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REVIEW



High-Level Group on Education for All

First Meeting
UNESCO, Paris
29-30 October 2001



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For further information, please contact:

Abhimanyu Singh
Lead Manager, Dakar Follow-up Unit
Education Sector
UNESCO
7, place de Fontenoy
75352 Paris 07 SP
France
Telephone: +33 (0) 1 45 68 08 80
Fax: +33 (0) 1 45 68 56 26
E-mail: efa@unesco.org
Web site: www.unesco.org

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Director of publication ► Abhimanyu Singh
Text prepared by ► Clinton Robinson
Editorial co-ordination ► Ulrika Peppler Barry
Editorial team ► Karine Brun, Leslie Limage,
Margarethe Sachs-Israel, Florence Migeon, Janne Kjaersgaard
Editing ► Wenda McNevin
Graphic design ► Sylvaine Baeyens
Printing ► Graphoprint

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Foreword

I am pleased to present this report of the first meeting of the EFA High Level Group. The meeting was a particularly important event. The governments, agencies and civil society organisations assembled in Dakar in April 2000 at the World Education Forum were conscious of the pressing need to maintain the momentum we had developed. To this end, the Forum gave me the responsibility of calling together a High Level Group which would be small, flexible and representative – a group which would generate strong political will to carry forward the urgent agenda of the Dakar Framework for Action.

I am therefore especially satisfied that the first meeting brought together representatives of all the EFA constituencies – developing and industrialised countries, civil society groupings, bilateral and multilateral agencies. The strong commitment to EFA was demonstrated by the high calibre of the participants and quality of their contributions. The meeting had three major themes: political commitment, resource mobilisation and civil society and partnerships. How far did the meeting facilitate progress in these areas?

With regard to political commitment I observed a healthy impatience to move beyond words to action – to see national EFA plans prepared and financed, to budget new resources, to develop high quality monitoring instruments to keep track of progress. Bilateral and multilateral aid agencies were ready to mobilise new resources, requesting that specific gaps and precise needs should be identified. Civil society engagement in the meeting marked a new phase of upstream partnership based on mutual respect and a common concern to work concretely towards the Dakar goals.

The meeting also identified some gaps: the need for a high quality monitoring report to facilitate the work of the group; the urgency of articulating a comprehensive EFA strategy; clarification of the role and structure of the group itself. In collaboration with its EFA partners, UNESCO will seriously address these issues in the coming months.

I was grateful for the confidence which participants expressed in UNESCO in its coordinating role, while recognising the high expectations in this regard. For my part, I will continue to keep EFA at the centre of UNESCO's agenda and programmes, and look forward to increasingly active and productive partnerships with all the constituencies represented at the High Level Group. Only through our common will and joint effort will we succeed in tackling the huge challenge of Education for All.



Koïchiro Matsuura
Director-General, UNESCO

Introduction

The Dakar Framework for Action stipulated that the Director-General of UNESCO would convene a high-level group annually, as part of UNESCO's 'mandated role in coordinating EFA partners and maintaining their collaborative momentum'. This first meeting of the group followed two meetings of the EFA Working Group (November 2000 and September 2001). The aim of the meeting was to 'serve as a lever for political commitment and technical and financial resource mobilization', as well as being 'an opportunity to hold the global community to account for commitments made in Dakar'. In line with this latter goal, the Director-General prepared the first *Monitoring Report on Education For All 2001* as input to the meeting.

In accordance with the Dakar commitment that it should be composed of 'highest level leaders from governments and civil society of developing and developed countries, and from development agencies', the Director-General of UNESCO invited the Ministers of Education from eighteen countries representative of all regions of the world, the leaders of four international non-governmental organizations (NGOs) and the heads of five multilateral or bilateral agencies. As the participants list shows (see Appendix 3), most responded in their personal capacity, while others were represented by close associates. In addition, the Director-General invited a number of observers.

The meeting was chaired by the Director-General of UNESCO, Mr Koïchiro Matsuura. UNESCO Division Directors, Directors of UNESCO Institutes, UNESCO Regional Directors and other staff also attended. The Chair gave the floor to observers during the meeting, at his discretion.

The two-day programme was divided into five sessions:

- ▷ Achieving the EFA goals at the national level
- ▷ Building political commitment and partnerships
- ▷ Mobilizing resources in support of EFA: the role of international agencies and the function of debt relief schemes
- ▷ Civil society participation
- ▷ Monitoring EFA progress

In all, eleven prepared presentations were given as input to the group's deliberations. Lively discussion sessions gave opportunity for free expression of a wide range of points of view and experiences.

Setting the context – Koïchiro Matsuura, Director-General of UNESCO

In welcoming participants to this first meeting of the High-Level Group on EFA, Mr Koïchiro Matsuura underlined the central importance of education in a world living in the shadow of the 11 September events – 'learning to live together', as the Delors report put it, has acquired particular urgency. He recalled the mandate given in Dakar at the World Education Forum in 2000: to convene 'a high-level, small and flexible group' in order to maintain and increase political commitment for EFA and mobilize the necessary financial and technical resources. In terms of representation of the EFA constituency, he noted that about half the participants are drawn from developing countries.

As context for the meeting, Mr Matsuura identified four specific challenges faced by EFA partners, requiring a speedy response, innovation and initiative:

- ▷ Building effective and imaginative strategies for educating the poor, the excluded and the marginalized.
- ▷ Eliminating gender disparities and achieving gender equality – the 2005 deadline looms large.
- ▷ Recognizing the special conditions of countries facing emergencies, crisis or post-conflict situations.
- ▷ Recognizing the potential of the HIV/AIDS pandemic to undo progress in EFA, particularly in Africa.

The Director-General identified three major themes for the meeting: political commitment, resource mobilization, and civil society and partnerships. Political commitment at the national level is crucial: how can governments actively engage their partners, both national and international? How can the participation of all actors in preparing national EFA plans be ensured? Some national plans are ready and awaiting financial

commitments, so there is a need to put in place sensitive review mechanisms. Incorporation of the aims of the international flagship programmes at national level needs attention. Resource mobilization revolves around the Global Initiative, which is premised on synergy between national and international resources. Mr Matsuura emphasized partnerships with civil society, noting that 'the size and complexity of the EFA challenge are too great for governments alone to

We must find ways to educate the poor despite their poverty, amidst their poverty, out of their poverty.

Koïchiro Matsuura

address'. In this respect civil society must be part of the policy debate, founded on mutual trust between government and civil society.

The Director-General concluded with a number of suggestions, highlighting the start made in monitoring EFA through the first *Monitoring Report*; this is a forerunner of a more comprehensive report which will be presented to the High-Level Group each year. He expressed cautious optimism about the 2015 EFA targets, while recognizing the difficulties and expressing the concern that security issues should not edge out social priorities. The full text of the address is found in Appendix 1.

Structure of the current report

This report follows the sequence of the programme (see Appendix 4), in sections representing the five sessions. It summarizes each of the eleven papers presented by countries and organizations. Discussion periods were part of each session and this report renders the essence of the remarks made and points debated. In order to capture the tone and ethos of the meeting, an observer's viewpoint is presented, before concluding with an overview of the process of adopting the final communiqué. □

Achieving EFA goals at

EFA planning goes ahead in Pakistan despite difficulties

Ms Zobaida Jalal, Minister of Education, began by alluding to the current international context in which Pakistan finds itself and noting that ignorance, poverty and illiteracy breed extremism – education is a crucial tool to fight terrorism. Pakistan's response to Dakar and the EFA challenge was first to identify educational gaps, a major achievement in itself. The development of educational strategy has been fully embedded in the Poverty Reduction Strategy Papers (PRSP) process, with decentralized planning being a particular focus, all the way down to district level. Pakistan has demonstrated political commitment to EFA by holding a national conference, and national and provincial forums, and by drafting both provincial and national EFA plans. These focus on primary education, adult literacy and early childhood education. Planned targets are as follows:

- ▷ primary education: from the existing 66% enrolment to 100% in 2015, with gender parity; girls' education is a special priority;
- ▷ adult literacy: from the existing literacy rate of 49% to 86% in 2015, adding 81 million to the literate population; and
- ▷ early childhood education: from the existing 25% participation rate in early childhood education centres to 50% in 2015.

Planning includes a focus on disadvantaged groups, quality improvement, curriculum reform, building stronger civil society alliances, enabling district-level planning and management, and the use of ICTs. These plans are costed at around US\$7bn above current budgets, of which national resources will cover only 40% – Pakistan seeks to mobilize the rest through the international commitments made at Dakar. Public-private

...we cannot and should not remain oblivious of the fact that ignorance, poverty and illiteracy breed extremism. It is more critical than ever that UNESCO and all Member States re-double their efforts to promote education for all in every region and in every continent in the fight against international terrorism.

Zobaida Jalal

partnerships must be explored, but must not become an excuse for less public responsibility; user charges will further exclude the poor. Pakistan appreciates recent efforts to relieve its debt, but regrets that it has taken a war situation to implement this.

Ms Jalal laid particular stress on regional cooperation in South Asia, noting the large numbers of non-literates and out-of-school children in the region. Pakistan is committed to regional collaboration and has shared its EFA National Plan of Action with other countries. The Afghan crisis is increasing pressure on Pakistan's resources, with an urgent need to address the situation of homeless women and children. While appreciating international efforts to provide new resources for EFA, Ms Jalal called for greater support for a holistic approach to education, emphasizing the values of peace and diversity. She concluded by challenging the High-Level Group to make a difference in education, to 'stand up and act together'.

Progress through partnership and consultation in Senegal

The Minister of Education, Mr Moustapha Sourang, began by presenting the regrets of the President of Senegal who was unfortunately prevented from responding in person to UNESCO's invitation. Mr Sourang recalled the President's words at the

Together, we the men and women of good will in the North and the South ... say that we want education and work, not one without the other.

Abdoulaye Wade,
President of Senegal,
at the Dakar Forum 2000

World Education Forum in Dakar, characterizing the education problem in Africa as 'falling between two extremes: having no job and no education, or having an education and no job'. Senegal is determined to address this situation through EFA. Stressing the responsibility of the state for education, the Minister noted that in sub-Saharan Africa states do not have the funds to face this challenge – a challenge that is increasing with population growth. Thus the state must experiment with new partnerships and mobilize external resources. The growing willingness of aid partners to fund social areas and to take a holistic view of development gives grounds for optimism.

Senegal has taken a systematic approach to the development of an EFA national plan. Taking into account a ten-year education and training plan initiated in 1996, the EFA national plan was launched on the anniversary of the Dakar Forum. Its elaboration involved a five-stage process, with broad consultation and

national level

technical input, and it includes planning at departmental and regional levels. Around sixty NGOs are active, mostly in non-formal education. A 'partnership charter' has been developed to provide a framework for cooperation between all the actors. Building greater consensus with civil society will be a particular priority. Mr Sourang introduced the question of the relationship between basic and higher education, with two concerns: firstly, an emphasis on basic education runs the risk of reducing resources for higher education and, secondly, the donor community is divided in its approach to higher education funding. He called on UNESCO to play the honest broker in this situation. In addition, more flexible financing conditions are required for the funding of education.

Discussion and reactions

In discussion **lessons were drawn from the events of 11 September**, including the observation that extremism is bred by illiteracy and poverty. This underlines the importance of education in promoting tolerance and as a guardian of peace. It was hoped that once again the worst of times might bring out the best in the human spirit. Comments and remarks were made on a wide range of EFA-related issues, with frequent references to progress and constraints in particular national contexts.

Broadening the debate, the question was posed: **what kind of education for what kind of development?**

In response it was noted that levels of literacy do not necessarily coincide with levels of national scientific progress. Further general comments on educational approaches included the following:

- ▷ There must be a right to employment, as well as a right to education.
- ▷ Education must not be seen a service, but as an institution that transmits values.
- ▷ Education must promote social equity.
- ▷ Marginalization from education is a cultural as well as an economic phenomenon.

A number of **issues central to ensuring EFA** were raised, based on lessons from a variety of national situations:

- ▷ Access to education: the Philippines identified and abolished hidden user costs, such as Boy Scout dues and exam fees, with the result that enrolment

increased by 7%. As part of their national plan for EFA, India is giving special priority to groups who have been hard to reach, such as girls and slum children. Kenya's affirmative action for disadvantaged groups includes the re-admission into school of those who dropped out due to pregnancy.

- ▷ Quality of education: as an example of how to improve quality, the Philippines said that they now concentrate on five key subject areas in basic education: Pilipino, English, science, maths and good citizenship. Teacher training and curriculum reform are essential elements of quality improvement.
- ▷ Gender: concern was expressed about the image of women often portrayed in textbooks.
- ▷ Adult learning/non-formal education (NFE): this should be strengthened as an alternative learning opportunity, with attention to developing a policy for post-literacy activities in order to avoid relapse and loss of newly acquired skills. Cuba noted progress in adult learning by using radio for literacy, including sharing their experience in the Caribbean region. In the same region, seven countries are cooperating in adopting common measures of literacy. UNESCO's Director-General emphasized the need to reach out to adults and to promote lifelong learning.
- ▷ EFA plans: as these are developed they should indicate precise financial needs, as well as other kinds of gaps.

There was concern to identify the role and purpose of the High-Level Group, which was a significant opportunity to carry forward the EFA agenda – this discussion was planned for the final session.

Some remarks concerned the **role of NGOs and civil society**. On their part, they expressed a willingness to work with governments. One participant asked if they really are equal partners and to whom they are accountable. As an example of civil society engagement in EFA, it was noted that in Senegal NGOs have contributed to a 5% increase in the literacy rate, but that national assessment of literacy does not take civil society and community-based organization (CBO) activities adequately into account.

Several comments related to the **role of UNESCO**: it is the only international forum for educational discussion and it needs to give intellectual input and provide a lead in the educational debate. □

Building political commitment

Effective consultation and effective management: keys to EFA for Canada

Ms Maria Minna, Minister for International Co-operation, started by re-affirming the central importance of

I am struck by how these three principles – national ownership, partnership and the role of civil society – interact with each other. When they're in synch, they reinforce each other. But if one element is not harnessed to its full potential, the others suffer and our goals are put further out of reach.

Maria Minna

education – for human rights, health and nutrition, HIV/AIDS prevention, active citizenship, equality, justice, dignity and tolerance. Basic education is the foundation of a lifelong learning process essential for each person in today's world. Evidence shows that investment in social development is crucial to eradicating poverty.

Canada is entirely committed to ensuring that the Dakar goals are pursued and realized. Taking the *Monitoring Report* as input, the Minister focused on three inter-connected principles: national ownership, partnership and the role of civil society. All are based on consultation with stakeholders and communities. Canada undertook such a consultation in designing their own 'donor's action plan' to support EFA. The outcome will be a quadrupling of Canada's investments in basic education. Using existing resources more effectively and relieving the burden of debt are further strategies for increasing support. Canada and its G-8 counterparts have strong commitments for the Highly Indebted Poor Countries (HIPC) initiative. Canada has proclaimed a unilateral moratorium on debt payments for well-performing HIPC countries.

