

**Hundred and seventieth Session**

170 EX/8  
PARIS, 20 August 2004  
Original: English

Item 3.4.2 of the provisional agenda

**REPORT BY THE DIRECTOR-GENERAL ON THE STRATEGIC REVIEW  
OF UNESCO'S POST-DAKAR ROLE IN EDUCATION FOR ALL (EFA)**

**SUMMARY**

This document is submitted to the Executive Board in accordance with 169 EX/Decision 3.4.4.

This document has been drawn up to report on the strategic review of UNESCO's post-Dakar role in Education for All (EFA) in fulfilment of the request of the Executive Board at its 169th session.

Decision proposed: paragraph 145.

## **STRATEGIC REVIEW OF UNESCO'S POST-DAKAR ROLE IN EFA**

### **I. INTRODUCTION**

1. This document draws upon the work and findings of a Task Force appointed by the Director-General to carry out the strategic review of UNESCO's post-Dakar follow-up role in EFA requested by the Executive Board in 169 EX/Decision 3.4.4. The Director-General has adapted and supplemented the findings of the Task Force to take account of the outcomes of further consultations and reflections.

2. The Task Force was appointed on 12 May 2004, with a membership initially composed of the DDG (Chairperson), ADG/ED, DADG/ED and DIR/ED/EFA from within the Education Sector, and ADG/ODG, DIR/BSP, DIR/IOS, DIR/UIS and DIR/BPI a.i. from outside the Education Sector (DG/Note/04/15). The membership was later expanded to include all Education Sector directors, the heads of the Organization's central services, and directors of relevant institutes and certain field offices, notably the Regional Bureaux for Education.

3. Following the conduct of essential preparatory work, the first meeting of the Task Force, chaired by the Director-General, took place on 28 May. A further five meetings were held at intervals throughout June and July, including a "retreat" on 25 and 26 June at IIEP and Headquarters. During the course of the review, there were also meetings of certain ad hoc groups formed to facilitate the Task Force's work: two "core groups" (one on programme and the other on coordination) and four sub-groups on particular dimensions of the review process. In addition, electronic consultations were held with selected field offices and institutes whose directors could not reasonably be expected to attend the meetings of the Task Force in person.

4. A work-in-progress report on the Strategic Review was presented by the Director-General to the Permanent Delegations at an information meeting held on 12 July. The DDG held consultations on the Strategic Review at meetings with representatives of EFA donor agencies and civil society organizations attending the fifth meeting of the EFA Working Group (20-21 July). The comments and observations of the participants at all these meetings have been taken into account in preparing this report.

5. The report contains four sections: (I) Introduction; (II) UNESCO's Dakar mandate; (III) Review of UNESCO's implementation of its Dakar mandate; (IV) Conclusions: The way forward.

### **II. UNESCO'S DAKAR MANDATE**

6. The Framework for Action adopted at the World Education Forum held in Dakar, Senegal (2000), affirmed that "UNESCO will continue its mandated role in coordinating EFA partners and maintaining their collaborative momentum" and, at the same time, "refocus its education programme in order to place the outcomes and priorities of Dakar at the heart of its work" (ref.: Dakar Framework, paras. 19-20). How best to implement this dual commitment has been a continuing challenge for the Organization in the four years since the Dakar meeting took place.

7. In addressing this question, it is necessary from the outset to agree on what the function of "coordination", in the context of the worldwide movement towards education for all, shall be taken to mean. For the purposes of the Strategic Review, it is understood to mean: "ensuring that all partners in the EFA movement are basically working towards the shared set of goals adopted at

Dakar (i.e. that they are not working at cross-purposes), and that their efforts are mutually reinforcing”.

8. The experience gained by UNESCO in implementing the World Declaration on Education for All: Meeting Basic Learning Needs (Jomtien, Thailand, 1990) during the decade leading up to Dakar is still relevant. During this period, a relatively informal structure of cooperation and coordination was developed between UNESCO and other organizations and bodies working with Member States towards the implementation of the Jomtien World Declaration. Cooperation and coordination at the international level took the form of an International Consultative Forum (ICF) of the participants in the EFA movement that had met at Jomtien. The secretariat of the ICF was housed in UNESCO, with financial support on a voluntary basis from several of the Organization’s partners. Specific achievements of the Forum included strong inter-agency advocacy of the Jomtien goals, and the sponsoring of both a mid-term global assessment of progress towards these goals and an end-of-decade global assessment that was to serve as the springboard for the deliberations and decisions of the World Education Forum in Dakar. UNESCO played a significant role in undertaking these global assessments and in stimulating – in many cases directly assisting – the national and regional assessments upon which they were based.

9. The World Education Forum that met in Dakar in April 2000 marked the end of a decade-long period of reappraisal by UNESCO of all aspects of education, through a series of world conferences, in the perspective of the continuing global challenges of development and peace. After taking into account the findings of the worldwide assessment of the progress made towards EFA since Jomtien, the Forum reaffirmed the vision of the World Declaration on Education for All and adopted a Framework for Action.

10. The Dakar Framework for Action (DFA) differs in some important respects from that of Jomtien. Unlike the Jomtien World Declaration, the Dakar Framework does not include a timeline of follow-up activities. On the other hand, the Dakar Framework has a stronger emphasis on the need for (financial) resources, on the EFA challenge in sub-Saharan Africa, South Asia and the Least Developed Countries (LDCs), and on the education of girls as well as an explicit acknowledgement of “globalization” and a particular emphasis on the need for EFA plans to be integrated into wider poverty reduction frameworks.

11. Of particular importance for the EFA movement as a whole is the fact that the Dakar Framework, while acknowledging that “the heart of EFA activity lies at the country level”, sets specific goals that the world should seek to achieve, whereas the Jomtien World Declaration essentially invited countries “to set their own targets” in terms of certain “dimensions” that could in effect be adjusted by each country to fit its own circumstances. (See Annex I: The Dakar EFA Goals and the Education-related Millennium Development Goals (MDGs); Annex II: The Dakar EFA Strategies).

12. By committing themselves to work towards the achievement of these goals, the EFA partners agreed in effect to be held accountable for the world’s progress towards them. For three of the goals (specifically 2, 4 and 5), progress can be more or less satisfactorily measured by existing quantitative indicators. Two of the three (goals 2 and 5) came to be included in the Millennium Development Goals (MDGs) that the United Nations Millennium Assembly was to adopt a few months after Dakar in September 2000.

13. In assuming the role of coordinator of the partnership established at Dakar, UNESCO has to a large extent become the focus of accountability for the world’s progress towards the Dakar goals. At Jomtien and in preceding regional and international processes aimed at achieving universal primary education (UPE) and the eradication of illiteracy, the responsibility for taking the measures

necessary for achieving the goals was assumed to fall largely on the countries themselves. At Dakar, this was re-emphasized but the Forum's participants also undertook to ensure that the needs of countries for external support would be met: "We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources" (Dakar Framework, para. 10).

14. In carrying out its mandate, UNESCO has responded to important post-Dakar developments such as the adoption of the MDGs and has adjusted its strategies to take account of the Monterrey Compact for financing development and the emergence of the African Union and the New Partnership for Africa's Development (NEPAD).

15. Given the great diversity of UNESCO's partners in the EFA movement, and the various levels (international, regional, subregional and national) at which they are active, the challenge of coordination is extremely complex. Moreover, the Organization's resources are limited. In absolute terms, they are quite small compared to the resources mobilized for education by some of the Organization's partners, notably the development banks and certain bilateral agencies.

16. This gap between the Organization's capacity to undertake significant action at the international level in setting the global EFA agenda, on the one hand, and its capacity to contribute directly towards the achievement of the EFA goals at the national level, on the other, brings into focus the limits of UNESCO's coordination role and the ambitious nature of certain of the goals that were adopted at Dakar. For example, the elimination of gender disparities in primary and secondary education worldwide by next year (Dakar Goal 5) is clearly unattainable, as the most recent EFA Global Monitoring Report points out. Whether this is due to insufficient cooperation between and coordination of EFA partners, as distinct from the real obstacles on the ground in Member States, such as the lack of human and financial resources, is a matter for careful consideration. To the extent that UNESCO is not directly responsible for coordinating – at national or international level – the mobilization and distribution of the resources needed for achieving the Dakar goals, there inevitably are limits to what the Organization's coordination of EFA partners can achieve in terms of progress towards these goals. This substantive reservation needs to be taken into account in any strategic review and assessment of the Organization's performance in the follow-up of Dakar. That being said, the present review is less concerned with what UNESCO cannot do in following up on its Dakar commitments than with what it can and should do better.

### **III. UNESCO'S CONTRIBUTION TO EFA: PROGRESS AND CHALLENGES (2000-2004)**

#### **Introduction**

17. The deliberations and decisions of the World Education Forum provided a reinvigorated agenda for the whole EFA movement. UNESCO has been true to the letter and spirit of the Dakar Framework for Action and, to that end, has:

- built the architecture for the international coordination of EFA on the foundations of a broad consensus among its partners; key elements of that architecture are the High-Level Group (HLG), the Working Group on EFA (WG), the EFA Global Monitoring Report (GMR), the EFA Flagships and the EFA Global Action Week;
- supported initiatives and flagships launched by its principal partners in the EFA movement such as the Fast Track Initiative (FTI), led by the World Bank, and the United Nations Girls' Education Initiative (UNGEI) led by UNICEF;

- assumed the leadership and responsibility for international coordination of two new United Nations Decades, one on literacy (2003-2012) and the other on education for sustainable development (2005-2014);
- focused and aligned its Medium-Term Strategy (2002-2007) and successive programmes and budgets towards the Dakar goals and strategies as well as the MDGs.

UNESCO has undertaken this process in a period of personnel changes, internal reforms, restructuring and modernization, and enhanced decentralization.

18. UNESCO's contribution to EFA has been the subject of periodic oral and written reports and communications by the Director-General to UNESCO's governing bodies since 2000. It has also been commented upon in the Joint Inspection Unit (JIU) report on achieving the universal primary education goal of the Millennium Declaration and in the last two EFA Global Monitoring Reports. In light of these numerous reports, and in line with the request of the Executive Board to focus on strategic issues, this report examines the key areas of UNESCO's action in and for EFA over the 2000-2004 period and considers the lessons that might be drawn in this respect.

### **Placing EFA at the heart of our work**

19. From 2000, UNESCO extensively reviewed and adjusted its strategic orientations and programme priorities to place EFA at the heart of its work. During the same period, the Organization initiated a profound reform process. It should be recognized that UNESCO's assumption of its post-Dakar role was dependent to a large extent – and remains so – on the progress made by the Organization as a whole on other critical fronts of the reform, such as decentralization, staff policy and results-based programming and management.<sup>1</sup>

#### **1. Refocusing UNESCO's strategy, programme and budget in favour of EFA**

20. The Dakar Framework for Action was adopted by Member States on the understanding that the United Nations would refocus its programmes to increase support to basic education. On the part of UNESCO, this commitment has been fulfilled in a variety of ways. UNESCO as a whole aligned both its Medium-Term Strategy (31 C/4) as well as its biennial programmes and budgets (31 C/5 and 32 C/5) fully with the Dakar Framework for Action and the Dakar goals.

##### **(a) Orienting UNESCO's Medium-Term Strategy towards EFA**

21. In terms of strategic orientations, UNESCO's Education Programme was reviewed in form and substance in light of the Dakar Forum and its Framework for Action. The Medium-Term Strategy for 2002-2007 (31 C/4) contains explicit Dakar-centred strategic objectives for the education programme:

- Strategic Objective 1: "Promoting education as a fundamental right in accordance with the Universal Declaration of Human Rights". This reflected the concern with equity and rights which permeates the entire Dakar Framework for Action, and also the need to support country commitment (31 C/4, paras. 57-66);
- Strategic Objective 2: "Improving the quality of education through the diversification of contents and methods and the promotion of universally shared values". This was consistent with the Framework's emphasis on quality and the use of diversified means, and with its

---

<sup>1</sup> Although the following text considers each of them, it cannot substitute for the more systematic periodic reports which were provided by the Director-General to the Executive Board and to the General Conference.

request to urgently develop programmes and actions to combat HIV/AIDS (31 C/4, paras. 67-74);

- Strategic Objective 3: “Promoting experimentation, innovation and the diffusion and sharing of information and best practices as well as policy dialogue in education”. This corresponded to the Dakar call to promote policy dialogue among all actors and stakeholders in education and to promote EFA in all contexts and through innovative methods, including ICTs (31 C/4, paras. 75-81).

