially by connecting state and non-state actors. • Accelerate the quality and pace of national programme implementation to ensure the flow of predictable, long-term resources. <p>(UNAIDS 2006b)</p>
World Programme on Peace and Human Rights Education (WPHRE)	United Nations General Assembly, 2002	Focus national human rights efforts within specific sectors and issues.	<ul style="list-style-type: none"> • Promote a culture of human rights. • Promote a common understanding of human rights education. • Ensure a focus on human rights education at the national, regional and international levels. • Enhance partnership and cooperation at all levels. • Highlight successful practices and to provide an incentive to continue and/or expand and to develop new ones. 	<p>The first phase of the WPHRE runs from 2005-2007 and focuses on designing and putting in place a plan of action for human rights education in primary and secondary school systems. Four stages of implementation at national level are foreseen as follows: a) analysis of the current situation of human rights education in the school system; b) priority setting and development of national implementation strategies; c) implementation; and d) monitoring and evaluation.</p> <p>(United Nations General Assembly 2005)</p>

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A UNAIDS Initiative led by UNESCO

EDUCAIDS

Towards A Comprehensive Education Sector Response

This paper reviews the linkages and synergies between EDUCAIDS, the UNAIDS Global Initiative on Education and HIV & AIDS, and other initiatives in the field of HIV and AIDS. EDUCAIDS is one of UNESCO's three core Education for All (EFA) initiatives and focuses specifically on supporting national governments and their partners in developing comprehensive and scaled-up education sector responses to HIV and AIDS. This paper documents the similarities and differences between EDUCAIDS and selected initiatives, identifies current and potential links, and provides recommendations on how synergies and linkages can be strengthened.

For more information on EDUCAIDS, visit:
www.educaids.org