In addition to financial resources, human, technical and logistical resources must be mobilized, for example using UNESCO's network of educators and sharing best practice.

Ms Minna drew attention to four management issues:

- ▷ Greater donor coordination: this will be a key concern for the G-8 Task Force on Education, in which Canada will play an active role.
- ▷ Flagship programmes: we need to ensure these do not deflect effort or resources from national EFA processes.
- ▷ UNESCO's coordination role: UNESCO has strengthened its role, but is the mandate clear enough? Are the right tools available to carry EFA forward?

- ▷ Monitoring EFA: all partners must work to put in place common indicators that allow for regional variation; the Millennium development targets are a good starting point.

She concluded by issuing a challenge to make full use of the 'vast human resources at our disposal' in pursuit of EFA objectives.

UNICEF's priority: fulfilling our obligation to children

'A quality primary education is the right of all children, and the obligation of all governments' – Ms Carol Bellamy, Executive Director of UNICEF, saw this as the basis of a common understanding of EFA, founded on international declarations and conventions. She developed this principle by calling for attention to the basics: 'children who are mentally and physically able to learn, and teachers who are ready and able to teach, in educational environments that are available, affordable and welcoming to children and their parents.' Stressing the value of the strong partnerships among the United Nations agencies and with civil society, she underlined the value of the United Nations Girls' Education Initiative (UNGEI), whose immediate objective is to close the gender gap by 2005.

Charged to represent UNDP at the High-Level Group, Ms Bellamy reported that UNDP's Administrator sees education as critical to development and that he has asked resident coordinators around the world to give particular attention to supporting UNGEI and other EFA initiatives.

Ms Bellamy rehearsed the benefits of educating girls – a key element in economic development; educated girls become educated women who are more likely to educate their own children, and have smaller and healthier families. Listing new initiatives in a number of African and Asian countries, she called for mechanisms to reach the most excluded and disadvantaged children, developing targeted approaches for those most at risk. Efforts must address child labour, the impact of HIV/AIDS and preventable diseases so that these children can have an education. Second-chance education of good quality must also receive attention. She concluded on an optimistic note, observing that this is the most

ment and partnerships

Only quality education can equip girls with the confidence to make the most of their abilities ... and can put young women on a path to economic and social empowerment.

Carol Bellamy

opportune time imaginable to move forward with these challenges: hope rather than despair must motivate governments, civil society organizations and citizens to fulfil our obligations to children.

international forums, the link between the global and the local – civil society has an important role to play here. What kind of interaction should there be between the global EFA movement and national strategies for poverty reduction? Global approaches must always be linked to concrete realities. Partnerships also need to be developed close to the grassroots, within communities and among institutions represented at that level. At national level, since education cuts across sectors, partnerships must include many ministries, thus building on existing structures. In the international arena, how are the relationships between multilateral and bilateral agencies to be defined? At the other end of the spectrum, the engagement of the poorest families and communities must not be neglected – they often know what is needed to break the cycle of poverty. In all these partnerships, there is a need for tools to exchange information about objectives, interventions, programmes and good practice – this will require adequate coordination and permanent dialogue between international partners and countries.

Discussion and reactions

In response to these presentations, UNESCO's Director-General gave a framework to the debate by asking the group to consider four questions:

- ▷ How to build on the momentum for EFA
- ▷ How to show political commitment and put it into practice
- ▷ How to mobilize resources
- ▷ How to make flagship programmes compatible with national plans

These questions were addressed in part during this discussion session and were taken up again subsequently. Once again the discussion ranged widely – the overarching theme was that of partnerships and how crucial they are if there is to be any progress in EFA. Participants also repeatedly stressed that the time has come for action, moving beyond conceptual development and strategy formulation to practical implementation – this should be one of the major outcomes of the High-Level Group meeting.

National ownership: there was complete agreement that countries must be in the driving seat with regard to EFA planning and implementation. This will be the basis of partnership at the international level: national commitment will generate international commitment. National ownership is expressed in central and eastern Europe by new legislative frameworks to promote education for all: the training, status and remuneration of teachers is a crucial part of this, as is the development of the use of ICTs for educational purposes. As national EFA plans are now translated into action, operational guidelines need to be developed.

Nature of relationships: a key question is how best to structure coordination between the country level and

Alternative approaches: participants expressed a concern that non-formal alternatives to schooling should be made available to out-of-school youth, in cooperation with civil society, and that these initiatives should develop links to the formal system.

Quality: the quality of basic education was stressed repeatedly and requires as much attention as the quantitative goals of increasing access to education.

External aid: according to the World Bank representative, a total of US\$300bn is spent by developing countries on education, while international aid to education is only US\$4bn – a little over 1%. Can the international community double this aid? While little has happened practically on this front since Dakar, there are grounds for optimism because of initiatives of groupings such as the G-8 and the Global Campaign for Education. There is a need to define the mechanisms for financial support from donors, with the emphasis on mechanisms that work.

Flagship programmes: there was a warm welcome for the adoption of the new programme on disability, which UNESCO is committed to promoting among its Member States. □

Mobilizing resources in

Commitment: the basis for action – United Kingdom

No single development intervention has more impact on the prospects of a country than the education of its children, particularly of girls.

Clare Short

Acknowledging the size of the challenge of universal primary education, Ms Clare Short, Secretary of State for International Development, noted significant progress in some countries – citing nine countries of sub-Saharan Africa where enrolment rates have reached 90%.

The Dakar commitment to ensure that 'no country seriously committed to EFA will be thwarted in their achievement of that goal by lack of resources' raises two questions:

- ▷ When is it clear that a government is seriously committed to EFA?
- ▷ How will the international community fulfil its pledge?

Strong political will, national resolve and clear educational policies, within a PRSP framework, will be indicators of commitment. Ms Short suggested three further indicators:

- ▷ rapid abolition of user fees and other direct costs
- ▷ allocation by governments of significant resources to basic education
- ▷ concrete efforts to promote gender equality

It is important that EFA plans should form an integral part of plans to reduce poverty. Once such plans are in place, UNESCO must use its leverage with the international community to ensure that adequate funding is forthcoming. In addition, donor coordination is particularly critical in the education sector in order to reduce transaction and administrative costs for developing countries.

Ms Short addressed the role and structure of the High-Level Group, pleading for a smaller, but representative group meeting annually to receive the *Monitoring Report*. This report will be an invaluable tool to identify specific needs, rally further effort and make connections with other forums, such as the G-8 summits and the annual meetings of the Bretton Woods organizations. The United Kingdom committed itself to providing funding for such a report. Ms Short concluded with a ringing and optimistic affirmation: 'We are the first

generation who have in our hands the possibility of abolishing illiteracy from the human condition. Let us ensure that we rise to the challenge.'

Japan: investing in capacity

Mr Takao Kawakami, President of the Japan International Cooperation Agency (JICA), cited his own experience in Indonesia and Pakistan to emphasize the strong demand for education at the grassroots – in Pakistan, for instance, women were determined to attend literacy classes in spite of their heavy workloads. JICA sees education as the foundation for development and is committed to a capacity-building approach; this has two prongs:

- ▷ support for local personnel, to ensure local ownership and ongoing sustainability.
- ▷ sharing Japanese experience as input and stimulus for local goal-setting.

Sector-wide approaches will facilitate common understandings among donors as a flexible framework for maximizing each agency's comparative advantage. As far as Japan's contribution to education is concerned, Mr Kawakami recalled his country's commitment to a five-year social development funding package in Africa and noted that provision of school infrastructure has enabled school enrolments to increase. HIV/AIDS prevention and bridging the digital divide will be central elements of current Japanese aid. A review of education programmes has led JICA to put greater emphasis on non-formal education and cooperation at community level with NGOs in HIV/AIDS prevention. Japan will work closely with the G-8 Task Force on Education in mobilizing international efforts for basic education.

It is important to bear in mind that donors' assistance is utilized within a flexible framework in the way that each donor's different comparative advantages are respected. ... Another important issue: development cooperation should be implemented through developing countries' ownership, not by donors.

Takao Kawakami

support of EFA

France: cooperating to promote access, equity and quality in education

The Ministre-Délégué pour la coopération et la francophonie, Mr Charles Josselin, recognized the Dakar Forum as an important step forward in strengthening international commitment to education, one which must now be implemented. The overall aims are access, equity and quality in education, around which all stakeholders must structure their dialogue. Recalling that the national level is paramount, Mr Josselin introduced two principles:

France will make an exceptional effort in debt relief, calculated at 10 billion euros. We would wish this debt relief, as a matter of priority, to be of benefit to social sectors, particularly education.

Charles Josselin

ownership and participation.

Ownership implies policy definition by governments themselves, while participation engages all stakeholders in this process.

He cautioned against investing extra resources in education systems that are less and less effective and called rather for national action plans based on

sound analysis and elaborated within a sector-wide approach. The larger framework consists of poverty reduction strategies, in which debt relief, such as France has recently committed itself to, has a key role to play. Support for UNESCO's role in Africa, collaboration in the G-8 Task Force on Education, possible investment in HIV/AIDS work with UNESCO, partnership with Conference des ministres de l'éducation des pays ayant le français en partage (CONFEMEN) and the World Bank, and re-orientation of French aid in education – these are all measures to which France is committed. Mr Josselin finished by calling for a balance between meeting urgent and large needs, and sustaining efforts in the long term in pursuit of EFA goals.

G-8: education now on the agenda

Speaking in his capacity both as Director-General for Italian Development Cooperation and Chair of the G-8 Task Force on Education, Mr Giandomenico Magliano noted that the creation of the Task Force was driven by a political will to combat poverty in all its aspects – social, cultural and ethical, as well as economic and financial. He noted that this was a significant shift in policy

direction. In contrast to previous G-8 summits, the Genoa Summit was characterized as 'extroverted' – the group would now be more outward-looking and take concrete decisions with respect to its active participation as a group in international development.

Mr Magliano emphasized the current context of globalization and noted the need for 'more global governance'. He defined the policy framework to this end in a threefold way:

- ▷ valorization of human capital
- ▷ safeguarding of natural capital
- ▷ equitable distribution of financial capital

With regard to education, the G-8 group is aware of the need to give priority to education within poverty reduction strategies and, to strengthen educational strategies through ICTs, as well as supporting the role of UNESCO in working towards EFA goals. The specific aims of the Task Force are:

- ▷ to facilitate coordination between governments and donors
- ▷ to mobilize the necessary additional resources
- ▷ to respond to clearly identified needs
- ▷ to monitor commitments made at Dakar, in cooperation with other stakeholders

In conclusion, Mr Magliano announced an additional voluntary contribution from Italy to UNESCO and called upon the latter to 'help developing countries to mainstream education in their development policies and in stimulating developed countries to mobilize additional resources and to improve both effectiveness and coherence in supporting country-owned education strategies.'

...the Heads of State and of Government of the G-8 countries, on the occasion of the Genoa Summit, recognized the fundamental role played by education as a central factor for growth and employment.

Giandomenico Magliano

Gaps of financing and policy identified by the World Bank

In EFA there is a financing gap and a policy gap. This was argued by Mr Jozef Ritzen, Vice-President for Human Development at the World Bank. In an introduction he mentioned the enormous challenge faced by some countries in meeting the goals of gender equity

and universal schooling, a challenge complicated by the HIV/AIDS pandemic. Debt relief will go some way to filling the financing gap – he estimated that around 40% of debt relief is being used for education. What is the remaining need? Mr Ritzen was not satisfied that we know the answer, since estimates, including those of the World Bank, are based on doing more of what is already being done; this is unlikely to reach the poorest and most marginalized populations without access to education. Nor are the costs of ensuring that each child completes primary education factored in. The policy gap exists because learning outcomes are not adequate and not commensurate with inputs. Reforming the education system is politically charged, but must be

tackled. Levels of school equipment and numbers of hours in school must be addressed by policy shifts.

Cooperation in EFA will be based on national ownership of education reform, a broad exchange of knowledge and experience, good budget support for education and space for policy development.

The effort to fill the financing gap must necessarily be matched by a firm commitment at the country level to fill the policy gap... The financing gap and the policy gap must be closed. We owe it to the children of the world.

Jozef Ritzen

Local capacity is crucial and must be built up – in ministries, think tanks, civil society and statistical services. The World Bank, Mr Ritzen affirmed, is ready to work to mobilize additional resources for EFA and to support policies that address the needs of the most marginalized: street children, the disabled, child workers and those affected by the impact of HIV/AIDS.

Remarking on the events of 11 September, Mr Ritzen observed that a 'textbook war' often precedes a conflict, when good neighbours are portrayed as adversaries. The impact of recent events may positively affect international solidarity, but have a negative effect on the availability of resources.

Discussion and reactions

This important topic – the mobilization of resources – stimulated a lively and extensive debate, with the emphasis on developing concrete responses and finding practical ways forward in the pursuit of EFA goals. Despite the above reported figures and commitments,

the participants in the High-Level Group recognized that much more will be needed to reverse the decline of development flows which occurred in the 1990s. Unless there is major progress in mobilizing stronger international political will and mobilizing greater financial resources, the EFA goals will not be reached on time or at all.

How can the pledge of Dakar to meet the financing gap be fulfilled? The commitment to Dakar supposes that a country will develop strategies to reach the six goals of the Dakar Framework for Action. In order to facilitate international support for the implementation of these strategies, it was recommended that a mechanism be established to set clear criteria for assessing whether a given country is politically seriously committed to EFA goals. Through these mechanisms, the credibility of national EFA plans could be assessed and the countries could then more easily become candidates for increased international support, as pledged in the Dakar Framework for Action.

In the context of setting these criteria, special attention should be given to efforts made to achieve universal primary education (UPE) as soon as possible and at the latest by 2015, and to efforts made to eliminate gender disparities by 2005. Free compulsory primary education, including provision of books, uniforms, transport and so on for the poorest, and a safe school and learning environment, were also considered as areas of special concern in the context of assessing the seriousness of countries' commitment to EFA goals. Some countries will require a dramatic shift in policy if they are to be considered seriously committed to reaching out to the more marginalized populations. The effort to meet the financing gap must necessarily be matched by a firm political commitment at the country level. It was also noted on several occasions that resources should not only be understood exclusively as financial resources. Achievements will not be made without human resources and technical cooperation.

NGO representatives cautioned international partners that increased access to resources should not be tantamount to an increase of the debt burden of the recipient country. Access to funds should as far as possible be in the form of grants. Special attention should be given to heavily indebted countries. It was also urged that resources should not be invested in education

systems showing little efficiency, but only in systems that perform well in terms of access, equity and quality.