22. Importantly, the promotion of EFA was recognized as a task for UNESCO as a whole, requiring an Organization-wide commitment to which not only education but all other major programmes of UNESCO were explicitly called upon to contribute.

### **(b) Orienting UNESCO’s Programme and Budget towards EFA**

23. The three Programme and Budget documents approved by the General Conference since 2001 have recognized “Basic education for all” as the principal priority for Major Programme I (Education), allocating to it progressively higher programme resources: 80.0% in document 32 C/5 compared to 64.7% in document 31 C/5 (see Annex III). In document 31 C/5:

- Programme I.1 (Basic education for all: meeting the commitments of the Dakar World Education Forum) dedicated almost US \$20 million to Dakar follow-up, with a budget of \$9,588,000 for EFA activities (policy research, monitoring and information dissemination in regard to EFA; national and regional education strategies and EFA action plans; EFA activities in the E-9 countries; forging EFA partnerships and coordinating EFA global initiatives) and \$10,261,000 for the strengthening of formal education through inclusive and innovative approaches and the promotion of literacy and non-formal education through the diversification of delivery systems.
- In line with EFA’s emphasis on quality education, Programme I.2 was dedicated to “Building knowledge societies through quality education and a renewal of education systems” (\$8.9 million).
- The linkages with the education-related MDGs were clearly defined, as well as the need to ensure proper follow-up of EFA within United Nations-wide planning processes, especially the preparation and/or revision of Common Country Assessments (CCAs), United Nations Development Assistance Frameworks (UNDAFs) and Poverty Reduction Strategy Papers (PRSPs) at country level (see Annex IV for a full list of acronyms).
- Document 31 C/5 also included projects with a strong education component related to the two cross-cutting themes (eradication of poverty, especially extreme poverty; the contribution of information and communication technologies to the development of education, science and culture and the construction of a knowledge society – \$1.9 million).

24. The priority accorded to Dakar follow-up was substantially reinforced in the second (current) Programme and Budget for 2004-2005 (32 C/5), with a much more explicit focus on targeting the Dakar goals (\$21.4 million), including reference to UNESCO’s contribution to the attainment of the two education-related MDGs, and on pursuing the Dakar strategies (\$13.9 million). The latter includes strengthening national capacities to develop evidence-based policy reform plans and educational legislation; organizing EFA forums and collective consultations of civil society organizations; promoting policy dialogue and information exchange and publishing the EFA Global Monitoring Report; supporting programme action by the Institute for Statistics; and continuing

support for the E-9 initiative and regional mechanisms such as parliamentary forums and the New Partnership for Africa's Development (NEPAD). In document 32 C/5, UNESCO's action on HIV/AIDS preventive education was more closely linked to other EFA strategies and benefited from additional financial allocations from UNAIDS; UNESCO has further enhanced its role through the launching of a Global Initiative to Expand Prevention Education against HIV/AIDS in March 2004 (see DG/Note/04/19).

25. While EFA was firmly placed at the core of UNESCO's programming processes, several particular programming challenges have either remained or emerged:

- In an environment dominated by the pressure to achieve results at the country level, reaching a balance between UNESCO's global mission and its support to countries remains a delicate task. However, UNESCO has been effective in responding in a proactive fashion to diverse country requests, including in post-conflict situations. It has foreseen in document 32 C/5 a further concentration of its EFA activities in favour of countries seriously lagging behind the EFA goals and those currently not qualifying for the Fast Track Initiative (FTI);
- Another challenge has been and remains that of ensuring a balance between the mandated role of UNESCO as the United Nations specialized agency for education (covering the full spectrum of types and levels of education) and the dedicated pursuit of the six EFA goals and related strategies. Of particular concern has been the possible tendency for EFA to marginalize efforts in the area of secondary and higher education. This challenge continues to be addressed in UNESCO's programmes and budget allocations;
- Within its admitted limitations of human and financial resources, particularly in the field, UNESCO concentrated its energies on the first deadline set at Dakar for 2002, namely, the preparation and refinement of national EFA plans. These plans have been progressively integrated with Education Sector plans and also increasingly with the CCA/UNDAF process and PRSPs;
- There is now a clear and growing appreciation of the need for focus on "key niches" where UNESCO can make a difference in EFA action at the country level. Building on its work undertaken in recent years, UNESCO is better placed to exploit its comparative advantage in certain areas of strategic importance for the EFA agenda as a whole;
- Sustaining a balance between a strategic organizational vision and specific country-level responses can be a difficult exercise, experienced by field offices in particular. It can translate into excessively detached top-down frameworks, or into a predilection for micro-programming. There remain too many "micro-activities" (often with a budget of less than \$10,000) despite the efforts that have been made to concentrate the Organization's education programme on activities with significant impact. Further programmatic and country concentration has been and remains necessary to avoid spreading resources too thinly. A decision has already been taken to review the Education Sector's work plans and this is currently under way with a view to achieving greater focus and concentration in its programmes.

26. While more resources, in absolute and relative terms, were being channelled towards EFA in the regular programme and budget, this was not matched by a similar trend concerning extrabudgetary resources for EFA. Although it is sometimes difficult to distinguish sharply within the extrabudgetary funds provided between EFA and non-EFA activities, it appears that:

- (a) extrabudgetary resources going to Major Programme I have decreased since Dakar from \$110.3 million for 2000-2001 to \$104.5 million for 2002-2003 (in constant terms) when excluding the Self-Benefiting Trust Fund for Brazil and extrabudgetary resources carried out under the Oil-for-Food Programme (Iraq);
- (b) extrabudgetary resources going to the regions for education are low and have not significantly increased since Dakar. Of particular concern is the fact that Africa and Asia and the Pacific, two key regions for action regarding the EFA goals, received little increase.

27. The lack of significant additional extrabudgetary commitment by donors for UNESCO's EFA work is troubling. It is readily acknowledged that some extrabudgetary initiatives have been exemplary: the "basket-funding" initiative spearheaded by Nordic countries has yielded positive results, as will be shown in an evaluation to be issued soon. It is also recognized that "scaling up" for EFA is a process which cannot happen overnight. However, much remains to be done by all partners to ensure that UNESCO's efforts to assist countries in implementing EFA are supported in ways that are timely and commensurate with the level of need.

## **2. Restructuring and modernizing the Organization for EFA**

28. Progress in UNESCO's performance of its post-Dakar role is dependent to a large extent on the success of the Organization's reform process in its various dimensions. It should thus be recognized that EFA stands at the crossroads of several ongoing processes, such as decentralization, enhanced inter-agency collaboration at field level, new management tools, staff policy and results-based management (RBM). Changes in these areas have been considerable, and are continuing at a sustained pace.

29. In organizational terms, following the EFA Working Group held in November 2000, the Director-General made arrangements for a house-wide mobilization to ensure an effective follow-up (see DG/Note/00/36 of 28 December 2000). The objective was to strengthen Secretariat action in favour of EFA, in particular on issues relating to EFA global coordination and support for the elaboration of national EFA plans. The initial structural arrangements made for the Dakar follow-up had four main elements: an Intersectoral Strategic Group; an Education Sector Senior Staff Group; a Network of the UNESCO Institutes and Regional Education Bureaux; and a Dakar Follow-Up Unit, its steering committee and its correspondents in the divisions of the Education Sector. These initial structural arrangements for Dakar follow-up were not fully implemented; what emerges most clearly from the Strategic Review process is the need to revisit the challenges of intra-sectoral and intersectoral coordination, team building among the constituent elements (Headquarters, institutes, field offices) making up UNESCO's educational capacity, and, in particular, better integration and complementarity in UNESCO's programme and coordination work regarding EFA.

30. As part of UNESCO's reform, a sustained effort was made to ensure the full integration of UNESCO education institutes within the education programme.<sup>2</sup> All education institutes and centres have placed EFA at the heart of their activities and have redefined their programmes to fit closely with the Education Sector. A greater integration of the institutes into the Sector's strategy is reflected in document 32 C/5 and the subsequent drive to reform and improve coordination within the Sector.

31. The Dakar Framework for Action states that "the heart of EFA activity lies at the country level" (para. 16). The Organization's commitment to EFA was given fresh impetus through its new

---

<sup>2</sup> See the "Proposals on an overall strategy for UNESCO institutes and centres, and their governing bodies", presented to the Executive Board at its 162nd session in 2001 (document 162 EX/18 and Decision 4.2).



policy of decentralizing capacities and responsibilities, a key feature of UNESCO's reform. Even though the process of rationalization has resulted in the closure of 23 field offices, the process of clusterization has ensured coverage of all Member States. Regional bureaux and cluster offices have been augmented with the services of education professionals through redeployment. UNESCO offices in all E-9 countries have been retained with the primary purpose of promoting EFA-related work. UNESCO is also present in a number of key national offices in non-E-9 countries.

32. Around two thirds of the budget for education<sup>3</sup> is decentralized to UNESCO's regional, cluster and national offices. The highest rate of decentralization (70%) is accorded to Subprogramme I.1.1 (Basic education for all: targeting key goals). However, the sums involved are quite small in relation to the needs of Member States – \$3.1 million for “Ensuring gender equality in EFA”, and \$5.1 million for “Making the right to education a reality for all children”. Nevertheless, considerable work has been undertaken since 2000 by the regional education bureaux (Dakar, Bangkok, Beirut, Santiago) to coordinate EFA at the regional levels, and cluster and national offices have also played a key role in coordinating and advocating for EFA, in addition to implementing EFA activities.

33. The staff establishment for the Education Sector (excluding institutes) shows an increase in the ratio of field to Headquarters staff, from 2002-2003 to 2004-2005, from 35.2% to 38.2%<sup>4</sup> – this ratio being the highest of all sectors and higher than the house-wide ratio. During that period, field posts increased from 87 to 93, and Headquarters posts decreased from 160 to 150. It is also important to bear in mind the valuable role played by national programme officers in education in many field offices.

34. Of utmost importance is the adequate staffing of cluster offices and national offices in key countries, including the E-9 countries. These offices are the key platforms for programme delivery within the decentralization strategy. Important efforts have been made to provide all cluster offices with an education specialist, and this target has almost been reached.

35. Concurrently, extrabudgetary posts for Education have increased since 2000, from two to 15, and the total number of posts funded from the financial allocation going to the institutes shows an overall increase from 79 to 84 from the 30 C/5 to the 32 C/5 period. The staffing of UNESCO's International Institute for Capacity-Building in Africa (IICBA) was sharply increased for 2004-2005 (from one to 10), demonstrating the Organization's commitment to capacity-building for education in the Africa region.

36. Notwithstanding these improvements, it is useful to take note of the constraints under which many of the field offices operate. Some of these constraints are formidable and raise significant issues for the Organization's follow-up of Dakar. Two issues in particular may be noted. First, the capacities of the individual field offices in terms of human and financial resources vary widely. In many cases, despite much hard work and enthusiasm, the field units still lack sufficient or sufficiently senior staff in key areas (such as planning or statistics) to enable them to exercise educational leadership vis-à-vis UNESCO's EFA partners on the ground. And even where they have opportunities to exercise such leadership, they may not have sufficient programme funds at their disposal to enable them to exploit their position effectively. In light of these considerations, the need for a systematic review of UNESCO's staff profile in regard to education has been recognized and has already been set in motion. In association with the decentralization review and

---

<sup>3</sup> Excluding the budgets for UNESCO's education institutes and the “projects related to cross-cutting themes”.

<sup>4</sup> The comparison with the 30 C/5 staff establishment is complicated by the transfer of many of the Education Sector posts (Directors, AOs, L/NPOs) to BFC, and to the abolition or downgrading of some posts.

33 C/5 processes, this review of the Organization's staff profile in education will be completed by the end of 2004.

37. Second, certain of the Dakar goals are given significantly more priority than others by UNESCO's EFA partners, the most obvious one being Dakar goals 2 and 5 that are also MDGs. The challenge that such prioritization poses for UNESCO's field offices, in trying to promote partnerships at the national level for pursuing the entire set of Dakar goals, is readily apparent.