A number of areas demand special attention in terms of investment. Preventive education relating to the spread of the HIV/AIDS pandemic, provision of education in emergency and crisis situations, gender equity and girls' education, teacher training and improved working conditions for teachers, and the establishment of safe school and learning environments – these issues were touched upon again and again as areas which demand special attention in terms of investment. Despite the fact that HIV/AIDS and unstable situations such as conflict and civil war are undermining educational delivery, these challenges must not be seen as problems which make progress impossible. They should, on the contrary, be addressed with adequate attention and resources.

The poor level of learning outcomes was also mentioned as an area of special concern. The establishment of sustainable book provision and an efficient use of ICTs in educational delivery would be relative simple ways of making a big difference in improving the quality of education.

Basic education and in particular UPE remain the priority of priorities. UNESCO was urged to come up with a firm view of the strategies needed to achieve UPE. This being said, several participants remarked that the commitment to Dakar should not hamper the development of the other levels of education, such as secondary and higher education.

Greater coordination between development agencies at the international and national levels was highlighted as a prerequisite for reducing the administrative burden faced by many developing countries that deal with many different partners at the same time for the achievement of national development objectives.

The importance of integrating national EFA plans into broader development frameworks and sector-wide approaches, in particular PRSPs, was reiterated as a prerequisite for sustainable development and appropriate coordination among development partners at the national level. The inter-connections between national EFA plans and poverty reduction strategies were also considered a determining factor for the continuity of long-term support of international partners to the implementation

of these plans. If EFA plans were established separately, as 'UNESCO-EFA Plans' there would be a risk of fragmentation and parallel systems, as well as duplication of efforts. To build on existing structures and experience was therefore considered crucial for efficient resource utilization. EFA partners should, in return, ensure that the national PRSPs and other frameworks pay sufficient attention to the six EFA goals.

Participants highlighted once again **the importance of national ownership of processes** within EFA to ensure sustainability beyond the intervention of any international partner. Broad consultation and community participation were cited as prerequisites for ensuring the effectiveness of educational programmes. Countries should set their own development goals and targets, and the international community should be partners (financial as well as technical) in this endeavour. Investment of time, financial and human resources in national and institutional capacity-building must go hand in hand in order to develop critical and analytical operational think-tanks at national level.

Several speakers expressed concerns about **how to maintain the momentum of EFA** over the years. There is an urgent need to meet the high expectations of countries who are ready with well-elaborated EFA plans and now seek funding to go ahead with implementation. The United Republic of Tanzania was mentioned as an example which needs approximately US\$93 million per year for EFA. The international community must respond concretely to countries in order to maintain the EFA momentum – this action cannot be delayed for one or two years. Action is needed now to reflect the international commitment made in Dakar and to facilitate the delivery of results at the outcome and classroom level.

To implement EFA goals and sustain the process, it will be necessary to go beyond traditional ways of financing education. Most speakers mentioned the **crucial role that civil society participation, and local governance** and management would have to play in meeting educational needs. Momentum will only be maintained in the long-term if society at the grassroots gains in the process. Participants stressed the necessity to break with conventional ways of financing education; local governance of the aid itself was suggested as an innovative strategy. □

Civil society participa

Civil society has a unique and essential contribution – Oxfam GB

Ms Barbara Stocking, Director of Oxfam GB, began by listing what civil society and NGOs bring to the EFA table: deep connections with what is happening on the ground and a sense of what will and will not work. Internationally, civil society works to keep education high on the global agenda, to monitor progress, to advocate for change and to promote public support. Nationally, civil society must be involved in the formulation of EFA plans and in monitoring their implementation. At the local level – a particular focus of civil society – experimentation, innovation and the promotion of accountability within the community are areas of action of NGOs. Referring to the global initiative, Ms Stocking emphasized the aim to achieve

What civil society brings is often a great sense of reality of what will work, what the situation really is, and how people want their education system to work.

Barbara Stocking

Turning to the outcomes of the High Level-Group, the Oxfam GB Director called for urgent action to identify gaps in financing country by country – to be completed by March 2002 in time for the rescheduled United Nations Special Session and the Canada G-8 meeting. Support for developing national plans must be organized, especially where there are gaps of policy and practice. The High-Level Group might benefit from being smaller, with rotating representation. This could expedite the progress that is urgently needed. UNESCO faces the challenge of channelling the strong commitment of the High-Level Group – and must do so if the meeting is to make a difference.

free and universal basic education, without any hidden costs. The global initiative must have a strong national monitoring component, with publicly available reports, and a viable mechanism for closing financing gaps.

Education as a human right – Global March against Child Labour

Drawing on his experience in working with children who are victims of slavery and prostitution, Mr Kailash Satyarthi, Chairperson of the Global March against Child Labour, saw education as the key to their liberation.

Yesterday's truth was that you cannot sleep in peace if your neighbour is hungry, but today's truth is you cannot even live or work in peace if your neighbour is kept uneducated.

Kailash Satyarthi

He quoted examples from India, the Philippines and Brazil to demonstrate how education can be a means of empowering children and their parents in ways that enable them to escape the indignity of slavery, bonded labour and unrepayable debt. Education is a non-negotiable human right and yet it is often not respected or implemented as such. Mr Satyarthi presented seven areas of action as key elements towards this end:

- ▷ local ownership pro-actively using local media and institutions to lobby for greater political will;
- ▷ participation of all stakeholders, including civil society – this will need support where governments perceive civil society organizations as critics;
- ▷ timely and adequate funding, both internal and external;
- ▷ commitment to the elimination of child labour, with the conviction that education is the most powerful preventative measure;
- ▷ effective monitoring mechanisms locally, nationally and internationally, with broad participation and transparency;
- ▷ systems for recourse and redress: where parents want to exercise the right to education for their children, there must be institutions equipped to provide speedy recourse; and
- ▷ coordination across ministries and departments, and with civil society organizations working in a variety of areas involving education links with gender, employment, disability, HIV/AIDS, minorities and many other areas.

tion

Mr Satyarthi pleaded strongly for mechanisms at national and sub-national levels to monitor the implementation of education as a human right, in ways parallel to the monitoring of other human rights. This frequently involves human rights commissions at national level and, he proposed, should involve vigilance committees at district level. Quoting an Indian boy's reply to former United States President Clinton, Mr Satyarthi concluded that we all face the challenge of working for education for all, in whatever capacity we can.

Discussion and reactions

Participants responded to the presentations with a number of further ways in which civil society must be engaged in EFA. It was emphasized that cooperation with civil society has a growing place in EFA processes in many contexts, but not everywhere as yet. Efforts must continue at all levels to bring civil society into the process. Governments cannot achieve EFA on their own, and need to cooperate with civil society; they must also reach out to the private sector. At a local level, EFA requires harmonious cooperation between local authorities and local communities. Early childhood development also needs the mobilization of local communities. The role of civil society is crucial in increasing enrolment, particularly of girls; schools in themselves are not enough, communities must be mobilized to send their children to school, for instance in slum areas, and civil society can be a mobilizing force. They also have a role to play in taking the EFA message out to the grassroots – a challenge where there are barriers of distance, diversity and language. In some contexts, civil society can ensure greater continuity than governments.

Civil society engagement must include teachers and their organizations, with due attention to teacher training as well as to teachers' role and status. Civil society

representatives called for greater sharing across regions of ways in which civil society is engaged in the EFA process and they commented on the waste of resources on arms that could be used to fund EFA initiatives. As civil society strengthens links with the United Nations system there needs to be transparent communication of plans and strategies to ensure full cooperation.

Participants took the opportunity to draw attention to countries at risk needing special consideration; otherwise they will have no chance to reach the Dakar goals. Within countries, the most disadvantaged groups must be specifically targeted – 'the least privileged amongst the under-privileged'. Basic education is a human right and a factor in social change; how can we ensure that we channel resources to human resource development in those countries where illiteracy is high?

Several participants mentioned a holistic approach to education – ensuring that relevant links and connections are maximized. This means looking at the different levels of education in a coherent manner, focusing on the values that underpin the quality of education, recognizing that education is a matter of human relations, and establishing links between formal and non-formal approaches at local level. □

Monitoring EFA progress - towards a quality annual report

The *Monitoring Report* was welcomed as a useful tool in assessing progress; UNESCO's Director-General noted that this was a first attempt and he committed UNESCO to producing a high quality report in future years as input to the work of the High-Level Group.

Participants emphasized that the report should be a learning tool for all those involved in EFA. Future editions should therefore problematize EFA experience, present what has worked and what has not worked, note which countries are in danger of not meeting the Dakar targets, and specify good examples and successes. The report should analyse the reasons for these different situations and draw out the lessons to be learned.

To do this, the report must be a practical monitoring instrument. One of the conditions to monitor progress is accurate data. Thus the annual monitoring report should provide accurate statistics about results achieved at the national level, clearly specifying which countries are making progress and which face severe problems in implementing strategies for meeting the goals of EFA. The document should contain accurate qualitative and quantitative data presented country-by-country. It should thereby become a practical tool for the High-Level Group to sustain the long-term commitment required for stable resource mobilization. It would enable the group to monitor concrete progress and the international community to react to these results.

The important role of the UNESCO Institute for Statistics (UIS) was recognized by the High-Level Group for the elaboration of a quality report with accurate data. UIS would provide the core up-to-date data and UNESCO would have the responsibility to put the report into shape and context.

The yearly monitoring reports should also reflect progress made through the increased international cooperation and mobilization towards EFA by other agencies and forums, as for instance progress made by the G-8 special Task Force on Education. The report should reflect shifts in focus and priorities of international agencies in support of EFA.

Specific indicators should be elaborated to measure flow of funds so that these figures could be appropriately monitored, and mutual accountability installed.

In summary, the annual *Monitoring Report* should:

- ▷ provide each year a means of assessing progress
- ▷ serve as a major tool for the High-Level Group to discharge its monitoring responsibility
- ▷ use indicators that are relevant and underpin the High-Level Group's monitoring role
- ▷ take an analytical and in-depth approach
- ▷ provide precise data of high quality, based on national input
- ▷ provide national and aggregated data
- ▷ identify gaps and shortcomings to achieving EFA
- ▷ show which countries are doing well and why, and identify best practices
- ▷ examine EFA experiences with a view to learning lessons

UNESCO will coordinate the report, shaping it by identifying and highlighting current issues or regions/countries of concern, e.g. HIV/AIDS impact, countries needing help with national plans. UIS will have a central role in providing high quality and accurate data. □

Role and nature of the High-Level Group

From the start of the meeting, participants raised questions about the nature and role of the group. The last session of the meeting provided an opportunity for an in-depth exchange of views on this issue. As far as this first meeting of the Group was concerned, it provided an opportunity to bring together, at UNESCO's instigation, an appropriate representation of EFA actors (developing countries, civil society, bilateral and multilateral agencies) and to demonstrate the broad consensus around EFA and the Dakar goals; it has re-expressed a collective commitment to EFA, thus maintaining political will and momentum, and it has

given donors the opportunity to express and specify their commitments to EFA, in the hearing of developing country governments.

The discussion about the Group's role raised fundamental questions of global governance, which UNESCO's Assistant Director-General for Education, John Daniel, addressed.

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John Daniel, addressed. He distinguished between governance (generating political will and momentum) and management (day-to-day organization of the work), and asked whether a global governance structure for education is necessary or desirable. Such a structure might restrict existing multilateral and bilateral agencies in their priorities. However, management structures will carry EFA work forward coherently, particularly if well plugged into government and agency institutions. Formal structures for this purpose include this High-Level Group and the EFA Working Group, while informal arrangements include ad hoc groups looking at various aspects of EFA. These various structures work because partners are willing to cooperate, so the question becomes: how can the management of EFA be improved?

Given the importance of involving the private sector in supporting the EFA movement, it was recommended that special effort should be made to invite private sector stakeholders to the High-Level Group.

Participants made suggestions as to the role and function of the Group, as well as about its structure and process, as follows:

In terms of function and role, the High-Level Group should

- ▷ generate political commitment at the highest levels
- ▷ ensure that the Dakar goals are operationalized
- ▷ act as a catalyst for resource mobilization for EFA
- ▷ keep on track the efforts of all the partners and monitor the contributions of all partners
- ▷ use its legitimacy under the auspices of UNESCO and as part of the United Nations system to call others, such as donors and other international and regional agencies, to account for their part in EFA
- ▷ examine an analytical presentation of EFA progress using the *Monitoring Report*
- ▷ identify and address problems in progress towards EFA goals
- ▷ focus on problem-solving and lesson-learning
- ▷ set time-bound goals and specify actions to enhance efficient achievement of EFA targets

In terms of structure and process the High-Level Group

- ▷ could be smaller, possibly around 15 people, in order to facilitate more focused discussion, while maintaining its representative nature
- ▷ should, whatever its size, adopt a working style and process to foster genuine and open dialogue
- ▷ should be a place of interactive discussion, with written statements/speeches being handed out, not presented orally
- ▷ should meet annually to examine and act on the *Monitoring Report*
- ▷ should be flexible
- ▷ should enable continuity of membership, while also allowing for change of membership over time □

An observer's viewpoint

This report would not be complete without an attempt to capture the tone and ethos of the meeting – this section seeks to do that, based on observations of some of those not directly involved in the debate.

An encouragement: this meeting was ready for action! This was expressed in the cooperative spirit which prevailed throughout the two days. The full participation of all the different actors contributed to a spirit of mutual respect and dialogue. Civil society was recognized to be a full partner in EFA forums, for planning, policy development, implementation and monitoring, even if some national contexts need encouragement to move away from restricting or resisting the involvement of civil society. For its part, civil society pledged to work with governments and the multilateral agencies in finding solutions and monitoring progress. Concrete commitment came in the form of specific public pledges, made during the meeting, on the part of several bilateral and multilateral donors, to

increase their financing for various aspects of EFA.

Non-formal education and literacy seem to be high on the agenda of developing countries, but not so visible on the donors' agenda.

An ambivalence: two of the Dakar goals address levels of adult literacy, a point which UNESCO's Director-General recalled during the meeting. It was noticeable that non-formal education and literacy

were mentioned in the papers or interventions by at least eight participants from the South. However, they were mentioned hardly at all by multilateral or bilateral agencies – non-formal education and literacy seem to be high on the agenda of developing countries, but not so visible on the donors' agenda.