### **Assisting countries to achieve the EFA goals**

#### **1. Country-level planning for EFA: towards an integrated approach to planning processes**

##### **(i) *National EFA planning***

38. Countries made commitments in Dakar to develop or strengthen their national education plans by the end of 2002. In the course of the 2002-2003 biennium, planning for EFA at the local level advanced in many countries while, at the same time, there was wider recognition that EFA planning is a continuous task, which must be integrated with CCA/UNDAF processes and harmonized with other key poverty-reduction strategies.

39. UNESCO assisted the EFA planning process in several ways. In August 2000, the document *Country Guidelines on the Preparation of National EFA Plans of Action* was produced in six United Nations languages and disseminated to all countries. Similar initiatives were undertaken at the regional level, especially by UNESCO Bangkok, and a document entitled *Generic Criteria for Assessing the Credibility of National EFA Plans* was developed by UNESCO to help countries to develop better national EFA plans that take account of gender, HIV/AIDS and post-conflict issues.

40. About 150 countries have been assisted in the development of national planning for EFA since 2000. During the 31 C/5 period (2002-2003) – and excluding the activities carried out by the institutes – approximately \$12 million were spent by UNESCO (one third from the regular budget; two thirds from extrabudgetary sources) to support countries' planning exercises. Support was provided through six broad modalities: (i) technical assistance and capacity-building; (ii) evaluative studies and research; (iii) advocacy and awareness; (iv) financial mobilization; (v) regional and cross-country forums and consultations of EFA coordinators; and (vi) national or international expert meetings for exchange of experience.

41. Clearly, modalities of intervention are adapted to the needs of particular regions, subregions and countries. However, the focus on in-country technical support could be further reinforced. The role of institutes in that regard, in particular IIEP and UIS, must be emphasized.

42. Educational planning approaches relevant to post-conflict situations have received increased attention from UNESCO in recent years, partly in terms of capacity-building through IIEP training programmes and partly through technical advice and support at field level.

##### **(ii) *UNESCO's contribution to poverty reduction and development frameworks***

43. At the country level, education is increasingly being reflected in PRSP, CCA and UNDAF documents – all of which are focused on the attainment of the MDGs and which serve as the main frame of reference for coordinated and harmonized support by the donor community. In May 2001, the Director-General wrote to the President of the World Bank, proposing enhanced collaboration to ensure that EFA plans are integrated with PRSPs and the Heavily Indebted Poor Countries Initiative (HIPC); this proposal was favourably received. However, in practice little explicit reference is given to EFA in PRSPs and in no case is the availability of an EFA national plan made a qualifying

criterion for future assistance by the multilateral and bilateral donor community. Consequently, there has been a perception of absence of EFA action and coordination at the country level – an absence which is commonly blamed on UNESCO.

44. The record of PRSPs at reflecting the gender goals is poor, according to several studies. The absence of sound gender analysis in PRSPs has significant implications for achieving gender equality in education.<sup>5</sup> However, the United Nations Development Group, with the full participation of UNESCO, provided evaluative evidence signalling current shortcomings of the process, several of which related to education.<sup>6</sup> Three major insufficiencies were identified regarding:

- recognition of the link between poverty reduction and education, in particular the EFA goals;
- recognition of social sectors and limited involvement of line ministries, in particular education ministries;
- investment in key MDGs, including the education-related MDGs.

45. The UNDG assessment, which identifies other shortcomings in current PRSP processes, points to the potential contribution of the United Nations, including the specialized agencies, towards overcoming these deficiencies. For its part, UNESCO has a role to play at country level in ensuring that PRSPs do reflect national commitment to EFA. UNESCO has sought in various ways – whether from Headquarters or at field level – to influence the PRSP contents and process, to turn them from being merely a financial management document to one that can help to create a new approach to development, one that is inclusive of EFA goals and of all concerned partners. An IIEP study, in fact, has concluded that, while improvements are clearly necessary, the treatment of EFA in PRSPs is better than for other social sectors such as health and that this can be attributed to UNESCO's country-level work on EFA plans.

## **2. Assisting countries in meeting the EFA goals**

46. UNESCO's education programme is traditionally focused on meeting the needs of developing countries; since Dakar, this tendency has been reinforced. Given the range and diversity of those needs, UNESCO's actions may at times appear to be lacking in overall coherence. However, it is important to see the enduring common threads that run through the Organization's educational work – an emphasis on capacity-building as the foundation of lasting educational development; the provision of policy advice, the encouragement of policy dialogue and the promotion of educational reform, all informed by reference to good practices and relevant evidence, especially the statistical information generated by UIS; a commitment to the normative foundations of education, especially the right to education and its reflection in educational legislation; a priority concern for the most disadvantaged, particularly in terms of poverty, gender inequality, exclusion and marginalization; the impact of HIV/AIDS and the effects of war and instability; the promotion of innovative ways to deliver educational services, whether through formal education or through the avenues of literacy and non-formal education; and the enhancement of quality, especially in terms of cultivating universal values.

47. Since Dakar, the programmatic work of the Education Sector, the institutes and field offices, shaped by these pervasive themes and undertaken in conformity with the C/4 and C/5 processes, has been progressively focused on EFA action. As noted earlier, UNESCO has engaged in a consistent

---

<sup>5</sup> EFA Global Monitoring Report 2003-2004.

<sup>6</sup> "An Assessment of the Role and Experiences of UN Agencies in Poverty Reduction Strategy Papers", 16 pages, UNDG, November 2003.

range of actions at the country level linked to the six Dakar goals. Without repeating here what is addressed elsewhere in this report, especially regarding EFA coordination and mobilization, UNESCO's actions have come under three main headings:

- providing basic education for all children – examples of concrete actions include the preparation of handbooks, manuals and guidelines; advice on the development of inclusive national policies; provision of textbooks and teacher guides; monitoring of learning achievement; and skills acquisition schemes for children in difficult circumstances;
- fostering literacy and non-formal education among youth and adults – examples of actions include creating community learning and educational resource centres; training of trainers; awareness-raising schemes; and technical and vocational training for girls and women;
- renewal of education systems – examples of concrete actions include capacity-building for planning and management; rebuilding education systems in post-conflict situations; strategies for improving curricula and delivery systems; HIV/AIDS prevention education; science and technology education; enhancement of teacher status; and fostering academic mobility through quality assurance, accreditation and recognition of qualifications in higher education.

These and other practical actions need to be sustained in order to provide continuity of support to Member States. In a number of cases, however, they need to be significantly strengthened and further developed so that they may have greater impact and thereby exert increased strategic influence on EFA-related educational development.

## **Coordinating EFA partners and maintaining their collaborative momentum**

### **1. Coordination at the international level**

#### **(i) *EFA and the global development agenda***

48. UNESCO has an important role to play in championing EFA within the United Nations, at both global and country levels. This role has been given renewed emphasis since 2000 and not only because of the Dakar forum. In September 2000, when the United Nations General Assembly adopted the Millennium Declaration and its MDGs, two time-bound and measurable education-related goals were established: one goal is to “ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling”, and the other goal is to “eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels of education no later than 2015”. The MDGs have been helpful in attracting and securing worldwide attention around the challenges facing education, through such instruments as the MDG Campaign and the Millennium Project. They are now widely used to influence the global development agenda and to harmonize the work of United Nations institutions and their planning instruments (including CCA/UNDAFs at the country level).

49. At the same time, it should be noted that this increased attention has come at a price. First, the selection of only two of the six Dakar Goals as MDGs has hindered the promotion of the entire Dakar agenda: the EFA goals concerning early childhood education, the learning needs of young people and adults, adult literacy and quality of education are conspicuously absent from the MDGs. Experience shows that the achievement of these other goals is critical for achieving and sustaining the education-related MDGs.

50. Second, the differences in wording between the two education-relevant MDGs and the corresponding Dakar goals have led to significant differences of emphasis. The Dakar Framework for Action commits its signatories to the provision of “complete, free and compulsory primary education of good quality”. These qualifiers have all been dropped from the formulation of MDG 2. Similarly, while the MDGs aim at eliminating “gender disparities” at all levels of education no later than 2015, the EFA aims at “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”. However minor in appearance, these differences represent a real challenge for international coordination, advocacy and monitoring of the EFA movement. They have also translated into different approaches and strategic choices among EFA partners, key among which is the FTI led by the World Bank.

51. Keeping these qualifications in mind, UNESCO has mobilized itself to contribute effectively and at all levels to the pursuit of the MDGs while maintaining its role as global champion of the full EFA agenda. In a rapidly evolving context, UNESCO has continued to advocate for the full EFA agenda, including the six EFA goals and the EFA-related strategies. It has also become clear (both to UNESCO and its EFA partners) that global leadership on the education-related MDGs is linked to UNESCO’s leadership of EFA. This is of utmost importance in a context where the competent organizations of the United Nations system are increasingly called to provide support and assistance to Member States enabling them to attain the MDGs.

52. UNESCO welcomed the Monterrey Compact for financing of development as it offers the prospect of increased ODA flows, which are bound to benefit EFA. Similarly, implementation of the Rome Declaration on Harmonization among donors and partner countries promises to increase the effectiveness of ODA contributions. While recognizing that the general focus on good governance will benefit education, UNESCO advocates that educational assistance be directly linked to the reform of the administration, governance and accountability of the education system itself. The annual GMR provides an occasion for carefully monitoring how the development compact influences educational assistance as well as the progress in donor coordination and harmonization.

**(ii) *EFA within the United Nations***

53. The Chief Executives Board (CEB) of the United Nations system and the United Nations Development Group (UNDG) constitute two important platforms for EFA. UNESCO took the initiative to inscribe the monitoring of progress towards the six Dakar goals on the agenda of the CEB and the plenary of the UNDG. Based on a UNESCO action note, prepared on the occasion of the publication of the second GMR in 2003, the executive heads of all United Nations system organizations and programmes, meeting at UNESCO Headquarters, discussed the importance of consistent and effective follow-up of the Dakar Framework for Action and agreed to review progress on an annual basis. Until the end of 2005, that review will be undertaken in the context of the overall review of implementation of the United Nations Millennium Declaration, due to be discussed at a high-level meeting of the United Nations General Assembly in September 2005. These provisions ensure a continued high-level intergovernmental focus on the attainment of the education-related MDGs, yet a risk clearly exists that overall MDG reporting (on only two out of six Dakar goals) may overshadow the focus on and pursuit of the entire range of EFA objectives.

54. In this context, UNESCO’s commitment to the full span of EFA goals has also conditioned its response to the Fast Track Initiative (FTI), launched in 2002. Further to the 2003 meeting of the High-Level Group in New Delhi, the initiative was redesigned by the donors group meeting in Oslo (November 2003) and a framework agreement subsequently approved in Washington (March 2004).

55. The Joint Inspection Unit (JIU) Report on Achieving the Universal Primary Education Goals of the Millennium Declaration makes the point that greater involvement of the wider United Nations system in EFA and MDG-related tasks is indispensable if these goals are to be met. UNESCO recognizes the need to continue highlighting the entire range of EFA concerns within the CEB and in UNDG processes.

**(iii) *EFA partners and constituencies***

56. The five main EFA constituencies are governments, international organizations, bilateral and multilateral donors, civil society and the private sector. UNESCO's approach to coordinating their efforts and maintaining their collective momentum has focused on:

- broadening and deepening the partnerships and alliances within the EFA movement by bringing in new or under-represented partners (e.g. civil society and the private sector);
- building consensus;
- harmonizing the partners' contributions and participation;
- promoting dialogue on emerging issues;
- ensuring that the post-Dakar coordination mechanisms are welcoming, useful and effective.

57. Through the Collective Consultation of NGOs on EFA (CCNGO/EFA), civil society participation in EFA has become more active and visible than it was before Dakar. UNESCO has contributed to the regionalization of the CCNGO/EFA and to the formation of civil society networks and alliances in the South, including NGOs and teachers' unions. A fruitful collaboration with the Global Campaign for Education (GCE) has resulted in the Global EFA Action Week being extended to more than 100 countries and the grass roots.

58. UNESCO's insistence on giving voice and representation to civil society in national, subregional, regional and international forums has influenced other EFA partners (e.g. the FTI Partners Group). The Director-General's speech outlining the rationale and strategy for the participation of civil society organizations in EFA (46th ICE, 2001) has become a recognized framework for engaging with civil society in developing countries.

59. UNESCO has taken a positive step towards broadening the partnerships in EFA to include the private sector. The fifth meeting of the Working Group on EFA in July 2004 provided an opportunity to bring together international expertise to discuss conceptual issues and problems as well as the potential for enhanced partnerships and alliances with the private sector in education, especially EFA.

60. During the four years since Dakar, UNESCO has worked assiduously to promote an integrated, harmonious and consensual approach among all the EFA partners. There has been an increasing acceptance and recognition of UNESCO's leading role among the Member States and EFA partners in the work of international coordination. In 2002, *An International Strategy to Put the Dakar Framework for Action on EFA into Operation* was prepared by UNESCO in close collaboration with EFA partners with a view to clarifying the roles and responsibilities of different EFA partners and identifying major actions in the common drive towards EFA. Though this strategy constitutes a useful reference tool, various partners within the EFA movement have not demonstrated the will to follow through on it.

**(iv) *High-Level Group and Working Group on EFA***

61. The main focus at the international level of UNESCO's work since Dakar in coordinating EFA partners and maintaining their collaborative momentum has been the High-Level Group (HLG) foreseen in the Dakar Framework. Composed of ministerial-level representatives of industrialized and developing countries, the heads of selected multilateral and bilateral agencies, and the heads of international and regional NGOs active in the EFA movement, the HLG has had three meetings to date. A fourth meeting is scheduled in November 2004 (Brasilia, Brazil) and a fifth is foreseen in November 2005 (Beijing, China).

62. Since 2002, the agendas of the HLG meetings have been closely aligned to the EFA Global Monitoring Report (GMR). They have provided room for stocktaking of the progress made towards the goals adopted at Dakar and scope for discussion of key issues encountered by the EFA movement in working towards the achievement of these goals. The main aim of the meetings is to elicit from the Group its recommendations on the strategic policy choices facing EFA partners at both international and national levels. The HLG's role of defining and harmonizing EFA policy, which finds expression in the Group's recommendations, is unique at the international level. For this reason, the HLG is a critically important resource for UNESCO in the performance of its international coordination function.

63. The question of the HLG's international visibility and impact, which was raised by the GMR in its 2003-2004 edition, was considered premature by participants at the third HLG (New Delhi, India, 10-12 November 2003), who maintained that the Group was evolving into an effective mechanism. The HLG urged UNESCO to "continue to play the key role in EFA coordination" and requested other international organizations to "continue to support the role of UNESCO in enhancing EFA". The HLG also asked UNESCO to "review and enhance its capacity for coordination" and to "ensure more effective linkages between the Working Group on Education for All, the High-Level Group and the FTI Partners' Group". A particular challenge relates to enhancing the political visibility and impact of the HLG by ensuring high-level participation from multilateral agencies and industrialized countries. This is linked to making the HLG agenda more ambitious and influential in terms of the emerging global issues and, in particular, the MDGs.

64. The Working Group on EFA (WG) was set up in place of the "working groups on each of the six goals adopted at Dakar", that were foreseen in the Dakar Framework. It was originally conceived by UNESCO as serving both a normative and networking function: as "a forum for consultation and discussion" among EFA partners with a view to "influencing the design and adoption of the strategies needed to translate expressed political commitment to EFA into concrete action" (WG1 report, Preface), and as "an informal and advisory arrangement ... [for] the cultivation and further development of partnership between all the actors committed to the Dakar Framework for Action" (WG2 report, Preface). The WG meets annually at UNESCO Headquarters and is attended by leading education professionals drawn from a representative range of EFA partners: ministries of education in Member States, multilateral and bilateral donor agencies, regional bodies, civil society organizations and the private sector. A particular effort has been made to involve regional bodies and civil society organizations from the South.

65. Over the course of its five meetings held to date, the WG's "consultation and discussion" role has focused on a wide range of issues and themes relevant to current developments in the worldwide EFA movement. At each meeting, the agenda of the upcoming meeting of the HLG is discussed. The WG meetings are considered by participants to be fruitful, and there is no difficulty in ensuring a good attendance at them. In providing an opportunity for senior education professionals from diverse countries and a range of key external partners to exchange information and views on current developments and issues concerning EFA, the WG clearly performs a useful

networking function for the participants. However, systematic follow-up of the recommendations of the WG is constrained by the inability of EFA partners to agree on specific tasks and responsibilities to be undertaken in a given time frame.

(v) *Monitoring*

66. UNESCO has facilitated the publication of the EFA Global Monitoring Report (GMR), which is now firmly established as an authoritative and high quality analytical report. The GMR aims primarily at informing the HLG meeting of the progress, or the lack of it, on the six Dakar goals. It serves as a tool of the HLG for holding the international community to account for their commitments to support and finance EFA in developing countries. The GMR has helped focus attention on EFA and also enhanced the reputation of UNESCO.

67. From the first meeting of the HLG onwards, the main background resource for the HLG's deliberations has been the annual GMR, prepared by an independent team of academic experts and education policy analysts housed in UNESCO's Education Sector and financed by extrabudgetary sources (Germany, Ireland, Netherlands, Norway, Sweden and United Kingdom). The GMR is dependent on the range and depth of the information (both quantitative and qualitative) that it can access on worldwide progress towards the EFA goals. For statistical data, the key source is the UNESCO Institute for Statistics (UIS), and close cooperation between the GMR team and UIS is a prerequisite for successful production of the GMR. Where appropriate, the GMR supplements and/or complements UIS inputs by also drawing on other sources within UNESCO and outside, such as OECD, UNDP, UNICEF and the World Bank. The GMR has received a highly positive reception internationally from UNESCO's EFA partners and the media in both developed and developing countries, and is clearly a major flagship publication for the Organization. Nevertheless, it is regarded with a certain degree of reserve in UNESCO's own Education Sector. One reason is its apparent readiness to criticize UNESCO's Dakar follow-up action, while being less ready to criticize the actions of UNESCO's partners such as UNDP, UNICEF and the World Bank, or, indeed, the actions of individual bilateral agencies. Another reason is the belief in some quarters of the Organization that contributions from UNESCO's experts are not sufficiently valued. These matters will need to be addressed to ensure stronger ownership of the report by UNESCO and better use of the GMR's analyses and findings to influence UNESCO's policies and programmes in the future.

68. The role of UIS in providing statistical data and analysis for the GMR is part of its broader role in the Dakar follow-up of assisting Member States and their international partners in monitoring progress towards the Dakar goals. Several other organizations are also involved in statistical monitoring and analysis of progress in education at the international level, including the United Nations Statistics Division, the World Bank, OECD and EUROSTAT, with all of which UIS maintains close relations. UNESCO's education institutes, in particular IIEP and UIE, also have interests in this area. Since Dakar, UIS has improved the coverage of its surveys and the timeliness of its data, while at the same time working on the refinement of existing indicators and the development of new indicators for monitoring progress towards the Dakar goals, particularly in the areas of literacy and adult education, primary education completion, early childhood, life skills, and out-of-school children. The challenges facing UIS in these and other areas relevant to the Dakar goals are formidable, not least because they are so closely bound up with the need to strengthen statistical capacity in so many individual countries. UIS's own capacity to assist countries to meet these needs is at present limited to an understaffed network of regional advisors (three) and an externally-funded (EU, CIDA) statistical capacity-building project in 11 FTI countries.



**(vi) Resource mobilization**

69. After Dakar, UNESCO made some initial efforts to influence the way that the question of resource mobilization for EFA would be addressed. In autumn 2000, for example, the Director-General addressed a meeting of the OECD/DAC where he advocated increased aid flows to developing countries in order to facilitate EFA progress. In addition, UNESCO sought to give impetus to the idea in the Dakar Framework of Action of a “global initiative” dedicated to resource mobilization. This particular endeavour was subsequently overtaken by the FTI. It may be noted that, especially during the 2000-2003 period, international NGOs such as Oxfam were very vocal in calling for increased global resource mobilization for EFA.

70. Clearly, the World Bank-led Fast Track Initiative (FTI) constitutes the most important global funding mechanism yet developed for EFA. UNESCO has helped to mould the original FTI as well as the recent developments since the Oslo FTI Partnership meeting (November 2003), namely, its extension to all low-income countries and the establishment of a multi-donor Catalytic Fund as well as a Facility for Programme Preparation. As demonstrated during the most recent EFA Working Group meeting (UNESCO, 20-21 July 2004), this initiative is now undergoing further change to reflect the need to establish good national education sector planning and build up related national capacities. While contributing to making the FTI more flexible and broad-based, UNESCO is aware of this initiative’s limitations and should seek to do more to complement the FTI in various ways. UNESCO intends to further highlight the resource mobilization problems facing countries within and outside the FTI and also to ascertain whether governments are boosting their education budgets, especially for EFA.

71. Attention also needs to be directed towards three key aspects of EFA resource mobilization today: first, new financial modalities (IFF, MCA, the United Kingdom Commission for Africa, etc.); second, issues of absorptive capacity; and, third, questions of donor contributions, coordination and harmonization at country level.

**(vii) EFA flagship initiatives**

72. As the agency responsible for international coordination for EFA, UNESCO strives to ensure that EFA initiatives undertaken by different partners are coherent and consistent with the Dakar Framework for Action. In this context, UNESCO leads and supports flagship initiatives to ensure that they contribute to the achievement of one or more of the EFA goals and targets at country level. At present, there are nine EFA flagships relating to: the impact of HIV/AIDS on education; early childhood care and education (ECCE); disabilities and inclusive education; education for rural people; education in situations of emergency and crisis; focusing resources on effective school health (FRESH); teachers and the quality of education; the United Nations Girls’ Education Initiative (UNGEI); and literacy within the United Nations Literacy Decade.

73. While some of the flagship initiatives are more actively supported than others by their various partners, they nevertheless embody an important principle that has only been partially recognized in the design of UNESCO’s education programme: concentration of the Organization’s resources and energy on selected priority educational needs that are of concern to a large number of Member States, and potentially of interest to UNESCO’s international partners, is likely to have synergistic effects on the whole EFA movement. There are many areas in the Organization’s current education programme, some of them already linked to flagship initiatives, where the potential for generating such effects is latent and not fully developed due to limited staff resources and inadequate budgets.

## **2. Coordination at the national, subregional and regional levels**

74. UNESCO is facilitating closer linkage between EFA coordination at the international level and at regional and subregional levels so as to translate the recommendations of the High-Level Group into strategies and actions attuned to national and regional contexts. Although the Organization is not physically present in all countries, its EFA focus is resolutely placed on the national level, especially the E-9 countries and other “key countries” which are priorities as far as EFA is concerned. UNESCO’s cluster and regional offices reinforce this emphasis on the national level while also facilitating the beneficial impact of subregional and regional frameworks and associated developments affecting EFA action and coordination.

75. At the national level, EFA coordination presents a rather varied and uneven picture. UNESCO is playing a strong, creative and catalytic coordination role in some countries such as Viet Nam, Cambodia, Mozambique, Nigeria and Brazil but elsewhere, partly due to its limited field office presence and partly due to the relative strength of its partners, other agencies or donors are playing the lead coordination role at country level. In fact, UNESCO needs to do more to encourage governments to assume the role of EFA coordination at the country level. To support their work, UNESCO needs more funds and experts in cluster offices, “key countries” (including the E-9 countries) and countries in post-conflict situations such as Afghanistan, Iraq, Sudan, Sierra Leone, Democratic Republic of the Congo and Liberia.

76. An important commitment made in Dakar was to support the development of EFA forums at the national, subregional and regional levels (DFA, para. 18). While UNESCO was able to provide support to these forums, they have not fully lived up to their potential. Given the limited human and material resources at UNESCO’s disposal, it has proven particularly difficult to fully deliver on the range of activities foreseen in Dakar, especially in the two regions of particular focus – Africa and South Asia. At the same time, UNESCO was able to capitalize on regional developments such as NEPAD and the African Union, which clearly have played a catalytic role in advancing the overall EFA agenda. Nevertheless, reaching a higher level of coordination and purpose through EFA forums remains a challenge in these and other regions. Surprisingly, it has proven difficult at the country level to involve and attract the support of bilateral donors for these efforts.