An affirmation (and a challenge!): there was a clear acknowledgement of UNESCO's role in coordinating EFA efforts. This included the coordination of partnerships, for example through the High-Level Group and the Working Group, as well as using its position to ensure that multilateral and bilateral partners follow through on their financial commitments. It was clear from the discussion that the group looks to UNESCO for intellectual leadership also, particularly with regard to the conceptual development of EFA and the formulation of strategies. Participants called on UNESCO to be a source of inspiration, as well as to communicate its plans clearly and transparently. In contrast to a year ago, UNESCO's efforts in EFA coordination were recognized, and not merely recognized; questions were asked – and offers made – about the level of resources which UNESCO needs to do the job: staff, technical and financial inputs. These reactions demonstrate on the one hand the crucial importance of the EFA coordinating role and the high expectations of UNESCO in this regard, and on the other hand, a new spirit of confidence that UNESCO is up to the challenge. □

Conclusion

In the concluding session, UNESCO's Assistant Director-General for Education enumerated five action points arising out of the meeting for UNESCO and Member States:

- 1 Preparing national EFA plans is the means to accelerate progress towards the Dakar goals.
- 2 Building on existing structures, partners at country level must develop criteria for assessing progress.
- 3 A comprehensive strategy to operationalize the Dakar Framework for Action will be prepared by March 2002. This will spell out time-lines, integrate flagship programmes, show linkages between activities and present the final formulation of the global initiative.
- 4 UNESCO will prepare an authoritative *Monitoring Report*, after first devising a scheme for managing and processing the report's preparation.
- 5 UNESCO will continue to dialogue about the structure and form of the High-Level Group, taking into account this first experience and the observations made.

The principal output of the meeting was the Final Communiqué (for full text see Appendix 2) which was adopted unanimously after discussion. Apart from questions of clarification of wording and of harmonization of the English and French versions, most discussion centred on the nature and composition of the Task Force mentioned in the third recommendation of the Communiqué: who would be a member and to whom does it report? The Lead Manager of the Dakar Follow-up Unit clarified that the Task Force would have fewer

than fifteen members drawn from the different constituencies represented at the High-Level Group, namely developing countries, industrialized countries, international agencies and civil society, and that, as far as possible, it would meet virtually and draw upon the work initiated in this regard by the second WGEFA in its meeting of September 2001. The Assistant Director-General for Education said that the Task Force will report to the Director-General of UNESCO, who has the mandate to coordinate EFA efforts. The High-Level Group accepted these clarifications and agreed to review the progress of the Task Force at its next meeting. Wording to this effect was inserted into the text of the Communiqué.

The principal output of the meeting was the Final Communiqué which was adopted unanimously after discussion.

The Director-General of UNESCO concluded the proceedings, in the presence of the President of UNESCO's General Conference and of the Chair of UNESCO Executive Board, by thanking all the participants for their contributions to the meeting and their commitment to Education for All. □

Appendices

1. Address by Mr Koïchiro Matsuura,

Madam President of the Executive Board,
Distinguished Members of the High-Level Group,
Excellencies,
Ladies and gentlemen,

It gives me great pleasure to bid you a warm welcome to this, the first meeting of the High-Level Group on Education for All (EFA). The meeting has been timed to coincide with the 31st session of UNESCO's General Conference, which represents a golden opportunity to take the EFA message to a major international gathering of decision-makers from around the world.

We have grounds for hope that, during the course of the years leading up to 2015, we can make real headway towards achieving basic education for all of good quality. But we have worries and concerns about whether some countries can overcome the constraints that impede their educational development. Our anxieties preceded the tragic events of 11 September in the United States, whose consequences are casting a deep shadow over the entire global agenda of enhancing peace, development and security. It is imperative that we do not allow EFA to become another casualty of these events.

I believe that EFA has become even more vital as a result of the changing international situation. One of the central themes of the Delors Report, that of 'learning to live together', has suddenly acquired renewed pertinence and urgency. More than ever, the contents, methods and outcomes of learning need to be re-visited to make education a more effective and powerful instrument for 'building the defences of peace in the minds of men'. It is particularly important that young minds are turned away from violence and are turned towards the virtues of tolerance, mutual understanding and peace, not only in action but also in thought and speech.

Ladies and gentlemen,

As you know, in my capacity as the Director-General of UNESCO, I was mandated by the World Education Forum at Dakar to convene a high-level, small and flexible

group to serve as a lever for political commitment and for financial and technical resource mobilization. Bringing together highest-level leaders from governments and civil society of developing and developed countries, and from development agencies, this group is intended to serve as a strategic means for holding the international community to account for the commitments made in Dakar.

In preparing this meeting, I have tried to ensure that the High-Level Group is broadly representative of the global EFA constituency and manageable in size. The Dakar Framework for Action placed strong emphasis on 'ownership' of EFA by developing countries and on action at the national level. In light of this, my purpose has been to guarantee that approximately half of the main participants are drawn from developing countries. The other categories of representation are bilateral development partners, multilateral institutions and agencies, and civil society. To broaden the scope of representation whilst preserving manageability, I have invited a number of observers, whose presence adds a further rich dimension to our meeting.

During the past eighteen months, there have been several international and regional meetings at Minister level aimed at making further progress towards achieving the six Dakar goals by 2015. These meetings included the E-9 conference in Beijing in August and the International Conference on Education held in Geneva last month. At the working or technical level, we have now held two meetings of the Working Group on EFA, and there are innumerable daily contacts and regular exchanges among EFA partners.

With this inaugural meeting of the High-Level Group, the capstone of the EFA movement is put into place. From its vantage point, the High-Level Group can oversee the entire domain of EFA activity and provide the political impetus to take us forward. While not strictly evaluative in character, this meeting is a vital opportunity to take stock of progress and problems since Dakar and to appraise the direction in which we are going. Thus, it affords an opportunity to review what has been done and, perhaps more importantly, what ought to be done, especially in terms of the six Dakar goals and related targets.

Director-General of UNESCO

Clearly, the purpose and functions of the High-Level Group are crucial for the whole EFA movement. We, as representatives of the EFA movement, need to chart the way ahead. We need to share insights and ideas regarding how best we can meet the EFA challenges facing us. And we need the support of everyone here, not only now but also in the period ahead, to ensure that EFA climbs even higher on the global agenda. It is my hope that the Group will act as a sounding board for the EFA endeavour, and that it will empower all of us to become vocal and energetic ambassadors advocating not only the goals and ideals of EFA but also the concrete modalities for achieving them. According to the Dakar Framework for Action, the High-Level Group is a political lever. As you know, the function of a lever is to move things. The EFA movement needs your leverage!

Before turning to the three major strands of our programme – political commitment, resource mobilization, and civil society participation and partnerships – I would like to highlight certain crucial areas of challenge which vitally affect the realistic chances of achieving the main Dakar goals. If we are to target our efforts where they are most needed, the following four areas must be addressed more strongly, with greater urgency and with enhanced levels of resources:

First, we must concentrate on building effective and imaginative strategies for educating the poor, the excluded and the disadvantaged. Poverty remains the greatest obstacle to realizing the right to education. We must find ways to educate the poor despite their poverty, amidst their poverty, out of their poverty. Moreover, our focus must not be limited to rural poverty, serious though this is, but must also address the desperate conditions of teeming urban slums, where children and youth are vulnerable to many combinations of risk and deprivation.

Second, we must galvanize our efforts even further in seeking to eliminate gender disparities and to achieve gender equality. The first of the Dakar targets falls due in 2005 in regard to overcoming gender disparities in primary and secondary education: it is imperative that this target receives all the attention it merits. The United Nations Girls' Education Initiative, ably led by

UNICEF, deserves much greater support than it has received thus far.

Third, we must recognize that countries facing emergencies, crisis conditions or post-conflict situations are in a special category. Their circumstances are distinctive and very specific, and so are their needs. Consequently, these countries require more flexible responses from the international community, responses which transcend the relief/development divide and call for innovative inter-agency solutions.

Last but not least, the HIV/AIDS pandemic threatens to undo even the limited EFA progress achieved in many countries of sub-Saharan Africa and elsewhere. In fact, in the countries most affected, this devastating pandemic is putting all of our EFA-related actions at risk. Consequently, it must be addressed in a comprehensive way and with the highest priority. We cannot afford to underestimate the severity of impact of HIV/AIDS on the societies affected and on their education systems. For its part, UNESCO has fashioned a strategy of response to the HIV/AIDS crisis, with a strong focus on preventive education, in conformity with the Declaration of Commitment issued by the United Nations General Assembly Special Session on HIV/AIDS last June. Preventive education programmes need to have an immediate impact as well as a longer-term influence on attitudes and behaviour. Other aspects of the education crisis arising from HIV/AIDS include how to rapidly replace a teacher who dies or falls ill. After all, in many places the death of a teacher means the closure of a school. We need find practical answers to these questions urgently.

These four areas of challenge demand not only speed of action but also innovation and initiative, applied to every aspect of our response. This does not mean totally abandoning established approaches. The new information and communication technologies undoubtedly have much potential in regard to distance education for teacher training, for example, but they must be harnessed and utilized in ways that respect the virtues of traditional technologies and methods. Similarly, pedagogical innovations and curricular improvements need to be introduced with sensitivity to local traditions and cultures.

Ladies and gentlemen,

The programme of our meeting shows that there are five main sessions, each of which addresses key aspects of the overall EFA agenda. The subject of session one is 'Achieving the EFA goals at the national level'. As you know, the Dakar Framework for Action unequivocally states that the heart of EFA activity lies at the national level. It is therefore appropriate that, on the first day of this conference, we shall hear from two Ministers of Education of developing countries in sub-Saharan Africa and South Asia – the two regions highlighted in Dakar as those needing special attention and priority. There are a number of other Ministers of Education with us today. We need to know how countries facing the sternest EFA challenges are providing the political leadership required for translating the Dakar commitments into reality.

This first-hand knowledge is supplemented by the first *Monitoring Report on Education For All*. Prepared through the collective endeavour of many agencies and individuals under UNESCO's overall guidance, the report provides vital information on how governments are grappling with the EFA process at the national level. Despite major constraints affecting its preparation, the report provides a useful basis for our discussions.

Several key questions regarding political commitment must figure within this session: what forms of political and policy-level leverage are required in order to find viable solutions to the problems and issues being faced? How can we strengthen political will at the national level so that EFA is given the backing and priority it needs? How can governments actively engage their national and international partners in this daunting task?

One sign of difficulty emerges from a UNESCO survey of the preparation of national EFA plans, namely, the disappointing finding that the process of consultation and participation, especially with civil society, remains rather weak. I wish to reiterate that the processes through which the plans are developed, implemented and monitored should be inclusive of all relevant and active EFA partners in each country.

Frankly, to achieve EFA in the time period agreed in Dakar, governments need all the help they can get. The basis of this help should be a wide and sustainable national consensus on EFA. The cultivation of consensus, by the way, is a source as well as a sign of political strength. It is also a persuasive indication to international and regional partners that national EFA commitments contain a promise of continuity.

The process of generating national EFA plans should serve to revitalize EFA within countries by building new capacities and by developing a better appreciation of the issues at stake. A creative partnership with civil society and the international community is integral to this vision. The involvement of civil society organizations and international agencies and benefactors from the outset offers many advantages, not least because the seriousness of governmental intent can be experienced by partners on a regular, even a daily, basis.

As some governments have already completed their plans and are anticipating donor support for their implementation, the development of systematic but sensitive review mechanisms is of some urgency. The early involvement of multilateral and bilateral agencies in EFA forums and planning processes at the national level should facilitate this important task.

These and related issues are taken up in session two on 'Building political commitment and partnerships'. The support of bilateral and multilateral development partners is essential not only in terms of financial resources but also in regard to strengthening political will, governmental capacity for coordination, and the infrastructure of EFA partnership. Innovative educational approaches must be grounded upon national 'ownership' as well as cooperation among regional and international actors. The inter-agency flagship programmes are so important because they provide a vehicle for these benefits to be realized. The integration into national EFA plans of the themes addressed by inter-agency flagship programmes requires a more proactive and vigorous approach by EFA partners at the country level. Government 'ownership' and coordination of these important flagships must be encouraged. The criteria of credibility of EFA plans may include that of incorporating and integrating the flagship programmes in a satisfactory way.

The High-Level Group is invited to propose ways in which commitment to EFA may be reinforced at national and international levels. In this regard, suggestions will be most welcome concerning new forms of partnership and areas where new initiatives and innovations are critically needed.

I would like now to address the question of resource mobilization, which is taken up strongly in session three. The time is fast approaching when the international community will be put to the acid test of fulfilling its bold, oft-quoted commitment at Dakar that 'no countries seriously committed to EFA will be thwarted in their achievement of this goal by lack of resources.' The international community has been requested to deliver on this commitment by launching a global initiative to 'design the strategies and mobilize the resources needed to provide effective support to national efforts' (Dakar Framework for Action, para. 11).

Through an intensive consultation process with representatives of all EFA partners, UNESCO has developed an important conceptual paper entitled *The Global Initiative towards Education for All: A Framework for Mutual Understanding*. This paper represents, I believe, the shared understanding of the global initiative by the different partners in the movement. Allow me to highlight some of its major points.

Increasing the level of financing for EFA is critically important. The paper presents a discouraging analysis of the flows of international assistance in the 1990s. One of our greatest post-Dakar challenges is to reverse these trends so that, in the first decade of the century, more resources for education, in particular basic education, become available. In addition to debt relief, we need new financial resources of a concessional character. I look forward to our discussions on how increased financing for EFA may be achieved and then sustained. Also of vital interest is the question of how donor coordination at all levels may be improved. Such coordination is essential not only to avoid duplication, overlap and waste; it is a key measure and instrument of the overall coherence of our EFA efforts.

The paper points to the need to use international assistance as a catalyst for domestic resource mobilization and for improving national resource utilization and management. These considerations alert us to the fact that non-financial constraints on the achievement of EFA clearly are powerful. Since additional financial aid should be used only where it is effective, efforts to address and overcome the non-financial constraints should be welcomed by recipient governments as ways to unlock their absorptive capacity and development potential.

The paper makes a convincing case that the global initiative must be understood in broader than financial terms. Thus, simply increasing the amount of external financing, through whatever chosen mechanism, does not amount to establishing a global initiative. Furthermore, we must not forget that resources are multiple in nature (financial, human, material, non-material), that countries are in need of diversified resources, and that improved resource utilization and management are needed too. I hope we can endorse in this meeting the far more complex understanding which has been put forward in the paper and that we can also agree on the forms of political and policy-level leverage that can take the global initiative to the next stage. To facilitate this process of leverage, the initial identification of the best practical ways to launch the global initiative should be considered by this meeting.

The global initiative seeks to create synergy between international development partners and countries which receive international assistance. This synergy is based on recognized principles of international development cooperation, namely, partnership, ownership and leadership by national governments; dialogue in policy formulation, implementation and monitoring; and consistency and coherence between nationally and internationally formulated policies, goals and targets.

This synergy requires coherence, which must be reflected not only in consolidated national EFA plans of action and education sector plans but also in their consistency with wider international development policy frameworks, such as PRSPs, HIPC and CCA/UNDAF. This underlines the critical role of basic education for poverty reduction,

sustainable development and the creation of enabling environments. Thus, while the immediate purpose of the global initiative is to assist in the national efforts to achieve EFA goals and targets, its ultimate purpose is to support home-grown development processes.