### **Policy development, advocacy and communication**

77. UNESCO has sought to promote EFA policy development and dialogue in a number of ways, not least through discussions of key issues (e.g. quality education) at meetings of the Organization’s governing bodies. The meetings of the HLG and WG have been conceived from the outset as opportunities to advance EFA debate and, if possible, move towards policy consensus among EFA partners. The GMR, of course, has served as a major stimulus to informed discussion of EFA trends and problems not only at the HLG but also more widely. Along with publications emanating from the education institutes, UIS and field offices, the GMR has been important for advocating evidence-based policy reform. Other EFA-specific mechanisms, such as the flagships and the EFA forums at national and subregional levels, also provide opportunities for reflection and exchange on EFA policy issues. Through conferences and publications, UNESCO’s regional education bureaux and other field offices have also promoted EFA policy development and dialogue within the locations they serve. Meanwhile, events not exclusively devoted to EFA, such as the meetings of the International Conference on Education (ICE), organized by IBE, and the International Working Group on Education (IWGE), organized by IIEP, have engaged seriously with EFA concerns.

78. While UNESCO has defined its own positions on certain policy issues relevant to EFA, such as the right to education, language and education, and education in post-conflict and emergency situations, in general its main efforts have been focused on creating opportunities and sustaining

environments where policy dialogue can take place. This is a useful and necessary function but there are other aspects of policy development and dialogue which have not been addressed by UNESCO with comparable energy and dedication. In particular, UNESCO has not positioned itself at the forefront of global EFA debate by proactively addressing key issues and playing a role of policy leadership. It is clear that UNESCO needs to do more to enhance the rigour and dynamism of EFA dialogue and to issue challenging analyses of EFA problems, controversies and potential solutions. Thus, UNESCO needs to balance its consensus-building approach with a more creative and perhaps provocative role at the cutting edge of EFA policy development and debate.

79. Within the EFA movement, UNESCO's main advocacy work has been directed towards two main concerns: first, the espousal and promotion of the full six-goal Dakar agenda and, second, the need for a well-harmonized approach by all EFA partners at all levels. On both accounts, some success has been achieved by means of the advocacy work performed by Headquarters (website, newsletter, video, booklets, etc.) and by field offices, where efforts are focused on keeping EFA high on country agendas. Greater impact and outreach, however, are desirable; progress in this area will require staff training and the acquisition of media expertise. It is also important that UNESCO adopts a collaborative approach by fashioning a joint communication strategy with key partners, such as the World Bank and UNICEF, for advocating EFA and the education-related MDGs.

80. There have been some notable successes in communicating the overall "EFA message" – two very different examples being the GMR and the mobilization in many countries for Global EFA Action Week (thanks to the Global Campaign for Education, with which UNESCO works in close partnership). While continuing to work closely with the Global Campaign and other partners, UNESCO needs to be more proactive in defining the EFA advocacy agenda in general and, specifically, in those areas where it believes more attention is required. In this effort, the Education Sector must work closely with BPI and other sectors, notably the Communication and Information Sector.

#### **IV. CONCLUSIONS: THE WAY FORWARD**

##### **Introduction: promoting "education for global equity"**

81. One of the key initial outcomes of the Strategic Review is the clear reaffirmation of the centrality and priority of EFA in the work of UNESCO. The review has underscored UNESCO's holistic approach to all EFA goals and its commitment to view education as a right and as a lifelong process. In other words, UNESCO's commitment to EFA is undiminished.

82. The Strategic Review has also revealed several key areas of action where UNESCO might have a stronger impact and a more strategic influence upon the whole EFA enterprise. Underpinning and inspiring this strengthened role is a vision of UNESCO as the global champion of EFA and as the "change catalyst" that can bring out the best in its EFA partners and itself. It is a vision rooted in the Dakar mandate and in the Organization's status as the specialized agency for education within the United Nations system. It is grounded upon UNESCO's constitutional obligation to build a peaceful and more equitable world through international cooperation, especially in the field of education.

83. In the period ahead, UNESCO will seek immediately to enhance its capacity to shape the EFA agenda at all levels so that it better responds to the educational needs and aspirations of the marginalized, the disadvantaged and the poor. Under the banner of "education for global equity", UNESCO will become more proactive in championing educational policies and programmes that

are pro-poor, equity-oriented and sensitive to community preferences. The platform for UNESCO's action will be a strengthening of its capacity for:

- advocacy, communication, monitoring and policy analysis with a view to fostering policy dialogue, stimulating reform and increasing political commitment to EFA;
- coordination, mobilization and partnership-building at all levels to ensure greater convergence and coherence among partners;
- effective implementation of programmes and projects at country level by improving the efficiency of delivery systems, promoting decentralization and encouraging the engagement of local communities, particularly by working in collaboration with civil society.

84. While UNESCO's engagement with these areas will rest partially upon internal changes of emphasis and direction, with associated staffing and budgetary implications, it is clear that further external support will be necessary to enable the Organization to fulfil its enhanced EFA mission. Such urgently needed support is a matter for subsequent discussion and detailed elaboration. Nevertheless, some indications will be given here regarding the scenarios of reinforcement envisaged.

85. The following conclusions, including indications about what needs to be done in order to strengthen UNESCO's follow-up of Dakar, are presented in such a way as to correspond with the analysis presented in the preceding chapter. The main sections of this final chapter are as follows: placing EFA at the heart of UNESCO's work; assisting countries to achieve the EFA goals; coordinating EFA partners and maintaining their collaborative momentum; and policy development, advocacy and communication.

## **Placing EFA at the heart of UNESCO's work**

### **1. UNESCO's strategy, programme and budget**

86. The Director-General's Preliminary Proposals on the Programme and Budget for 2006-2007 (33 C/5) are the object of a separate document and will be debated separately by the Executive Board. They are based on a lengthy consultation process involving, in particular, Member States, National Commissions for UNESCO and NGOs. They are also informed by the Strategic Review. It is expected that the outcomes of both debates will help to consolidate a common approach to the formulation of the draft programme and budget for education.

87. In this respect, the Strategic Review affirms three key principles which are in line with UNESCO's three strategic objectives in education: equity, quality and ownership. It is proposed that these three principles should guide UNESCO in the choice of EFA activities for 2006-2007:

- (i) **Equity:** UNESCO's promotion of the right to education – EFA's normative pillar – needs to translate into concrete programmatic orientations. The denial or abridgement of this right affects disproportionately the poor, the unreached, girls and women, and the disabled, especially in sub-Saharan Africa, South Asia and post-conflict situations. Extending the benefits of EFA to out-of-school and illiterate populations, whether in rural or urban areas, will be a major focus of UNESCO's action and EFA advocacy. UNESCO will reinforce its focus on equity throughout all its activities and assist countries in ensuring the right to quality basic education for all. To this end, personnel recently have been redeployed to respond to the increasing requests from Member

States for assistance in preparing or revising legislation on free and compulsory education. In addition, efforts will be made to restore priority attention to children in difficult circumstances, especially slum-dwellers, street children, children affected by the HIV/AIDS epidemic and the disabled. This will require the design and application of flexible, innovative approaches to reach the marginalized and the disadvantaged;

- (ii) **Quality:** Basic education must be an education of quality: quality of methods, contents, structures, environment, outcomes. It should lead to a better quality of life for the students, their families and their communities. It should be responsive to today's needs and to today's globalizing forces: it should help foster universally shared values, provide access to decent and productive work, help fight the scourge of HIV/AIDS, develop knowledge societies and harness the full potential of ICTs. It should be properly monitored for results. UNESCO will give priority to programmes with a quality component, drawing inspiration from the Delors Report, especially its emphasis on learning how to live together in peace, harmony and mutual respect;
- (iii) **Ownership:** As stressed in Dakar, "the heart of EFA activity lies at the country level". EFA needs to rely on strong leadership and commitment as well as sound educational governance and management, backed by a genuine, informed and sustained dialogue between all actors and stakeholders in education – involving governments, donors, international organizations, teachers, civil society and the private sector. Thus, UNESCO will not only champion EFA at the global level. It will assist countries and populations to translate EFA goals into policy and will promote at all levels a multi-stakeholder dialogue to turn into reality the central commitment made in Dakar: "We affirm that no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources" (DFA, para. 10).

88. During the 2006-2007 period, EFA will also be fully recognized as an Organization-wide commitment, shaping "the future activities of the entire Organization" (31 C/4, para. 50). As a consequence, it is proposed that all major programmes will contribute more visibly and effectively in the coming biennium to the promotion of EFA and to EFA activities, suitable mechanisms being devised to ensure strategic guidance and consultation.

89. A strategy for the 2005-2015 period and a corresponding implementation plan of EFA tasks will be developed, in close association with the elaboration of the implementation plans of the United Nations Literacy Decade and the United Nations Decade of Education for Sustainable Development. Consultations will be held with national governments, United Nations agencies, donors and civil society organizations in order to construct a year-by-year scenario of EFA-related action over a ten-year period. These deliberations will be woven into the preparations for document 33 C/5, especially to take fuller account of new realities and emerging issues as well as the needs of the most vulnerable and disadvantaged groups.

90. With regard to extrabudgetary support for EFA, UNESCO will strive to ensure a close alignment of extrabudgetary contributions with the regular programme and budget at Headquarters, the institutes and field offices. Particularly important will be an in-built flexibility to respond to unforeseen circumstances, such as natural disasters and post-conflict situations.

## **2. Restructuring and modernizing the Organization for EFA**

### **Structure**

91. At present, the reinforcement and reinvigoration of UNESCO's efforts towards EFA will not require any major restructuring of the Organization. However, some adjustments may be necessary in due course and the situation will be kept under consideration with a view to enhancing the effectiveness of the Organization's handling of its EFA mandate. At this stage, what is most important is that all constituent parts of the Organization's educational capacity be mobilized and coordinated systematically and collegially under ADG/ED. A coordination group of senior management on EFA (including key institute heads and directors of regional education bureaux), chaired by ADG/ED, will have the responsibility to ensure stronger linkages between international coordination and UNESCO's programmatic work on EFA, particularly with respect to UNESCO's role as a provider of technical assistance to Member States to help them achieve the Dakar goals.

92. With regard to the education institutes in particular, every effort will be made to ensure that they fit into UNESCO's overall EFA strategy at Headquarters and in the field. Field offices should draw upon the institutes' strengths and expertise proactively within the C/4 and C/5 framework.

### **Intersectorality**

93. There is a clear need for stronger intersectoral collaboration on EFA; to this end, the Task Force on EFA, to be chaired by the Director-General, will be revived in order to consolidate and strengthen the house-wide commitment to the EFA goals and related processes. In addition, EFA will be regularly placed high on the agenda of key internal policy meetings, such as the Directorate and the College of ADGs.

94. More integrated approaches to EFA programming will be encouraged during the preparation of document 33 C/5 by means of joint initiatives, cross-cutting themes (CCTs) and cross-divisional activities. The interconnections between literacy and culture are one clear area for further development, as is the role of science and science education within ESD and the role of CI in the area of media training for EFA. In addition to a continuation and possible broadening of the existing MLAs under way in document 32 C/5, new initiatives for intersectoral activities may include the following, drawing on some suggestions made during the regional consultations: teacher training and ICTs, HIV/AIDS prevention education, education for sustainable development, multilingualism, and promoting the collection and use of quality data to inform policy development.

### **Decentralization**

95. There is a need to reduce and eventually close the remaining gaps in the field network staff establishment. The Director-General will also consider introducing new modalities that might allow field units to mobilize the high-level expertise required for delivering key services and performing vital functions (for example, through mobile advisory teams on specific issues).

96. In addition, there needs to be better coordination between Headquarters and field offices, especially with a view to strengthening education programme delivery in cluster offices and national offices in key countries. This must have high priority and therefore the capacities of these offices will be enhanced, partly through increased staffing and partly through training. The training of field staff in PRSP, CCA and UNDAF objectives, practices and processes will be reinforced, as is already foreseen within the \$6 million envelope for staff development (32 C/5).

97. UNESCO will improve as a matter of urgency and priority the decentralization of education staff in three directions:

- to cluster offices through the rotation policy, raising where necessary the level of these posts to reflect the need to assist countries at a high level;
- in/for countries of highest programme priority for EFA and for UNESCO's programme "niches";
- in thematic areas of recognized priority, such as educational planning, management and statistics.

98. Extrabudgetary funding and/or secondments from other institutions and donor countries will be sought to reinforce this process. The secondment of staff to the regional offices and cluster offices from UNESCO institutes will also be encouraged.

99. As noted earlier, UNESCO has launched an exercise in the profiling of education staff to ensure that priority programme areas are adequately staffed and to fill gaps in key or neglected programme areas. Above all, the Organization's professional development strategy must be calibrated with the interface between needs for expertise and staffing profiles.

### **Assisting countries to achieve the EFA goals**

#### **(a) Country-level planning for EFA: towards an integrated approach to planning processes**

100. There is a need to reorient UNESCO's approach to EFA planning (EPS/IIEP/RBs) by adopting a stronger equity-based approach which is in line with the Dakar Framework for Action and with the prioritization of the most disadvantaged. At the same time, and in a systematic way, UNESCO's EFA planning efforts must be better integrated with Education Sector plans, national development strategies and PRSPs.

101. There will be a stronger focus on interventions in E-9 countries, post-conflict countries, LDCs, and countries in sub-Saharan Africa and South Asia. UNESCO will endeavour to provide evidence-based policy advice using data from the GMR and UIS reports. UNESCO will further promote policy dialogue and the active participation of civil society and local communities in policy-making and planning processes at the national, sub-national and local levels.

102. UNESCO will reinforce its approach to EFA planning, namely, the strengthening of national planning capacities and the full integration of all six EFA goals within Education Sector plans, national development frameworks and PRSPs, where applicable. Drawing upon its own resources and additional support, UNESCO shall seek to strengthen its actions at country level, in partnership with the World Bank, United Nations agencies and bilateral donors, with a strong emphasis on training for system renewal and institution-building at all levels. UNESCO will endeavour to enhance the capacities of ministries of education, notably in the areas of policy dialogue, planning and management, and statistics. UNESCO will devote greater efforts to promoting interministerial collaboration of benefit to EFA.

103. UNESCO's education institutes and UIS will be called upon to enhance their contributions through increased decentralization of their training and capacity-building programmes. The institutes will work with and support field units, especially cluster offices and key national offices, as well as strengthen national and regional training institutions.

#### **(b) Programmatic emphases and niches**

104. While recognizing that much has been done over the past four years to focus UNESCO's overall programme and budget on the EFA challenge and on the Dakar goals in particular, there still

remain some EFA “niches” in which the Organization potentially could make a significant contribution at the country level. Greater attention to these areas will enhance UNESCO’s EFA visibility, while at the same time situating EFA more clearly within UNESCO’s holistic, system-wide, integrated, lifelong and values-based vision of education.

105. Looking ahead, part of the task for the Organization will be to elaborate clear pathways showing how the whole Education Sector, including secondary education, technical and vocational education and training (TVET) and higher education, is vitally implicated in the EFA process and vice versa. This is especially important for meeting the need for increased numbers of qualified teachers for primary education (secondary and higher education institutions are vital for this purpose) and for addressing the knock-on effects of increased primary enrolment and completion rates on subsequent types and levels of education. “Basic education”, of course, is not confined to the primary level but extends to the initial phase of secondary education in many countries. Secondary education, therefore, is directly involved in EFA; furthermore, in the Dakar Framework for Action, the fifth EFA goal (on gender disparities and equality) explicitly addresses secondary education. Meanwhile, ways to enhance higher education’s relation to EFA, which is certainly not limited to the education and training of teachers, is being actively explored through the UNITWIN/UNESCO Chairs Programme and through an international meeting of university rectors and EFA partners on this question planned for early November 2004.

106. **Literacy.** Within the post-Dakar drive for EFA, most attention up to now has focused on the goals relating to universal primary education (Dakar goal 2), and gender disparities and inequalities (Dakar goal 5), both of which are MDGs. The launch of the United Nations Literacy Decade (2003-2012), for which UNESCO is the lead agency and international coordinator, is designed to focus increased attention on literacy, especially adult literacy. There is a felt need within UNESCO that the Organization should do more to address this issue, with which it has long been associated in the minds of UNESCO’s partners. The GMR has shown that Dakar goal 4 relating to literacy is at serious risk of not being achieved by many countries. The needs of women, who make up about two thirds of the world’s 862 million illiterate adults, are a matter of serious concern. Accordingly, UNESCO will develop a literacy initiative designed to help, over a ten-year period, approximately 33 candidate countries which have a rate of illiteracy above 50% and/or more than 10 million illiterate adults. The current distribution by region would be as follows: six countries in the Arab States region; three in East Asia and the Pacific; one in Latin America and the Caribbean; six in South and West Asia; and 17 in sub-Saharan Africa. By focusing on these countries, UNESCO will endeavour to stimulate significant extra action to reduce illiteracy, especially among women.

107. This initiative will be implemented within the framework of the United Nations Literacy Decade (UNLD) and will be closely integrated with other EFA efforts and the forthcoming United Nations Decade of Education for Sustainable Development (UNDESD). It will seek to dovetail with other United Nations initiatives and programmes as well as with the work of UNESCO’s other Sectors, especially Communication and Information (use of ICTs, information literacy), Social and Human Sciences (human rights and civic education) and Culture (literate environments). The initiative will be strongly collaborative, bringing together government bodies, community organizations, civil society, the private sector and international partners. A preliminary consultation meeting will be held in September 2004 with the Permanent Delegations of the candidate countries.

108. The Literacy Initiative will require a strengthening of UNESCO’s capacity at several levels: at Headquarters, in the institutes (notably UIE and UIS), and especially at the field level. In the first instance, the capacities of cluster offices and key national offices will be prioritized. In some cases, expertise in the South, such as that existing in the E-9 countries, would be made available to other developing countries in the spirit of South-South cooperation.



109. **Global Initiative to Expand Prevention Education against HIV/AIDS.** This initiative was endorsed by UNESCO's partners at the CCO meeting in Livingstone, Zambia, in March 2004, and was reconfirmed at the PCB meeting held in Geneva in June 2004. It is designed to complement the so-called "3 by 5" treatment programme led by WHO and UNAIDS, and is both necessary and timely in view of the continuing spread of HIV/AIDS, especially in sub-Saharan Africa and Asia.

110. UNESCO is playing a central and leading role in the global initiative, which brings together the most effective practices in prevention, education and treatment. The global initiative is designed to provide a resource for decision-making and policy development in the following areas: curriculum; support for orphans and vulnerable children; teacher-training modules; non-formal approaches targeting out-of-school youth; and enhancement of planning and management capacities. In the design and implementation of the global initiative, account will be taken of the findings, conclusions and recommendations of the external evaluation of UNESCO's response to HIV/AIDS (April 2004).

111. **Teacher training in sub-Saharan Africa.** Shortages of teachers and the often poor quality of those currently employed in the profession constitute one of the major obstacles to EFA progress in the countries of sub-Saharan Africa. This situation has been aggravated by teachers' low incomes and status, poor working conditions and wide variations in national minimum standards for entry into primary school teaching. Slow and uneven economic growth, widespread conflict and instability, and the HIV/AIDS epidemic also impact negatively on the situation. Although UNESCO is already involved in several programmes and projects related to teacher training in sub-Saharan Africa, the scale and urgency of the problems require greatly enhanced action, increased resources, and wider, more dynamic partnership.

112. This initiative will be orchestrated through a collaboration between Headquarters, the Regional Education Bureau in Dakar and IICBA. Working closely with national authorities and key partners, and within existing development frameworks such as UNDAF and in partnership with other EFA initiatives such as FTI and UNGEI, UNESCO will seek to stimulate effective immediate responses to teacher-related problems that are consistent with longer-term programmes. Particular attention will be placed on addressing teacher shortages associated with HIV/AIDS and post-conflict situations. Approaches will be customized according to each country's needs and conditions; at the same time, efforts will be made to sustain commitment and enhance resources through subregional groupings such as ECOWAS, SADC and CEMAC.

113. The need is for accelerated action and innovative modalities, with an emphasis on the following:

- accelerated institutional capacity-building to strengthen pre-service teacher training;
- ICT-based programmes, especially for in-service professional development;
- flexible, intensive, community-based approaches aimed at increasing teacher recruitment and training, especially among women and the educated unemployed;
- in all the teacher-training approaches, prevention education against HIV/AIDS, education for sustainable development and an emphasis on core competencies and life skills will be integral elements.

114. **Quality education: an ongoing priority for UNESCO.** At Dakar, UNESCO was a key advocate encouraging countries to commit themselves to quality basic education for all. Since then, an extended process of consultation has been conducted – the debate in the Executive Board, the

Ministerial Round Table on Quality Education during the 32nd session of the General Conference, regional meetings of ministers and National Commissions, input from field offices and a review of Participation Programme requests. Further opportunities for consultation include the forthcoming 47th session of the International Conference on Education (ICE) in Geneva (“Quality Education for All Young People: Challenges, Trends and Priorities”) as well as the next HLG meeting in Brazil in November and the next GMR, both of which will focus on quality.

115. Drawing upon this consultation process, and with a view to strengthening its role and giving its work greater visibility regarding this vital aspect of EFA, UNESCO will elaborate a clear policy for contributing to the sixth Dakar goal, showing how it will:

- define its overall approach to quality education in holistic terms, whereby “quality” is seen both comprehensively as outlined at Dakar and as a key dimension of all education systems, institutions and processes;
- provide a framework for harmonizing other partners’ contributions to this key goal;
- concretize its own substantive contribution, with regard to renewing curricula, developing educational content and materials, transmitting universal values, monitoring learning achievement, and achieving both education for sustainable development and equity of educational provision.

## **Coordinating EFA partners and maintaining their collaborative momentum**

### **1. Coordination at the international level**

116. While wanting a sound follow-up mechanism of international coordination, Member States at the World Education Forum meeting in Dakar clearly stressed that the mechanism should be “light”. This accords with the statement in the Dakar Framework for Action that “the heart of EFA activity lies at the country level”. At the same time, it is increasingly clear that UNESCO’s lead coordination role needs to be enhanced and needs to be exercised in a more assertive, proactive and creative manner, drawing upon not only UNESCO’s Dakar mandate but also its role as the specialized agency for education within the United Nations system.

#### **Building stronger linkages with EFA partners**

117. While UNESCO’s performance of its international EFA coordination role has won plaudits from all parts of the EFA movement, there is room for improvement. One area for improved action is the linkage of the High-Level Group and the Working Group with other mechanisms that relate to or affect the EFA agenda, such as FTI and the MDG process. Many efforts are already under way to build such stronger linkages, such as the forthcoming back-to-back meetings in Brasilia between the HLG and the FTI Partners’ Group. The preparations for the Brazil events are highlighting the desirability that the current multi-stakeholder sherpas group focused on the HLG broadens its scope so that it becomes a mechanism that will jointly plan and follow up the annual meetings of the HLG, WG, FTI and UNGEI-related bodies. UNESCO, which would convene and coordinate this sherpas arrangement and provide its secretariat, is exploring such a possibility with its partners. There would clearly be considerable benefits of greater harmonization and reduced duplication. Such a reinforced sherpas group would also orchestrate a common response to the Millennium Review meeting in September 2005, with particular regard to the two education-related MDGs.

118. In its capacity as international EFA coordinator, UNESCO will seek to ensure stronger follow-up of meetings of the HLG and the WG. This will be pursued through greater advocacy,

publicity and awareness-raising and through enhanced efforts to encourage all concerned EFA partners to assume specific roles and perform agreed tasks. To support this, there needs to be a clearer mapping of tasks among EFA partners at the international level. This mapping should identify not only what is currently the case but also reveal where boundaries may need to be redrawn or roles and responsibilities redefined. To this end, UNESCO will map its contributions to the international initiatives and EFA flagships that it leads, such as the United Nations Literacy Decade and the flagship on education and disability, as well as those in which it plays a supportive role, such as the UNICEF-led UNGEI. At the same time, UNESCO will encourage its partners to undertake similar mapping exercises, to share their outcomes and to join with UNESCO in seeking a clearer division of labour regarding EFA.

119. With regard to the financing of EFA, while UNESCO must rely on its partners such as the World Bank and bilateral donors to organize the international community to deliver on the financing promise made at Dakar, it should not and will not absent itself from this area. UNESCO will continue its efforts to mould the FTI and influence its development at the global level; at the same time, the Organization will increase its engagement with and contribution to FTI processes at country level. UNESCO will also do more to highlight the resource requirements of countries in greatest need and at risk of missing the EFA goals. In this regard, it will also keep the spotlight on education-related ODA trends, aid modalities and aid effectiveness.

### **Linkages with MDGs**

120. The Director-General intends to identify in document 33 C/5 – as was done systematically in document 32 C/5 – clear linkages with the MDGs, especially those of immediate relevance for UNESCO's competences, both in global terms and at the country level. UNESCO will take into account specific aspects related to or emerging from the ongoing preparations for next year's Millennium Review meeting.