I would like next to turn to the subject of civil society participation, which is the particular theme of session four. Since becoming the Director-General of UNESCO two years ago, I have made the promotion of dialogue with civil society, especially with reference to EFA, one of my foremost concerns. The Dakar Framework made it clear that EFA will only be achieved if it is rooted in a broad-based societal movement nourished by viable government/civil society partnerships.

The 113 million out-of-school children and the 875 million non-literate adults are evidence that the size and complexity of the EFA challenge are too great for governments alone to address. Even though the state's responsibilities must be reinforced, governments need to cultivate partnerships which complement their role in order to ensure quality basic education for all, especially for those who have been ill-served by or left out of mainstream education.

To do this, partnerships must be built that draw on the particular strengths of each partner. In the field of education, civil society organizations have played roles as alternative service providers, as innovators, as informed critics and as advocates. At Dakar, the international community agreed to acknowledge and support a new role of civil society in education: as policy partner. A new policy culture is needed which should be democratic, open, transparent and accountable. Civil society organizations can facilitate the involvement of local communities in EFA and provide channels for the excluded and disadvantaged to express their views and wishes. In all of this, the cultivation of trust between national governments and civil society is essential.

Since Dakar, where I intervened to ensure the wider participation of civil society, dialogue with civil society on EFA-related matters has expanded at the working level. The Special Session in Geneva last month took this dialogue to a higher level by presenting for the first time a platform for interaction between civil society

representatives and a large group of Ministers of Education. This, however, was just a first step; it is clear that further efforts will be required if this higher level of dialogue is to lead to real collaboration at the country level. Our own meeting provides another chance to deepen and extend this dialogue. I hope that we can use this opportunity to reflect on how trust and collaboration between government and civil society can best be developed and sustained for the benefit of EFA.

Meanwhile, I propose that we create similar forums for debate and dialogue on EFA between Education Ministers, senior officials, parliamentarians, academia and civil society representatives at the regional, subregional and national levels. It would be vital that the civil society representatives included teachers, parents and students.

In our efforts to strengthen the EFA movement, I believe we should be as inclusive as possible. Unfortunately, our attempt to secure high-level participation here of leading representative bodies of the corporate sector did not succeed. Perhaps we have to devise more imaginative ways of attracting them to the table. In this, we must draw upon the experience of the United Nations Global Compact and the World Bank in laying the foundations of a sustainable partnership with the private sector for EFA.

Ladies and gentlemen,

At the beginning of my presentation, I invited you to apply your knowledge and experience to helping the EFA movement to chart its way forward. To stimulate this reflection, I would like to offer some concluding thoughts and suggestions.

The *Monitoring Report* maintains that, though the task of achieving the six Dakar goals by 2015 is difficult and problematic, it is feasible – politically, financially and programmatically. There is reason to be cautiously optimistic. Countries, including some very poor ones, have demonstrated that, with political leadership and strong commitment, it is possible to attain rapid acceleration of progress.

For such progress to occur on a broad scale, educational reform at the country level should proceed simultaneously with significant policy changes at the international level, especially to meet the additional resource requirements of countries where national efforts towards EFA will stall without further support, recognition and stimulation.

Stakeholders at all levels must demonstrate a willingness to enter into new partnerships, including new relationships between government and civil society. Evidence abounds that such partnerships are both possible and effective. But, as just noted, we need to find ways to cultivate trust and cooperation.

A comprehensive strategy for EFA, which is in the making, needs to establish an action-oriented and outcome-based framework within which an effective synthesis of EFA efforts may be achieved at all levels. A critical component of such a comprehensive strategy is the global initiative, which needs to be launched urgently, based on a mutual understanding of its nature and purpose. The political leverage of this Group is needed in order to take the global initiative forward, using some immediate practical steps as a basis.

A more transparent international mechanism for monitoring EFA progress would encourage a shift of focus towards increased accountability for results. Reaching the goals of EFA will require better systems for gathering, analysing and disseminating information from individual countries. In this regard, I wish to re-iterate the importance of focusing on the quality and content of education. We cannot be satisfied with quantitative measures alone.

The fifth and final session is devoted to 'Monitoring EFA progress'. For the High-Level Group to undertake its work, especially to identify ways to accelerate EFA progress, it must be well informed. In this regard, the 'EFA Observatory' housed within the UNESCO Institute for Statistics will undoubtedly play a key role. With UIS in Montreal soon becoming fully functional, we are confident that the next *Monitoring Report on Education For All*, to be presented at the next High-Level Group meeting in autumn 2002, will fulfil all expectations and needs. These needs, by the way, are not confined to the

collection and distribution of statistics but extend to careful and systematic analysis of EFA data in order to inform policy-making processes in a purposive way. UIS will be supported in this by UNESCO as a whole and by other EFA partners. I should add that the *Monitoring Report* will also serve as a vital advocacy tool for use by the High-Level Group and, indeed, by all those involved in the EFA process.

Distinguished Members of the High-Level Group,

Our discussions occur at a time of renewed threat that other issues, particularly security issues, will gain importance at the expense of social sector and educational programmes. Given our common commitment, our mandates and our shared belief that education and EFA are vital for solving the problems underlying our destabilized world, we must take the occasion of this first meeting of the High-Level Group to strengthen the political impetus behind EFA. We need to send out a strong signal that EFA must remain high on the international agenda.

I thank you in advance for your hard work and dedication during our two days together. The EFA cause demands that we make progress, and I am confident we will.

Thank you.

2. Communiqué from the High-Level

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

1 We, the participants in the first meeting of the High-Level Group on Education for All (EFA), call upon all EFA partners to redouble their efforts to meet the goals and targets of Education for All. The world has changed considerably since the World Education Forum in Dakar in April 2000 and the challenge ahead remains daunting but not insurmountable. The events of 11 September 2001 have further emphasized the absolute importance of universal basic education of good quality as an essential, if not sufficient, condition for a healthier, more democratic and more tolerant world.

2 We understand and stress the importance of EFA in the context of the other Millennium Development Goals. We recommit ourselves to the six Dakar goals which represent the expanded vision of basic education in the World Declaration on Education for All. In fulfilment of our mandate – to monitor and assess the extent to which progress is being made on the Dakar commitments; to advocate for more extensive and better coordinated action at the international and national levels; and to promote the expansion of resources (financial, human, technical and material) to meet each country's requirements to achieve the Dakar goals – we call upon all partners to move forward in this endeavour, motivated by a greater sense of urgency and supported by accelerated efforts.

Priorities for action

3 All partners must act decisively on a number of serious issues: the persistent gender and other disparities; the neglect of vulnerable and disadvantaged groups, including individuals with disabilities; the high number of non-literates; the need for understanding and acceptance of diversity; the undermining of education systems and institutions by the HIV/AIDS pandemic; and the critical situation in countries in emergency, crisis, post-conflict and other risk situations. There is an urgent need to define educational quality, its content and outcomes including life-skills education. As a dynamic force in social and economic development, the education of girls and women should receive special attention. EFA must be accelerated in

sub-Saharan Africa – with due consideration to the plan entitled the New Partnership for Africa Development – South Asia and the least developed countries, where needs continue to be the greatest.

4 We realize the importance of building on the strength of each partner in the movement, learning from successful experiences, and applying systemic reforms and innovative approaches to the attainment of each Dakar goal, including capacity-building and harnessing new communication and information technologies in the delivery of basic education and teacher training and upgrading. We emphasize the importance of taking into account individual country contexts.

Partnership

5 We underline the core responsibility of governments for education, and especially to provide free and compulsory quality basic education for all. All partners of the EFA movement should endeavour to coordinate their efforts under the leadership of governments within the framework of cross-sectoral poverty reduction strategies and education sector planning. We encourage governments to establish as broad-based a partnership as possible, in particular to ensure the full inclusion of teachers' organizations, and other non-governmental and civil society organizations in EFA policy formulation, implementation and monitoring. The full participation of local communities is equally important.

6 We appreciate the steps already taken to recognize the role of non-governmental and other civil society organizations in the EFA movement as partners at the global level. EFA partners must, however, play their broker role at the national level in order that the potential of NGOs and local communities can be fully utilized. This includes appropriate capacity-building of NGOs and others to fulfil their role. Furthermore, the private sector needs to be called upon to contribute to the thinking and actions of the EFA movement, and must be adequately represented in relevant forums.

7 We consider it to be vital that our shared efforts be fully coordinated among all partners of the EFA movement. Existing and new initiatives on EFA in the funds and programmes of the United Nations, the World Bank, the International Monetary Fund (IMF), bilateral agencies, the Task Force of senior G-8 officials on Dakar Follow-up,

Group

OECD/DAC and the European Commission, must be well integrated, mutually reinforcing and built on the comparative advantage of each organization.

☞ We are encouraged by the partnerships, innovative approaches and potential impact of a range of coordinated activities responding directly to specific Dakar goals and special focus areas, including flagships. Such multi-partner initiatives and programmes must be carefully synchronized with national priorities, form part of national EFA action plans, be properly coordinated by governments and pay special attention to the educational needs of out-of-school children.

The global initiative

☞ We need to establish an urgent consensus on all six elements of the global initiative, as described in the Dakar Framework for Action. Each element of the global initiative, individually and collectively, must be supportive of national EFA efforts. EFA is critically important for poverty reduction and sustainable development. EFA goals must be pursued as part and parcel of national poverty reduction strategies, and education plans developed and implemented in the context of macro-economic frameworks and policy reform. Strategic alliances with the World Bank and IMF are crucial in this regard.

☞ We acknowledge the importance of non-financial constraints to the development of EFA and support the broader understanding of resources, not just as financial, but as human, material and organizational as well. Increased resource mobilization must go hand in hand with effective resource utilization and management by all governments and organizations. Nationally, governments must reinforce national resolve, increase their budget allocations for EFA, address efficiency and capacity constraints, and use international assistance strategically. Internationally, all potential financial sources must be exploited and new creative ways of funding EFA be found, for example through increased South-South collaboration and partnership with the private sector. We continue to be alarmed by the insignificant proportion of overall bilateral and multilateral assistance provided for basic education. The fulfilment of the Dakar commitment also requires a reversal of the decline in overall ODA, particularly for the least developed countries, sub-Saharan Africa and South Asia.

Recommendations

We propose that the following immediate actions be taken:

- ▷ Countries must, within poverty reduction strategies, accelerate progress towards sector plans that encompass all EFA goals and take into due consideration both content and process. The plans, which would be the basis for national and international coordinated efforts, must be in place by 2002. They must reflect the gaps – results, capacity, policy and financing (domestic and external) – related to the achievement of EFA goals.
- ▷ Building on existing structures, partners at the country level must develop criteria and mechanisms for reviewing and mobilizing resources for the plans. The Dakar resource commitment should be part of all processes to develop Poverty Reduction Strategy Papers (PRSP) and the Heavily Indebted Poor Countries (HIPC) Initiative. Many countries will have their plans agreed to and funded, through domestic and external resources, at the country level. Where this is not the case, the World Bank should, where feasible, take the lead in identifying the resource gaps. Where the World Bank cannot do so, the task will be taken forward by the United Nations Agencies. All partners should find new and creative ways to fill the resource gaps.
- ▷ A strategy to operationalize the Dakar Framework must be developed by March 2002 by a Task Force constituted by representatives of all partners. The strategy would identify: major actions to be taken within specified time-lines; general roles and responsibilities of partners; linkages among activities, including a clear description of how flagships are integrated into country-level activities; and a consensus on the global initiative. Once the content and scope of a global initiative are agreed, it should be implemented with immediate effect and progress presented to and reviewed by the High-Level Group.
- ▷ An authoritative, analytical, annual EFA *Monitoring Report* should be produced drawing upon national data – quantitative and qualitative – and assessing the extent to which both countries and the international community are meeting their Dakar commitments. As a matter of urgency, UNESCO should convene key partners to discuss how the report can best be prepared, managed and resourced. The UNESCO Institute for Statistics has an important role in the development of the report.
- ▷ Taking into account the experiences of the first meeting of the High-Level Group, we call upon UNESCO to ensure focused and operational discussions and continuity in the important work of the Group. □

3. List of participants and observers

PARTICIPANTS

Member States

BELGIUM

■ S. Exc. M. Jean-Marc Nollet
Ministre de l'enfance
chargé de l'enseignement fondamental,
de l'accueil et des missions confiées à l'ONE
rue Belliard, 9-13
1040 Bruxelles, Belgique
Tel: 32 2 238 12 11
Fax: 32 2 238 12 00
E-mail: parisunesco@diplobel.org

Accompanied by:

■ M. Dominique Barthelemy
Directeur des Relations internationales
Ministère de la Communauté française
44, bd Léopold II – B.1080
1080 Bruxelles, Belgique
Tel: 32 2 413 29 53
Fax: 32 2 413 29 82
E-mail: dominique.barthelemy@cfwb.be

■ M. Jean-Marie Vanlathem
Attaché au Cabinet du Ministre

BRAZIL

■ H.E. Mr Luciano Patricio
Executive Secretary
Ministry of Education
Esplanada dos Ministerios, Bloco L, 70 Andar
70047-900, Brasilia, D.I. Brazil
Tel: (55 61) 410 8406
Fax: (55 61) 410 9229
E-mail: lucianopatricio@mec.gov.br

Accompanied by:

■ Mrs Victoria Cleaver
Director for International Affairs Minister's
Cabinet
Minister of Education
Esplanada dos Ministerios, Bloco L, sala 824
70047-900, Brasilia, D.I. Brazil
Tel: (55 61) 410 8836
Fax: (55 61) 410 9229
E-mail: victoriacleaver@mec.gov.br

■ Mrs Tatiana Britto
Responsable de la coopération internationale
Institut National d'études et de recherches
en éducation – JNEP
Esplanada dos Ministerios, Bloco L, Anexo II,
40 Andar
70047-900, Brasilia, D.I. Brazil
Tel: (55 61) 410 8406
Fax: (55 61) 226 8468
E-mail: tatiana@jnep.gov.br

CANADA

■ H.E. Ms Maria Minna, P.C., M.P.
Minister for International Co-operation
200 Promenade du Portage
Hull, Quebec K1A 0G4, Canada
Tel: 613 859 5586
Fax: (1 819) 953 8525
E-mail: alain.racine@dfait-maeci.gc.ca

Accompanied by:

■ Mr Odina Desrochers
Member of Parliament for Lotbinière-L'Erable
(Québec)

■ Mr Leonard Good
President
Canadian International Development Agency
(CIDA)
200 Promenade du Portage
Hull, Quebec, Canada K1A 0G4
Tel: 819 997 1543
Fax: 819 953 3348
E-mail: leonard_good@acdi-cida.gc.ca