121. UNESCO will strengthen its involvement and visibility in the 2005 Millennium Review process in several ways: first, by ensuring high-level participation (including ADG/ED) in key meetings; second, by immediately strengthening our New York presence through the periodic attachment to the New York Office of a senior education specialist (P-5) based in the Education Sector; and, third, by identifying a New York-based figure, familiar with the workings of the United Nations system, who would advocate for EFA on UNESCO's behalf. These arrangements will rest on close collaboration between NYO, BSP and ED/EFA.

### **Monitoring**

122. The production of policy-relevant educational data and statistics constitutes one of UNESCO's most important comparative advantages, and this is particularly the case regarding EFA. UNESCO shall strongly support the work of UIS aimed at further improving the timeliness and quality of data and at strengthening data collection by countries through capacity-building in Member States; to these ends, UNESCO will augment its network of regionally-based staff. The education institutes, especially IBE, IIEP and UIE, will continue to contribute to the EFA monitoring process too.

123. UNESCO will continue to support the preparation and production of the GMR and to respect its editorial independence. At the same time, "ownership" of the Report by all parts of the Organization will be sought through the absorption of its findings and analyses and their incorporation into ongoing work. In addition, inputs and contributions from UNESCO to the Report process will be made through a more structured procedure so that agreed institutional positions and approaches are presented. While building on the success of the GMR, UNESCO shall seek to:

- ensure that the Report becomes a more accessible policy tool;
- maintain, and further improve, the Report's technical and analytical content;
- balance the independence of the GMR and its ownership by UNESCO;
- promote and support the publication of regional and/or national monitoring reports.

124. A mid-term review of EFA will be carried out at the regional level in 2007-2008 in order to assess progress towards the Dakar goals; this will be preparatory to a mid-term review at the global level that would follow soon afterwards. Lessons will be drawn from the EFA 2000 process and other reviews, such as the MDG 2005 review and the CONFINTEA mid-term review (2003), in preparing the design of the mid-term review of EFA progress.

### **Resource mobilization**

125. In a context where there are signs that key donor countries are seriously intending to increase ODA as a proportion of GNP and in particular to increase the proportion of ODA devoted to education, especially basic education, UNESCO will endeavour to:

- ensure UNESCO's effective contribution in FTI at country level through an active participation in joint donor/government coordination platforms;
- complement FTI by exploring ways to fund other Dakar goals (e.g. ECCE, literacy, quality education) and assist countries outside the FTI framework;
- highlight resource needs of countries/populations in greatest need and those at risk of missing the EFA goals (for example, post-conflict countries, non-FTI countries and ethnic minorities);
- promote partnerships with the private sector;
- advocate for more domestic resource mobilization for EFA (using Global EFA Action Week, interactions with parliamentarians, etc.);
- explore new avenues to fund EFA, including advocating the incorporation of EFA as a priority in the agendas of new international initiatives such as the Millennium Challenge Account (MCA), the International Finance Facility (IFF), and the Commission for Africa (launched by the British Prime Minister in February 2004).

### **EFA Flagship Programmes**

126. The findings of the Strategic Review suggest that there is need to:

- encourage all partners of the initiatives and flagships to achieve better coherence and impact at national level;
- map UNESCO's contributions to all international initiatives and EFA flagships;
- promote the integration of EFA flagships into planning and development frameworks at country level.

## **2. Coordination at regional, subregional and national levels**

127. Particular emphasis will be placed on the development and implementation of regional and subregional strategies (including the E-9 Initiative) to achieve all the EFA goals at the national level. UNESCO's coordination role will utilize existing mechanisms as well as the technical competencies of regional bureaux and UNESCO institutes.

128. At the national level, UNESCO will take the necessary measures to integrate its expanded field office network into United Nations Country Team efforts, ensure that it makes substantial contributions on issues falling within its domains of competence and play an increasingly active and constructive role in the context of United Nations-led exercises at the country level, such as CCA, UNDAF, FTI and PRSP processes, including in countries without a permanent UNESCO presence. This also envisages the assumption of lead roles for issues and themes where UNESCO has an assigned or acknowledged leading role within the United Nations family.

129. The Organization will continue to support and seek to strengthen regional, subregional and national EFA forums (or their equivalents) as useful vehicles of EFA advocacy and as mechanisms for encouraging dialogue among all key EFA constituencies – civil society, teachers, local communities, the private sector, government ministries and departments, parliamentarians and development partners. Building a wider, more inclusive network of stakeholders will be part of UNESCO's efforts to strengthen national ownership of EFA. In addition, the full potential of UNESCO National Commissions will be mobilized, especially to heighten UNESCO's action and visibility regarding EFA in Member States.

130. UNESCO will work to further reinforce linkages between EFA coordination at the international level (especially through the HLG) and EFA coordination at regional and subregional levels through collaboration, liaison and linkages with appropriate existing mechanisms.

### **Enhancing UNESCO's coordination capacity**

131. There is a need to strengthen UNESCO's EFA coordination capacity at all levels. This will be approached partly in relation to the enhancement of the policy dialogue and advocacy functions and partly in regard to UNESCO's efforts to further develop the horizontal and vertical linkages within the EFA movement. In order to bolster its work on the horizontal dimension, especially at the international level of the HLG, the WG, the FTI and inter-agency flagships and the ways in which this EFA architecture links with United Nations system structures and processes, UNESCO will require additional externally funded posts and/or staff secondments focused on collaboration with UNICEF, the World Bank and other international organizations. In addition, similar support is needed to support UNESCO's work on cooperation with the private sector, liaison with civil society and donor relations.

132. The strengthening of the vertical dimension will focus on the upward and downward flows between the international, regional, subregional, national and local levels of EFA. While some enhancement of capacity in this regard is needed at Headquarters, greatest attention must be focused on national and cluster offices and regional bureaux. For UNESCO to become the focal point for EFA mobilization, information and coordination, field offices need to be strengthened accordingly.

### **Policy development, advocacy and communication**

#### **Policy development, dialogue and debate**

133. UNESCO's efforts to drive forward the EFA agenda through policy development and dialogue will be strongly focused on translating the theme of "education for global equity" into

action. Through publications, websites, conferences, workshops and networks, UNESCO will seek to extend the frontiers of EFA debate by providing opportunities for new thinking, critical reflection, rigorous analysis and prospective studies to challenge conventional assumptions and standard responses. Our aim will be to increase the range of well-argued, evidence-based policy options that governments, donors, international organizations, civil society groups and the private sector may consider when addressing the question of how to achieve quality basic education for all.

134. Thus, while the GMR has become an essential tool and source of reference, there is ample scope for UNESCO to undertake further work to inform the EFA agenda in general and the Organization's advocacy and coordination roles in particular. Drawing upon available data, research results and awareness of emerging issues and policy trends, UNESCO will increase its activities relating to EFA policy analysis. It shall make a stronger and more vocal contribution to EFA debates and policy dialogue at global, regional and national levels, in effect becoming a laboratory of ideas for EFA. A fundamental concern for equity, quality and ownership in education will shape UNESCO's role as a catalyst of EFA policy dialogue and debate. To help UNESCO perform this role with fresh dynamism, support and collaboration will be elicited from a variety of EFA partners and constituencies in order to ensure that policy dialogue is open and pluralistic. Efforts will be made to identify new EFA voices, especially in the South, that can bring distinctive contributions to EFA discussions. In keeping with the findings of the Joint Evaluation of External Support to Basic Education in Developing Countries, emphasis will be placed on seeking local solutions to global challenges; this requires eliciting and listening to the views of national organizations, local communities and NGOs. The publication of regional and/or national monitoring reports will be promoted and supported as part of a drive to stimulate policy dialogue and debate.

135. To initially boost and then develop its capacity, UNESCO needs an influx of experts and practitioners who can bring fresh ideas and experiences into UNESCO processes and can help to turn new policy ideas into viable programmes and innovative projects. The cross-fertilization between policy expertise and practitioner skills and experience is vital for the purpose. Embedded within the Education Sector, the institutes and field offices, these "new frontier" ALD appointments and secondments would normally be free from routine programmatic work or managerial tasks. While some will mainly focus on producing policy papers and discussion documents to inform, stimulate and influence EFA debate, others will largely serve as a flexible resource for generating fresh policy initiatives and new project proposals. In some cases, they would be attached to government ministries as catalysts of policy and programme development. Wherever possible, all would help to build and develop capacities among junior UNESCO staff.

## **Advocacy**

136. A recurrent theme throughout the Strategic Review was the need to strengthen UNESCO's advocacy role regarding EFA. This role is a collective responsibility and involves all members of the UNESCO community at all levels. UNESCO will become more proactive and visible in the performance of this role. Indeed, during the next two years UNESCO will step up its advocacy work through a global promotional campaign, conducted in collaboration with a range of EFA partners.

137. UNESCO's advocacy strategy will endeavour to take key EFA messages to the general public, decision-makers and partners. This will require the design of messages and related strategies as well as the training of UNESCO staff, for which external expertise will be drawn upon as necessary. At the heart of this exercise will be the generation and promotion of a set of commonly shared core messages on EFA, thereby ensuring that the Organization's advocacy efforts of Headquarters, institutes and field offices are in harmony. These core messages will draw inspiration from UNESCO's holistic vision of education, the full agenda of six Dakar goals, and the links

between quality basic education for all and poverty reduction, increased gender equality, equitable access for the excluded and disadvantaged, and enhanced prospects for democracy and peace.

138. While the Director-General and ADG/ED will become the EFA movement's most vocal and active advocates for EFA, all staff members should see themselves as promoters of EFA. This is especially important at the field level, where both UNESCO staff *in situ* and those on mission should spread EFA messages and share EFA-related information. At the country level, UNESCO will provide, on request, advisory services to Member States for developing national EFA advocacy plans and campaigns. All field offices will actively engage with the implementation of such plans and campaigns and will organize press conferences, media coverage, materials distribution and other activities in support of national EFA advocacy efforts. Meanwhile, the harmonization of agency advocacy will be promoted through the building of a joint international advocacy platform by UNESCO, UNICEF, the World Bank and other agencies as a tool to inform country-level action on EFA and the MDGs.

139. For advocacy with the public at large, UNESCO will call upon existing Goodwill Ambassadors or special envoys to promote the cause of EFA internationally and within countries. Moreover, for promotional activities within particular international or regional policy environments, UNESCO will seek to build special relationships with key figures who would advocate on behalf of EFA. In addition, the advocacy efforts conducted through such groups as FAPED and PARLATINO will be further encouraged and supported.

### **Communication strategy**

140. Building on the Organization's advocacy and communication efforts undertaken since Dakar and in the context of its overall communication strategy, UNESCO will elaborate a fully developed communication strategy for EFA. This will be a framework for strengthening UNESCO's advocacy work aimed at ensuring visibility for EFA at international conferences and high-level meetings of such bodies as the G-8, the African Union, the European Union, OECD/DAC, etc. The communication strategy will also focus on the linkages between the High-Level Group, the Working Group and other EFA-related mechanisms. In addition, UNESCO will help countries to develop campaigns using key EFA messages and targeting groups such as women, ethnic minorities, out-of-school children and adolescents. It will build on the success of the annual Global EFA Action Week and its collaboration with the Global Campaign for Education. Underpinning UNESCO's whole advocacy and communication strategy will be the development of improved media skills and better partnership with media organizations.

### **CONCLUDING REMARKS**

141. In the period ahead, a more confident and proactive UNESCO will assert its role as leader in education and as coordinator-in-chief of EFA at the international, regional, subregional and country level. This will be pursued through greater coherence, focus and concentration in its programmes; more efficient management of its human and financial resources; improved coordination between Headquarters, the institutes and field offices; and a more proactive role at the country level.

142. By better marshalling its resources and energies, UNESCO will do its utmost to achieve this ambitious agenda for the benefit of all of its Member States but, beyond a certain point, it will require enhanced resources to do so. These may come in part from a raising of the budget ceiling during the next biennium, along with further adjustments within the C/5 document to ensure that key aspects of EFA action are prioritized and receive additional budgetary allocations. However, more resources will also need to come from increased extrabudgetary funds, channelled in

conformity with the priorities of the approved programme and budget. UNESCO needs more and better extrabudgetary support, based on open, transparent, constructive and flexible partnerships, that will enable the Organization to gradually rebuild its capacity within a secure and known framework of commitments.