COSTA RICA

■ H.E. Mr Guillermo Vargas Salazar
Minister of Public Education
Ministry of Education
Apartado 6617-1000, San Jose, Costa Rica
Tel: (506) 221 9113
Fax: (506) 233 0390
E-mail: guivarsa@sol.rocsa.co.cr

Accompanied by:

■ H.E. Mr Rafael Angel Herra
Ambassador
Permanent Delegate of Costa Rica to
UNESCO
Tel: 01 45 68 25 72
Fax: 01 42 7316 45

CUBA

■ H.E. Mr Luis Gomez Gutierrez
Minister of Education
Ciudad de la Habana
Mined, Cuba
Tel: 53 7 552954
Fax: 53 7 553105
E-mail: despacho@rimed.co

■ Mr Carlos Altaro
National Director of Education
Ministry of Education
Calle ON.8 17 y 19 Vedeto
Ciudad de la Habana
Mined, Cuba
Tel: 53 7 321332/552930
Fax: 53 7 662208
E-mail: altaro@rimed.co
carlosaltaro2@hotmail.com

CZECH REPUBLIC

■ Mr Karel Komarek
Permanent Delegate of Czech Republic
to UNESCO
1, rue Miollis
75015 Paris, France
Tel: 01 45 68 35 35//36
Fax: 01 42 73 21 80
E-mail: unesco.paris@embassy.mzv.cz

DENMARK

■ H.E. Ms Anita Bay Bundegaard
Minister for Development Co-operation
Asiatisk Plads 2
1448 Copenhagen, Denmark
Tel: 45 33 92 00 00
Fax: 45 32 54 05 33
E-mail: anibun@um.dk
dl.denmark@unesco.org

Accompanied by:

■ Mr Peter Brückner
Ambassador Extraordinary and
Plenipotentiary
Permanent Delegate of Denmark to UNESCO
77, Avenue Marceau
75116 Paris, France
Tel: 01 44 31 21 21/01 45 68 29 29
Fax: 01 44 31 21 88
E-mail: dl.denmark@unesco.org

■ M. Bo Jensen
Head of Division
Department for UN Development Assistance
Ministry of Foreign Affairs
Asiatisk Plads 2
1448 Copenhagen, Denmark
Tel: 01 44 31 21 21//01 45 68 29 29
Fax: 01 44 31 21 88
E-mail: dl.denmark@unesco.org

KUWAIT

■ H.E. Mr Musaed Rashed el Haroun
Minister of National and Higher Education
c/o Kuwait National Commission for
UNESCO
P.O. Box 3266 Safat
Ryadh, Kuwait 13033
Tel: (965) 240 53 31/244 44 03
Fax: (965) 246 95 12
E-mail: dl.koweit@unesco.org

Accompanied by:

■ Mr Abdel Aziz Jarallah
Secretary of State
Ministry of National and Higher Education
C/o Kuwait National Commission for
UNESCO
P.O. Box 3266 Safat
Ryadh, Kuwait 13033
Tel: (965) 240 53 31/244 44 03
Fax: (965) 246 95 12
E-mail: dl.koweit@unesco.org

■ Mr Taleb Al-Baghli
Acting Permanent Delegate of Kuwait to
UNESCO
Tel: 01 45 68 26 67
E-mail: dl.kuwait01@unesco.org

LITHUANIA

■ H. E. Mr Algirdas Monkevicius
Minister of Education and Science
Volano str. 2/7, LT-2691
Vilnius, Lithuania
Tel: (8 22) 74 31 25/74 31 24
Fax: (8 22) 61 20 77
E-mail: smmin@smm.lt

Accompanied by:

■ Mr Mindaugas Briedis
Chairman of the Lithuanian National
Commission for UNESCO
Lithuanian National Commission for UNESCO
Svento Jono str. 11
2001 Vilnius, Lithuania
Tél: (370-2) 22 32 92
Fax: (370-2) 22 05 20
E-mail: unesco@taide.lt

MOROCCO

■ S.E. M. Ahmed Lamrini
Secrétaire général
Ministère de l'Éducation nationale
Place de la Victoire
B.P. 420, 10000 Rabat, Maroc
Tel: 00 212 37 68 15 09
Fax: 00 212 37 77 20 42
E-mail: lamrini@education.gov.ma

PAKISTAN

■ H. E. Ms Zobeida Jalal
Minister of Education
Government of Pakistan
Ministry of Education
'D' Block Pak
Secretariat, Islamabad, Pakistan
Tel: (92 51) 9 212 020
Fax: (92 51) 9 20 1392
E-mail: dl.pakistan@unesco.org

Accompanied by:

■ Mr Musa Javed Chohan
Ambassador/Permanent Delegate of Pakistan
to UNESCO
Tel: 01 45 68 30 77
Fax: 01 45 66 62 15
E-mail: dl.pakistan@unesco.org

■ Mr Rukhsana Zia
Deputy Permanent Delegate of Pakistan
to UNESCO
Tel: 01 45 68 30 77
Fax: 01 45 66 62 15
E-mail: dl.pakistan@unesco.org

■ Mr Said Ghulam
Education Adviser
Ministry of Education
Government of Pakistan
c/o Permanent Delegation of Pakistan
to UNESCO
Tel: 01 45 68 30 77
Fax: 01 45 66 62 15
E-mail: dl.pakistan@unesco.org

■ Mr Nr. Arif Hussain
Deputy Secretary General
Pakistan National Commission for UNESCO
c/o Permanent Delegation of Pakistan to
UNESCO
Tel: 01 45 68 30 77
Fax: 01 45 66 62 15
E-mail: dl.pakistan@unesco.org

PHILIPPINES

■ Mr Raul S. Roco
Minister/Secretary of Education
Department of Education, Culture and Sports
2F, Rizal Building, University of Life
Meralco Avenue, Pasig City, Philippines
Tel: (632) 633 7228/634-2925
Fax: (632) 636-4876
E-mail: rroco@starnet.net.ph
dl.philippines@unesco.org

Accompanied by:

■ Ms Evelyn Garcia
Minister of Consul
Embassy of the Philippines
4, Hameau de Boulaivilliers
Paris, France
Tel: 01 44 14 57 00

RUSSIAN FEDERATION

■ H.E. Mr Vladimir Filippov
Minister of Education
51, Lussinovskaya
Moscow, Russian Federation
Tel: 095 237 76 75
Fax: 095 230 25 41

SENEGAL

■ S.E. M. Moustapha Sourang
Ministre de l'Éducation
Délégation permanente du Sénégal auprès
de l'UNESCO
Rue, Alpha Hachamiyou TALL, BP 4025
Dakar, Sénégal
Tel: (221) 821 5870/
Fax: (221) 821 5870
(FR) 01 45 68 3399

Accompanied by:

■ S.Exc. M. Moustapha Ba
Délégation permanente du Sénégal
auprès de l'UNESCO
Tel: 01 45 68 33 92

■ M. Blondin Diop
Ministre Conseiller et Délégué permanent
adjoint de la Délégation permanente du
Sénégal auprès de l'UNESCO

TUNISIA

■ S.E. M. Moncer Rouissi
Ministre de l'Éducation
22, rue d'Angleterre, 1000 Tunis, Tunisie
Tel: (2161) 258 290/330 838
Fax: (2161) 331 014
(FR) 01 45 68 29 92/01 45 55 95 98/
01 40 56 04 22
E-mail: dl.tunisie@unesco.org

VANUATU

■ H.E. Mr Jacques Sese
Minister of Education
Private Mail Bag 028, Port Vila, Vanuatu
Tel: (678) 22309
Fax: (678) 24569

ZIMBABWE

■ H.E. Mr S.C. Mumbengegwi, M.P.
Minister of Higher Education and Technology
P.O. Box UA 275
Union Avenue, Harare, Zimbabwe
Tel: (263) 4 732 2752
Fax: (263) 4 732 752
E-mail: zimnatco@ecoweb.co.uk

Accompanied by:

■ Mr M.N. Mambo
Permanent Secretary
Ministry of Higher Education and Technology
P. O. Box U. A. 275 Union Avenue
Harare, Zimbabwe
Tel: 263 4 736 862
Fax: 263 4 733 0 707// 263 4 73 070
E-mail: mnmambo@zarnet.ac.zw

■ H.E. Mr J.M. Bimha
Ambassador
Permanent Delegate of Zimbabwe to
UNESCO
12 Lord Byron
75008 Paris
France
Tel: 01 56 88 16 01
Fax: 01 56 88 16 09

Multilateral and bilateral agencies

UNICEF

■ Ms Carol Bellamy
Executive Director
United Nations Children's Fund (UNICEF)
3 United Nations Plaza
New York, N.Y. 10017, U.S.A.
Tel: (1 212) 326 7028
Fax: (1 212) 326 7758
E-mail: cbellamy@unicef.org

Accompanied by:

■ Ms Mary Joy Pigozzi
Officer in Charge, Education
United Nations Children's Fund (UNICEF)
3 United Nations Plaza
New York, N.Y. 10017, U.S.A.
Tel: (1 212) 824 6618
Fax: (1 212) 824 6481
E-mail: mjpigozzi@unicef.org

UNFPA

■ Mr Kunio Waki
Deputy Executive Director
United Nations Population Fund (UNFPA)
220 East 42nd Street, 19th Floor
New York, N.Y. 10017, U.S.A.
Tel: (1 212) 297 5114
Fax: (1 212) 297 4911
E-mail: waki@unfpa.org

WORLD BANK

■ Mr Jozef Ritzen
Vice-President
Human Development
World Bank, 1818 H Street, N.W.
Washington, D.C. 20433, U.S.A.
Tel: (1 202) 473 2721
Fax: (1 202) 522 3233
E-mail: jritzen@worldbank.org

Accompanied by:

■ Ms Ruth Kagia,
Director
World Bank, 1818 H Street, N.W.
Washington, D.C. 20433, U.S.A.
Tel: (1 202) 473 3314
Fax: (1 202) 522 3233
E-mail: rkagia@worldbank.org

■ Ms Claudia von Monbart
Senior Counsellor EXT/EURVP
66, ave d'léna
75116 Paris, France
Tel: 01 40 69 30 14
Fax: 01 47 23 74 36
E-mail: cvonmonbart@worldbank.org

OECD

■ Mr Jean-Claude Faure
Chair, Development Assistance Committee
Organisation for Economic Co-operation
and Development
(OECD/DAC), 2, rue André Pascal
75775 Paris Cedex 16, France
Tel: (33 1) 45 24 82 00
Fax: (33 1) 44 30 61 41
E-mail: jean-claude.faure@oecd.org

Accompanied by:

■ Mr Paul Isenman
Head, Strategic Management of
Development Co-operation Division
Organisation for Economic Co-operation and
Development
2, rue André Pascal
75775 Paris Cedex 16, France
Tel: 01 45 24 94 70
E-mail: paul.isenman@oecd.org

■ Mme Stephanie Baile
Administrateur principal
Organisation for Economic Co-operation and
Development
2, rue André Pascal
75775 Paris Cedex 16, France
Tel: (33 1) 45 24 90 30
Fax: (33 1) 44 30 19 96
E-mail: stephanie.baile@oecd.org

USAID

■ Ms Janet Ballantyne
Acting Deputy Administrator
United States Agency for International
Development (USAID)
1300 Pennsylvania Ave., N.W.,
(Rm. 6.09-025 RRB)
Washington, D.C. 20523, U.S.A.
Tel: (1 202) 712 4070
Fax: (1 202) 216 3455
E-mail: bmackenzie@usaid.gov

Accompanied by:

■ Mr Donald R. Mackenzie
Acting Deputy Assistant Administrator
Acting Director, Center for Human Capacity
Development
U.S. Agency for International Development
1300 Pennsylvania Ave. NW, Rm. 3.09-37
Washington, D.C. 20523-3901, U.S.A.
Tel: (1 202) 712-1552
Fax: (1 202) 216-3229
E-mail: bmackenzie@usaid.gov

Non-Governmental Organizations

ASOCIACIÓN BRASILEIRA DES ONGs (ABONG)

■ Mr Sergio Haddad
President
Asociación Brasileira de ONGs (ABONG)
Rue General Jardim 660
05463-050 São Paulo SP, Brazil
Tel: (55 11) 3237 2122
Fax: (55 11) 3237 2122
E-mail: abong@vol.com.br
acaeducativ@altermex.com.br

Accompanied by:

■ Mr Carlos Zarco Mera,
Consejo de Educacion de Adultos de América
Latina (CEAAL)
Toledo No. 46
Colonia Juarez / CP 06600 México D.F.
T +52 55 33 17 55 / 03 49
T +52 55 14 06 10
F +52 55 14 06 10
E-mail: czarco@laneta.apc.org
ceaal@laneta.apc.org

EDUCATION INTERNATIONAL

■ Ms Mary Hatwood Futrell
President
Education International, Brussels, Belgium
5927 Norham Drive
Alexandria, VA 22315, U.S.A.
Tel: (1 202) 994 1445
Fax: (1 202) 994 8613
E-mail: mfutrell@qwu.edu

Accompanied by:

■ Ms Monique Fouilhoux
Coordinatrice Education
Education International
5, bd du roi Albert II
1210 Brussels, Belgium
Tel: 32 2 224 06 43
Fax: 32 2 224 06 06
E-mail: monique.fouilhoux@ei-ie.org

FAWE

■ Madame Bouli Ali Diallo
Présidente
Forum d'éducation pour les femmes
africaines (FAWE)
B.P. 237, Niamey, Niger
Tel: (227) 73 25 31/74 15 33
Fax: (227) 73 38 62
E-mail: dialloaba@intnet.ne

**GLOBAL MARCH AGAINST
CHILD LABOUR**

■ Mr Kailashi Satyarthi
Chairperson
Global March Against Child Labour/Global
Campaign for Education
L-6 Kalkaji
New Delhi 110019, India
Tel: 00 91 11 6210802
E-mail: childhood@globalmarch.org

Accompanied by:

■ Mr Alam Rahman
L-6 Kalkaji
New Delhi-110019, India
Tel: (91 11) 622 4899
Fax: (91 11) 623 6818
E-mail: childhood@globalmarch.org

■ Ms Anne Jellema
Advocacy Coordinator (GCE)
48 Upper Quarterdeck Rd
St James 7945, South Africa
Tel: (27) 21 788 6783
E-mail: anne@campaignforeducation.org

■ Mr Patrick Watt
Hamlyn Hse, GCE
MacDonald Rd
London N 19 5 P 6, United Kingdom
Tel: (44 0 207)561 7561
Fax: (44 0 207) 272 0899
E-mail: pwatt@actionaid.org.uk
patrick_watt@hotmail.com

OXFAM

■ Ms Barbara Stocking
Director
OXFAM GB
274 Banbury Road
Oxford, OX2 7DZ, United Kingdom
Tel: (44) 01 865 311 311
Fax: (44) 01 865 312 317
E-mail: bstocking@oxfam.org.uk

Accompanied by:

■ Mr Oliver Buston
Senior Advocacy Officer
OXFAM
1112 16th Street NW,
Washington D.C., 20009 USA
Tel: (1 202) 496 1175
E-mail:
oliver.buston@oxfaminternational.org

**KEY-NOTE
SPEAKERS**

■ Koïchiro Matsuura
Director-General of UNESCO

■ Zobeida Jalal
Minister of Education, Pakistan

■ Moustapha Sourang
Minister of Education, Senegal

■ Maria Minna
Minister for International Cooperation,
Canada

■ Carol Bellamy
Executive Director, UNICEF

■ Clare Short
Secretary of State for International
Development, United Kingdom

■ Takao Kawakami
President, Japan International
Cooperation Agency

■ Charles Josselin
Ministre délégué à la coopération et
à la francophonie, France

■ Giandomenico Magliano
Chairman of the G-8 Task Force on
Education, Director-General for Development
Aid, Ministry of Foreign Affairs, Italy

■ Jozef Ritzen
Vice-President, Human Development
Network, the World Bank

■ Barbara Stocking
Director, OXFAM

■ Kailash Satyarthi
Chairperson, South Asian Coalition against
Child Servitude/Global March Against Child
Labour

OBSERVERS**Member States****ARGENTINA**

■ M. Argentine Gustavo
Conseiller
Délégation permanente d'Argentine
auprès de l'UNESCO
Tel: 01 45 68 34 38

BANGLADESH

■ H.E. Mr Jahangir Saadat
Ambassador
Permanent Delegate of Bangladesh
to UNESCO

■ Mr Ansar Ali Khan
Director and UNESCO Representative
in Bangladesh
UNESCO Dhaka, Bangladesh
Sher-e Bangla Nagar, Dhaka
P.O. Box 57, Dhaka, Bangladesh
Tel: (8808) 9123 469
Fax: (8802) 9123 468
E-mail: dhaka@unesco.com

BELGIUM

■ Mme Geneviève François-Masquelin
Première conseillère
Délégation de la Communauté française
de Belgique
43-45, rue Vieille-du-Temple
75004 Paris, France
Tel: 01 48 04 72 99
Fax: 01 48 04 78 03
E-mail:
walbruparis.françois@francophonie.org

BOTSWANA

■ Mr Motlotle Kgomotso
Secretary-General
Botswana National Commission for UNESCO
Private Bag 005
Gaborone, Botswana
Tel: 267 365 5440
Fax: 267 365 5458
E-mail: kmotlotle@gov.bw

CAMEROON

■ Mr Yakuoba Yaya
Directeur
Enseignement Primaire, Maternel et Normal
Ministère de l'éducation nationale
B. P. 1600 Yaoundé, Cameroun
Tel: 237 223 14 06
Fax: 237 223 08 55

CANADA

■ H.E. Mr Louis Hamel
Ambassador
Permanent Delegate of Canada to UNESCO
1, rue de Miollis
75015 Paris, France
E-mail: louis.hamel@dfait-maeci.gc.ca

■ Ms. Patricia Zakaib
Minister Executive Assistant (CIDA)

■ Ms. Deborah Vickers
Political Advisor to the Minister (CIDA)

■ Mr Tom Wallace
Director General
Policy Branch (CIDA)

■ Mr George Shaw
Director General for Communications (CIDA)

■ Mr Alain Racine
Coordinator for Ministerial Visits
Visits and Conferences Division (CIDA)

■ Dr John F. Morris
Principal Advisor – Education (CIDA)
200 Promenade du Portage
Hull, Quebec, Canada K1A 0G4
Tel: 819 997 1543
Fax: 819 953 3348
E-mail: john_morris@acdi-cida.gc.ca

■ Ms Susan Moir
Senior Policy Analyst
Policy Coordination (CIDA)

■ Ms Genevieve Chanteloup
Policy Analyst – Education (CIDA)
Policy Branch
200 Promenade du Portage
Hull, Quebec, Canada K1A 0G4
Tel: 819 997 0888
E-mail: genevieve_chanteloup@acdi-cida.gc.ca

■ Ms Diane Laberge
Programme Officer for Education
Canadian Commission for UNESCO
350 Albert C.P. 1047
Ottawa, K1P 5V8
Tel: 613 566 4414 poste 5566
Fax: 613 566 4405
E-mail: diane.laberge@unesco.ca

■ Ms Dominique Levasseur
Political Office
Délégation du Canada auprès de l'UNESCO
Tel: 01 45 68 35 16
E-mail: dominique.levasseur@dfait-maeci.gc.ca

CHINA

■ H.E. Mr Xuezhong Zhang
Ambassador
Permanent Delegate of China to UNESCO
Tel: 01 45 68 34 56
Fax: 01 42 19 01 99

■ Mr Zhai Jianjun
Permanent Delegation of China to UNESCO
Tel: 01 45 68 34 63
Fax: 01 42 09 01 99

COLOMBIA

■ M. Montaya Santiago
Conseiller Délégation permanente de
Colombie
Tel: 01 45 68 2872

COMORES

■ M. Thoveybat Said Omar
Ambassadeur Délégation permanente des
Comores auprès de l'UNESCO
20, rue Marbeau
75016 Paris, France
Tel: 01 40 67 90 54
Fax: 01 43 06 53 65
E-mail: comoresunesco@yahoo.fr

DEMOCRATIC REPUBLIC OF THE CONGO

■ M. Lambert Lwamba Lwa Nemba
Secrétaire Général au Ministère de
l'Education Nationale/EPSP Ministère de
l'éducation nationale et l'enseignement
primaire et secondaire
B. P. 16564 Kinshasa, République
Démocratique du Congo
Tel: 8802394
E-mail: lwamba@yahoo.fr

■ M. Kasali Joseph Lumande
Secrétaire Général de l'Enseignement
supérieur et universitaire
Ministère de l'Education
Avenue du Haut Commandement
Kinshasa, République Démocratique
du Congo
Tel: 0243 880 2077
E-mail: kasalijose@yahoo.fr

DENMARK

■ Ms Hjørdis Dalsgaard
Deputy Permanent Delegate of Denmark
to UNESCO

■ Ms Anne Marie Tyndeskov Voetmann
Head of Section
Department for UN Development Assistance
Ministry of Foreign Affairs

■ Mr Morten Jespersen
Private Secretary to the Minister
The Danish Delegation
77, Avenue Marceau
75116 Paris, France
Tel: 01 44 31 21 21
Fax: 01 44 31 21 83
E-mail: dl.denmark@unesco.org

■ Mr Johan Sørensen
Head of Section
Royal Danish Ministry of Foreign Affairs
Asiatisk Plads 2
1448 Copenhagen, Denmark
Tel: 45 33 93 00 00
Fax: 45 32 54 00 33
E-mail: johsor@um.dk
dl.denmark@unesco.org

DOMINICA

■ Mr George E. Williams
Permanent Delegate of Dominica to UNESCO
1 Collingham Gardens
London, U.K. SW5 OHW
Tel: (44 020) 7 370 5194
Fax: (44 020) 7 373 8743
E-mail: highcomission@dominica.co.uk

DOMINICAN REPUBLIC

■ Ms Miguelina Dominguez
Conseillère
Permanent Delegate of Dominican
Republic to UNESCO
1, rue Miollis
75015 Paris
Tel: 01 45 68 27 10
Fax: 01 42 73 24 66
E-mail: dl.rep-domicaine@unesco.org

EL SALVADOR

■ Ms Rosa Ester Moreira de Lemoine
Permanente Delegate of
El Salvador to UNESCO
1, rue Miollis
75015 Paris
Tel: 01 45 68 34 19/20
E-mail: dl.el-salvador@unesco.org

EGYPT

■ Mr Omar Tahani
Ambassadeur d'Egypte auprès de l'UNESCO
Tel: 01 45 68 33 09

EQUATORIAL GUINEA

■ Mr Sucas Mbenga Obà Abune
Secretario general de la comision nacional
para la UNESCO
de la Guinée Equatoriale
Calle "Rey Malato"
Equatorial Guinea
Tel: 240 94893
Fax: 240 92210

■ Mr Jose Esono Bacale
 Secretario general adjunto de la comision nacional par l'UNESCO de la Guinée Equatoriale en el ministerio de Educacion y clencia
 Calle "Rey Malato"
 Equatorial Guinea
 Tel: 240 7 1381
 Fax: 240 96173

FRANCE

■ M. Jean-Michel Severino
 Directeur Général
 AFD
 5, rue Rolland Barthes
 75012 Paris, France
 Tel: 01 45 44 41 93
 E-mail: severinojm@afd.fr

■ M. Jean-Claude Balmes
 Chef de la Division de l'Education (AFD)
 5-7, rue Roland Barthes
 75012 Paris, France
 Tel: 01 53 44 42 18
 E-mail: balmesjc@afd.fr

■ Mme Martine Boiteux
 Ministère de la recherche
 Adjointe du Conseiller Sciences Humaines et Sociales,
 Direction de la Recherche
 1, rue Descartes
 75005 Paris, France
 Tel: 01 55 55 85 42
 Fax: 01 55 55 84 39
 E-mail: martine.boiteux@recherche.gouv.fr

■ M. Jean-Claude Mantes
 Chargé de mission DGCID/DCT
 Ministère des Affaires étrangères
 20, rue Monsieur
 75007 Paris, France
 Tel: 01 53 69 31 24
 E-mail: Jean-claude.mantes@diplomatie.gouv.fr

GEORGIA

■ Ms Tatishvili Tamaz
 Consultant
 Education for Georgie
 Tbilisi, Kamo 59, 380002, Georgia
 Tel: 995 32 25 14
 Fax: 995 32 95 31 55

GUINEA

■ Mr Alpha Mahmoudou Diallo
 Directeur, Direction nationale enseignement élémentaire
 Ministère de l'enseignement pré-universitaire

HONDURAS

■ Mr J.C. Bendana-Pinel
 Délégation permanente adjoint
 Délégation permanente de Honduras auprès de l'UNESCO
 1, rue Miollis
 75732 Paris Cedex 05
 France
 E-mail: dl.honduras@unesco.org

■ Ms Sonia Mendiata de Badaroux
 Ambassadeur
 Délégation permanente de Honduras auprès de l'UNESCO
 1, rue Miollis
 75732 Paris Cedex 05, France
 E-mail: dl.honduras@unesco.org

INDIA

■ Mr B.K. Chaturvedi
 Secretary
 Elementary Education and Literacy
 Government of India

■ Mr Chaturvedi Balakrishnan
 First Secretary
 Government of India
 Ministry of Human Resource Development
 MHRD, Shartri Bhacoan, New-Delhi
 India
 Tel: 33 81 096/33 80 104
 Fax: 33 81 096
 E-mail: cbalakrishnan@sb.nic.in
 sec.edc@sb.nic.in

ITALY

■ Mr Giandomenico Magliano
 Directeur général
 Coopération au développement,
 Ministère des Affaires étrangères
 P.LE Farnesina, 1
 00100 Rome, Italie
 Tel: 39 063681 4211
 Fax: 3906 3235883
 E-mail: magliano@esteri.it

■ Mr Marco Ricci
 Head of Office for Multilateral Aid
 Ministry of Foreign Affairs
 P.LE Farnesina, 1
 00100 Rome, Italy
 Tel: 39 06369 12120
 Fax: 3906 3235883
 E-mail: riccim@esteri.it

■ Ms Teresa Savanella
 Expert
 Ministère des Affaires étrangères d'Italie
 Direction générale coopération au développement
 Ministère des Affaires étrangères
 P.LE Farnesina, 1
 00100 Rome, Italie
 Tel: 39 06369 15385
 Fax: 3906 3235883
 E-mail: savanella@esteri.it

ISLAMIC REPUBLIC OF IRAN

■ M. Reza Maknoon
 Head of Iranian Delegate to the High-Level Group meeting
 UNESCO High Council in Iran
 17 First valley, Hessary street Mirdamad, Tehran,
 Islamic Republic of Iran
 Tel: 00 98 21 64 40 145
 Fax: 00 98 21 64 60 868
 E-mail: MAKNOON@GOVIR.NET

■ M. Shahi Nabil
 Secretary General
 Iranian National Commission for UNESCO
 17 First valley, Hessary Street
 Mirdamad Boulevard, Tehran,
 Islamic Republic of Iran
 Tel: 00 98 21 22 27 78 25
 Fax: 00 98 21 22 52 536

■ M. V. Bahadori
 Ministry of Foreign Affairs of the Islamic Republic of Iran
 Embassy of the Islamic Republic of Iran
 Paris, France
 E-mail: N.Bahadori@yahoo.com

JAPAN

■ H.E. Mr Fumiaki Takahashi
 Ambassador
 Premanent Delegate of Japan to UNESCO

■ Mr Yoshiro Minato
 Director
 Office of the President,
 JICA Japan

■ Mr Iwao Tatsumi
 Director/Resident Representative
 JICA France
 8, rue Sainte-Anne
 75001 Paris, France
 Tel: 01 40 20 04 21
 Fax: 01 40 2097 68
 E-mail: tatsumi@jica.fr

■ Mr Shinji Umemoto
 Deputy Representative
 JICA France
 8, rue Sainte-Anne
 75001 Paris, France
 Tel: 01 40 20 04 21
 Fax: 01 40 2097 68
 E-mail: umemoto@jica.fr

■ Mr Hirofumi Miyamoto
 Economic Commission Bureau
 Ministry of Foreign Affairs
 2-2-1 Kasumigaseki Chiyodaku
 Tokyo, Japan
 Tel: 81 3 3581 2965
 Fax: 81 3 3593 8021
 E-mail: hirofumi.miyamoto@mofa.ga.jp

KENYA

■ Professor Wilson Kipngeno
Deputy Secretary
Commission for Higher Education
P. O.Box 54999, Nairobi, Kenya
Tel: 02 54 2 33 57 36

■ Mrs Elizabeth Wafula
Director
Department of Adult Education
Ministry of Labour and Human Resource
Development
P.O. Box 42264 Nairobi, Kenya
Tel: 254 2 334 054
Fax: 254 2 333 849
E-mail: ekwatula@wananchi.com

THE LAO PEOPLE'S DEMOCRATIC REPUBLIC

■ H.E. Mr Khamtanh Chanthala
Vice-Minister of Education

LEBANON

■ Ms Salwa Saniora Baassiri
Secretary General
Lebanese National Commission for UNESCO
UNESCO Place Lebanese, Lebanon
Tel: 00 961 1 78 66 82
Fax: 00 961 1 78 66 56
E-mail: CNLU@cyberia.net.lb