143. To this end, in close association with the 33 C/5 process and through extensive consultations with bilateral and multilateral donors, developing countries and other EFA partners, the Director-General will formulate different scenarios of enhanced EFA action reflecting different levels of resources and modalities of support, as expressed through the biennial programme and budget and the provision of extrabudgetary funds and other forms of assistance.

144. The Strategic Review has shown what we have done with the limited resources available; now is the moment to invest in UNESCO, to give it the increased resources it needs in order to realize its potential as the global champion of EFA.

### **Proposed draft decision**

145. The Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Recalling 169 EX/Decision 3.4.4,
2. Having examined document 170 EX/8,
3. Taking note of the outcomes of the strategic review of UNESCO's post-Dakar follow-up role in EFA and the specific lines of action already taken or planned to be taken by the Director-General,
4. Thanks the Director-General for the efforts made to undertake the strategic review and to prepare this document in a very short space of time;
5. Endorses the main findings, conclusions and prospective actions outlined in the document;
6. Welcomes the indicated measures to reinforce UNESCO's capacities and actions so that it may play a leading, more active and more effective role in the Dakar follow-up process, noting that these measures will be further elaborated in alignment with the 33 C/5 process and on the basis of consultations with EFA partners;
7. Urges the international community (developing countries, bilateral and multilateral donors, international organizations and civil society) to cooperate with UNESCO in its efforts to implement the measures indicated herein so that its EFA role may be strengthened. In particular, the increased support of the donor community for UNESCO's EFA efforts is strongly encouraged;
8. Acknowledges that the Director-General will develop a strategy for the 2005-2015 period and a corresponding implementation plan of EFA tasks, in close association with the elaboration of the implementation plans of the United Nations Literacy Decade and the Decade of Education for Sustainable Development, and that information regarding this strategy and implementation plan will be submitted to the Executive Board at its 171st session;



9. Invites the Director-General to report regularly to the Executive Board on the implementation of the measures to reinforce the capacities of the Organization and improve its performance of its post-Dakar role in EFA.

## ANNEX I

### **THE DAKAR EFA GOALS AND THE EDUCATION-RELATED MILLENNIUM DEVELOPMENT GOALS (MDGs)**

The six Dakar goals (Dakar Framework for Action, para. 7):

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
2. 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;
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;
4. 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;
5. 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;
6. Improving all aspects of the quality of education and ensuring excellence of all, so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

### **THE EDUCATION-RELATED MILLENNIUM DEVELOPMENT GOALS (MDGs)**

- |        |  |
|--------|--|
| Goal 2 | Achieve universal primary education  |
| Target | Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling         |
| Goal 3 | Promote gender equality and empower women  |
| Target | Eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels of education no later than 2015 |

## ANNEX II

### **THE DAKAR EFA STRATEGIES** (Dakar Framework for Action, para. 8)

1. Mobilize strong national and international political commitment for education for all, develop national action plans and enhance significantly investment in basic education
2. Promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies
3. Ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development
4. Develop responsive, participatory and accountable systems of educational governance and management
5. Meet the needs of education systems affected by conflict, natural calamities and instability and conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict
6. Implement integrated strategies for gender equality in education which recognize the need for changes in attitudes, values and practices
7. Implement as a matter of urgency education programmes and actions to combat the HIV/AIDS pandemic
8. Create safe, healthy, inclusive and equitably resourced educational environments conducive to excellence in learning, with clearly defined levels of achievement for all
9. Enhance the status, morale and professionalism of teachers
10. Harness new information and communication technologies to help achieve EFA goals
11. Systematically monitor progress towards EFA goals and strategies at the national, regional, and international levels
12. Build on existing mechanisms to accelerate progress towards education for all.

## ANNEX III

**EDUCATION PROGRAMME AND BUDGET FOR 2002-2003 AND 2004-2005:  
TRENDS TOWARDS CONCENTRATION ON EFA-RELATED ACTIVITIES**

**Table 1. Programme and Budget for 2002-2003 (document 31 C/5)**

MAJOR PROGRAMME I	Regular budget activities \$	Extrabudgetary resources \$	Total resources for activities \$
<b>Programme I.1 Basic education for all: meeting the commitments of the Dakar World Education Forum</b>			
I.1.1 Coordinating the follow-up of the Dakar Framework for Action	9,588,000	26,000,000	35,588,000
I.1.2 Strengthening inclusive approaches to education and diversifying delivery systems	10,261,000	31,000,000	41,261,000
<b>Total: Programme I.1</b>	<b>19,849,000</b>	<b>57,000,000</b>	<b>76,849,000</b>
<b>Programme I.2 Building knowledge societies through quality education and a renewal of education systems</b>			
I.2.1 Towards a new approach to quality education	4,800,000	28,900,000	33,700,000
I.2.2 Renewal of education systems	4,141,100	26,900,000	31,041,100
<b>Total: Programme I.2</b>	<b>8,941,100</b>	<b>55,800,000</b>	<b>64,741,100</b>
<b>Total Education Sector</b> (including projects related to cross-cutting themes)	<b>30,655,100</b>	<b>112,800,000</b>	<b>143,455,100</b>
<i>of which Basic education for all</i>	<b>64.7%</b>	<b>50.5%</b>	
<b>UNESCO education institutes</b>			
UNESCO International Bureau of Education	4,591,000	3,000,000	7,591,000
UNESCO International Institute for Educational Planning	5,100,000	4,700,000	9,800,000
UNESCO Institute for Education	1,900,000	3,500,000	5,400,000
UNESCO Institute for Information Technologies in Education	1,100,000	2,500,000	3,600,000
UNESCO International Institute for Higher Education in Latin America and the Caribbean	2,200,000	500,000	2,700,000
UNESCO International Institute for Capacity-Building in Africa	1,200,000	3,000,000	4,200,000
<b>Total: UNESCO education institutes</b>	<b>16,091,000</b>	<b>17,200,000</b>	<b>33,291,000</b>
<b>Projects relating to cross-cutting themes</b>			
Eradication of poverty, especially extreme poverty	595,000	–	595,000
The contribution of information and communication technologies to the development of education, science and culture and the construction of a knowledge society	1,270,000	–	1,270,000
<b>Total: Projects relating to cross-cutting themes</b>	<b>1,865,000</b>	<b>–</b>	<b>1,865,000</b>
<b>31 C/5 Approved – Total activities: Major Programme I</b>	<b>46,746,100</b>	<b>130,000,000</b>	<b>176,746,100</b>

In the Programme and Budget for 2002-2003 (31 C/5), covering the first biennium of the Medium-Term Strategy period, the largest regular budget allocation was devoted specifically to the follow-up of Dakar, with Basic education for all accounting for 42.0% of the Education Sector

regular budget. When excluding UNESCO's education institutes, Basic education for all accounts for 64.7% of the Education Sector regular budget.

**Table 2. Programme and budget for 2004-2005 (32 C/5)**

<b>MAJOR PROGRAMME I</b>	<b>Regular budget activities</b>	<b>Extrabudgetary resources<sup>1</sup></b>	<b>Total resources for activities</b>
	<b>\$</b>	<b>\$</b>	<b>\$</b>
<b>Programme I.1 Basic education for all</b>			
I.1.1 Basic education for all: targeting key goals	21,413,000	23,735,700	45,148,700
I.1.2 Supporting EFA strategies	13,906,300	18,876,000	32,782,300
<b>Total: Programme I.1</b>	<b>35,319,300</b>	<b>42,611,700</b>	<b>77,931,000</b>
<b>Programme I.2 Building learning societies</b>			
I.2.1 Beyond universal primary education	4,737,800	57,687,500	62,425,300
I.2.2 Education and globalization	2,108,700	1,281,000	3,389,700
<b>Total: Programme I.2</b>	<b>6,846,500</b>	<b>58,968,500</b>	<b>65,815,000</b>
<b>Total Education Sector</b> (including projects related to cross-cutting themes)	<b>44,125,800</b>	<b>101,580,200</b>	<b>145,706,000</b>
<i>of which Basic education for all</i>	<b>80.0%</b>	<b>41.9%</b>	
<b>UNESCO education institutes</b>			
UNESCO International Bureau of Education	4,591,000	–	4,591,000
UNESCO International Institute for Educational Planning	5,100,000	1,374,000	6,474,000
UNESCO Institute for Education	1,900,000	391,000	2,291,000
UNESCO Institute for Information Technologies in Education	1,100,000	–	1,100,000
UNESCO International Institute for Capacity-Building in Africa	2,000,000	–	2,000,000
UNESCO International Institute for Higher Education in Latin America and the Caribbean	2,200,000	–	2,200,000
<b>Total: UNESCO education institutes</b>	<b>16,891,000</b>	<b>1,765,000</b>	<b>18,656,000</b>
<b>Projects relating to cross-cutting themes</b>			
Eradication of poverty, especially extreme poverty	820,000	–	820,000
The contribution of communication and information technologies in the development of education, science and culture and the construction of a knowledge society	1,140,000	–	1,140,000
<b>Total: Projects relating to cross-cutting themes</b>	<b>1,960,000</b>	<b>–</b>	<b>1,960,000</b>
<b>32 C/5 – Total activities: Major Programme I</b>	<b>61,016,800</b>	<b>103,345,200</b>	<b>164,362,000</b>

The priority accorded to follow-up of Dakar was substantially reinforced in the second (current) Programme and Budget for 2004-2005 (32 C/5), with the Basic education for all Programme I.1 being allocated 57% (\$35.3 million) of the total regular budget allocation for education, as compared with 42% in the previous biennium. Programme I.1 is devoted to the principal priority of targeting key EFA goals as well as HIV/AIDS preventive education; when excluding UNESCO's education institutes, Basic education for all accounts for 80.0% of the Education Sector regular budget, as compared with 64.7% in the previous biennium.

<sup>1</sup> Funds already received or firmly committed.

## ANNEX IV

### LIST OF ACRONYMS

CCA	Common Country Assessment
CEB	United Nations System Chief Executives Board for Coordination
CEMAC	Central African Economic and Monetary Community
CI	Communication and Information Sector
CIDA	Canadian International Development Agency
CLT	Culture Sector
CCNGO/EFA	Collective Consultation of Non-Governmental Organizations on Education for All
CCO	Committee of Co-sponsoring Organizations of UNAIDS
CONFINTEA	Conférence Internationale sur l'Éducation des Adultes/ International Conference on Adult Education
DFA	Dakar Framework for Action
E-9 Initiative	Nine high-population countries (Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria, Pakistan)
ECOWAS	Economic Community of West African States
ECCE	Early Childhood Care and Education
EFA	Education for All
EU	European Union
FAPED	Forum of African Parliamentarians for Education
FTI	Fast Track Initiative
G-8	Group of eight countries (Canada, France, Germany, Italy, Japan, Russian Federation, United Kingdom and United States) and representatives from the European Union who meet to discuss economic and foreign policies
GCE	Global Campaign for Education
GMR	EFA Global Monitoring Report
GNP	Gross National Product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HLCM	High-Level Committee on Management (CEB)
HLCP	High Level Committee on Programmes (CEB)
HLG	High-Level Group on EFA
IBE	International Bureau of Education
IICBA	International Institute for Capacity-Building in Africa
ICE	International Conference on Education
ICF	International Consultative Forum
ICTs	Information and communication technologies
IIEP	International Institute for Educational Planning
JIU	Joint Inspection Unit
LDCs	Least developed countries
MDGs	Millennium Development Goals
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Aid Committee
PARLATINO	Latin American Parliament
PCB	Programme Coordinating Board of UNAIDS
PRSP	Poverty Reduction Strategy Paper

PRELAC	Proyecto Regional de Educación para América Latina y el Caribe/ Regional Education Project for Latin America and the Caribbean
RBM	Results-Based Management
SADC	Southern African Development Community
SHS	Social and Human Sciences Sector
UIE	UNESCO Institute for Education
UIS	UNESCO Institute for Statistics
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDESD	United Nations Decade of Education for Sustainable Development
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nations Children's Fund
UNITWIN	University Twinning Programme
UNLD	United Nations Literacy Decade
UNOIP	United Nations Oil-for-Food Programme
UPE	Universal Primary Education
WG	Working Group on EFA
WHO	World Health Organization