MAURITANIA

■ M. Abdallah Ould Khalifa
Premier Conseiller
Délégation Permanente de Mauritanie
auprès de l'UNESCO
Tel: 01 45 68 27 07

MEXICO

■ H. E. Mr Javier Barros Valero
Ambassador
Permanent Delegate of Mexico to UNESCO
Tel: 01 45 68 33 55
Fax: 01 47 34 92 45
E-mail: j.barros@unesco.org

■ Mr Carlos Zarco Mera
General Secretary
Consejo de Educación de Adultos de
América Latina
Toledo 46 Col Juárez
06600 México D.F, Mexico
Tel: (52) 55 33 17 55
Fax: (52) 55 33 03 49
E-mail: czarco@laneta.apc.org

MOZAMBIQUE

■ Mr Telmina Pereira
Deputy Minister of Education
Ministry of Education
Au 24 de Julho, 167
Maputo, Mozambique
Tel: 258 1 49 08 30
Fax: 258 1 49 09 79
E-mail: Telmino.Paixao@mined.gov.mz

NAMIBIA

■ Ms Trudie Amulungu
Namibia National Commission for UNESCO
Ministry of Higher Education, Training and
Employment Creation
P/Bag 1339 Windhoek-Nam, Namibia
Tel: (061) 2706319
Fax: (061) 2706322

NETHERLANDS

■ Dr Ad. Koekkoek
Director
Department of Education, Culture and
Science Development Cooperation
Ministry of Foreign Affairs
P.O. Box 20061
2500 EB Den Haag, Netherlands
Tel: (31 070) 348 40 79
E-mail: ka.kaekkoek@minbuza.nl

■ Mr Hanke Koopman-V.D. Boogerd
Coordinator Basic Education
Ministry of Foreign Affairs
P.O. Box 20061
2500 EB Den Haag, Netherlands
Tel: (31 070) 3484301
Fax: (31 070) 3484244
E-mail: Hanke.Koopman@minbuza.nl

NIGERIA

■ Mr Tunji Olaopa
Director, Policy, Federal Ministry of
Education
Nigerian EFA National Coordinator
New Federal Secretariat
3rd floor, 3rd annex
Shehu Shaghri Way
Abuja, Nigeria
Tel: (234) 9 5232800
Fax: (234) 9 5237839
E-mail: Olaopa@hotmail.com

NORWAY

■ Mr Lars E. Ulsnes
Conseiller
Délégation permanente de Norvège
auprès de l'UNESCO
Ambassade de Norvège
28, rue Bayard
75008 Paris, France
Tel: 01 53 67 04 40
Fax: 01 53 67 04 04

PERU

■ Mr Briegeno Salazar
Délégation permanente du Pérou
auprès de l'UNESCO
Tel: 01 45 68 29 31
E-mail: dl.peru@unesco.org

■ Mr Javier Perez de Cuellar
Ambassadeur
Délégation permanente du Pérou
auprès de l'UNESCO
Tel: 01 45 68 29 31
E-mail: dl.peru@unesco.org

■ Mr Eduardo Martineth Macedo
Ministre
Délégation permanente du Pérou
auprès de l'UNESCO
Tel: 01 45 68 29 31
E-mail: dl.peru@unesco.org

PORTUGAL

■ Mme Eduarda Boal
Directeur général des relations extérieures
Ministère de l'éducation
Bureau des Affaires européennes et
Relations internationales
Avenue 5 Outubro, 107-7
Lisboa, Portugal
Tel: 351 21 793 4254
Fax: 351 21 797 8994
E-mail: meboal@min-edu.pt

SAINT LUCIA

■ Mr Thomas Leton F
Representative of Saint Lucia on
Executive Board of UNESCO
Delegation of Saint Lucia
Morne Fortune
Castries, Saint Lucia
Tel: 1 758 452 2848
E-mail: letont@candw.lc

SOUTH AFRICA

■ Mr Ghaleeb Jeppie
Technical Head of Delegation

■ Dr Duduzite D. Moccane – Khoga
Chef Director,
Ministry of Foreign Affairs
Private Bag 152,
Pretoria, 001, Republic of South Africa
Tel: (27) 12 351 561
Fax: (27) 12 351 1651
E-mail: humanrights@foreign.gov.za

SWEDEN

■ Mr Carl Lindberg
State Secretary,
Ministry of Education and Science
10333 Stockholm, Sweden
Tel: +46 84 05 18 29
E-mail:
CARLLINBERG@EDUCATION.MINISTRY.SE

TRINIDAD and TOBAGO

■ Ms Marcia Riley
Secretary-General
Trinidad and Tobago National Commission
for UNESCO
15 Wainwright Street
St. Clair
Port-of Spain, Trinidad and Tobago
Tel: 1 (868) 622 09 39
Fax: 1 (868) 622 89 09
E-mail: tntncunesco@tstt.net.tt

UGANDA

■ Mr Avitus Tibarimasa
Parliament of Uganda

URUGUAY

■ Mr Antonio Guerra Caraballo
Consejo Ejecutivo UNESCO
URUGUAY GRULAC
Avda Luis A. de Herrera 2794/0/502
C. P. 11 600
Montevideo, Uruguay
Tel: 00598 2 487 75 82
Fax: 00598 2 487 75 82
E-mail: profage@hotmail.com

UNITED KINGDOM

■ Mr Stephen Matlin
Chief Education Adviser
Department for International Development
94 Victoria Street
London SW1E 5JL, United Kingdom
Tel: (44 020) 7 917 0543
Fax: (44 020) 7 917 0287
E-mail: s-matlin@aol.com

■ Mr Steve Packer

Deputy Head of Education Department
Department for International Development
(DFID)
94 Victoria Street
London SW1E 5JL, United Kingdom
Tel: (44 020) 7 917 0655
Fax: (44 020) 7 917 0287
E-mail: s-packer@dfid.gov.uk

■ Ms Sally Gear

UK National Commission for UNESCO
The British Council
10 Spring Garden,
London, SW1 2BN United Kingdom
Tel: (44 020) 7 389 4683
Fax: (44 020) 7 399 4426
E-mail: sally.gear@britishcouncil.org

UKRAINE

■ Mr V. Ogneviuk
Deputy Minister of Education and Science

■ Mr Oleg Volkov
Director of the Department of Humanitarian
Scientific & Technical Development
Secretariat of the Cabinet of Ministers
of Ukraine
1, Place Nykhsilivska
01018 Kyiv, Ukraine
Tel: 00 380 044 – 212 82 33
Fax: 00 34 044 – 293 93 91
E-mail: volkow@kmu.gov.ua

■ M. Yatsenkivsky Oleg
Commission Nationale d'Ukraine
pour l'UNESCO
1, Place Nykhsilivska
01018 Kyiv, Ukraine
Tel: 00 380 044 – 212 82 33
Fax: 00 34 044 – 293 93 91
E-mail: gliieb@mfa.gov.ua

UZBEKISTAN

■ Mr Boltaboev Doniyolbek
Senior Expert on Education
National Commission of Uzbekistan
for UNESCO
Sy Buyuk Ipak yull str
Tashkent 700077, Uzbekistan
Tel: 998 712 670542
Fax: 998 712 670538
E-mail: unesco@natcom.org.u2

VENEZUELA

■ Ms Maryann Hanson
Vice ministra de Asuntos Educativos
Ministerio de Educaci3n
Cultura y Deportes (MECD)
Parroquia Altagracia, Esquina de Salas
Edificio sede del MECD,
Venezuela
Tel: 56 17 694//56 43 706
Fax: 56 40 482
E-mail: mhanson@me.gov.ve

VIET NAM

■ Ms Nguyen Thi Hoi
Secretary General
Viet Nam National Commission for UNESCO
8, rue Khuc Hao, Badingh
Hanoi, Viet Nam
Tel: 84 4 1993 510
Fax: 84 4 8230 702
E-mail: unescovn@netnam.vn

ZAMBIA

■ Mrs Eva Jhala
Permanent Secretary,
Ministry of Science and Technology
P. Box 50464
Lusaka, Zambia
Tel: 260 1 25 24 11
Fax: 260 1 250 971
E-mail: veet@zamnet.zm

■ Mr Joseph Mukuni
Director
Ministry of Science, Technology and
Vocational Training
Zambia
Tel: 260 1 250 411
Fax: 260 1 250 971
E-mail: veet@zamnet.zm

■ Ms Gracewell Mwale
Director
Zambia National Commission for UNESCO
P. O. Box 50619 Lusaka, Zambia
Tel: 260 12 54 954
Fax: 260 12 54 954

ZIMBABWE

■ Mr J. J. Mhlanga
Deputy Permanent Delegate of Zimbabwe
to UNESCO
12, rue Lord Byron
75008 Paris, France
Tel: 01 56 88 16 01
Fax: 01 56 88 16 09

■ Ms Jane Juru
Director Human resources Development
and Administration
Ministry of Education Sport and Culture
P. O. Box CY 121
Cause way, Harare, Zimbabwe
Tel: 263 4 725 994
Fax: 263 4 700 384

Multilateral agencies

CARICOM

■ Ms Carol Maison Bishop
Programme Manager
Human Resource Development, CARICOM Secretariat
Bank of Guyana Building
Guyana
Tel: 592 225 1961/64
Fax: 592 225 0871
E-mail: cbishop@caricom.org

COMMONWEALTH SECRETARIAT

■ Ms Amina Osman
Senior Programme Officer
Commonwealth Secretariat,
Marlborough House Pall Mall
London SW1Y 5HX, United Kingdom
Tel: (44 020) 7 747 65 53
Fax: (44 020) 7 747 62 87
E-mail: a.osman@commonwealth.int

EUROPEAN COMMISSION

■ Mr José-Javier Paniagua
Administrateur Principal
Commission européenne
Rue de Genève, 12, 1049 Bruxelles, Belgique
Tel: (32 2) 2 95 39 76
Fax: (32 2) 2 96 71 41
E-mail: Jose.PANIAGUA@cec.eu.int

■ Mr Jacobus Richelle
Director General
Commission européenne
Rue de Genève, 12, 1049 Bruxelles, Belgium
Tel: (32 2) 2 95 39 76
Fax: (32 2) 2 96 71 41
E-mail: J.Richelle@cec.eu.int

UNITED NATIONS JOINT INSPECTION UNIT

■ Ms Doris Bertrand
Inspector
Office D-512, Palais des Nations
CH-1211 Geneva 10, Switzerland
Tel: (4122) 917 3059
Fax: (4122) 917 0627
E-mail: dbertrand@unog.ch

Non-governmental organizations

AFRICAN NETWORK CAMPAIGN ON EDUCATION FOR ALL

■ Mr. Gorgui Sow
Lead Moderator/CCNGO Regional Focal Point
BP 412 Dakar Fann, Senegal
(ANCEFA)Tel: (221) 860 71 30
Fax: (221) 860 8112
E-mail: gorguisow@hotmail.com
gorguisow@yahoo.fr

ARAB RESOURCE COLLECTIVE (ARC)

■ Mr Samir Jarrar
Arab Resource Collective
Box 5639 Chouran
Beirut, Lebanon
Tel: 96 11 743 090
Fax: 96 11 74 30 99
E-mail: SAJARRAR@Hotmail.com

ASIA SOUTH PACIFIC BUREAU FOR ADULT EDUCATION (ASPBAE)

■ Ms Maria Lourdes Khan
Secretary General
ASPBAE Secretariat
C/O H. Bhargava, First floor Shroff Chambers
259/261 Perin Nariman Street
Mumbai, 400 021, India
Tel: 91 22 2665942/269 4667
Fax: 91 22 2679154
E-mail: aspbae@vsnl.com

CONFÉDÉRATION SYNDICALE MONDIALE DE L'ENSEIGNEMENT (CSME)

■ Monsieur Gaston De La Haye
Secrétaire Général
rue de Trèves, 33
B-1040 Bruxelles, Belgique
Tel: (32 2) 285 47 29/07 52 06
Fax: (32 2) 285 47 30
E-mail: wet@cmt-wel.org

INCLUSION INTERNATIONAL

■ Ms Diane Richler
President-elect / Secretary General
Kinsmen Building
4700 Keele St
Toronto, Ontario, Canada M6C 3B7
Tel: (1 416) 661 9611
Fax: (1 416) 661 5701
E-mail: dianer@cacl.ca

INTERNATIONAL COUNCIL FOR OPEN AND DISTANCE EDUCATION (ICDE)

■ Mr Reidar Roll
Secretary General of ICDE
Gjerdrums Vei 12, 0484
Oslo, Norway
Tel: + 47 22 02 81 70
Fax: +47 22 02 81 61
E-mail: icde@icde.no

INTERNATIONAL MOVEMENT ATD FOURTH WORLD

■ Ms Huguette Redegeld
Vice-President
International Movement ATD Fourth World
107, avenue du Général Leclerc
95480 Pierrraye, France
Tel: 01 34 30 46 22
Fax: 01 30 37 65 12
E-mail: redegeld@atd-quartmonde.org

OFFICE INTERNATIONAL DE L'ENSEIGNEMENT CATHOLIQUE (OIEC)

■ Mr Yannick Gainche
Représentant permanent adjoint
39, rue de l'Avalasse
76000 Rouen, France
Tel: 02 35 71 23 55
Fax: 02 35 71 18 12
E-mail: yannick.gainche@ac-rouen.fr

UNESCO

Secretariat of the meeting

- Mr Koïchiro Matsuura
Director-General
- Mr John Daniel
Assistant Director-General for Education
- Mr Abhimanyu Singh
Lead Manager, Dakar Follow-up Unit
- Ms Lene Buchert
- Ms Ulrika Pappeler-Barry
- Mr Yuto Kitamura
- Ms Mary Konin

Rapporteurs

- Mr Clinton Robinson, Chief Rapporteur
- Ms Karine Brun
- Ms Leslie Limage
- Ms Margarethe Sachs-Israel
- Ms Florence Migeon
- Ms Janne Kjaersgaard

Secretarial Assistance

- Ms Lorraine Imoh
- Ms Gabrielle Hickey
- Ms Rama Diakité
- Mr Xavier Bellony
- Mr Enrique Carpio
- Ms Dominique Dumas
- Mr David Heurton
- Mr Mickael M'Basse
- Ms Delphine Nsengimana
- Mr José Velarde
- Ms Elena de Witt

in Attendance

Headquarters

- Ms Lamia Salman-El Madini
Deputy Director,
Office of the Director-General
- Mme de Pierrebouge
Spokesperson of the Director-General
- Mr Nourine Tidjani-Serpos
Assistant Director-General for Africa
- Mr Ahmed Sayyad
Assistant Director-General for External
Relations
- Mr Walter Rudolf Erdelen
Assistant Director-General for Natural
Sciences

- Mr Pierre T. Sané
Assistant Director-General for Social
and Human Sciences
- Ms Aïcha Bah Diallo
Deputy Assistant Director-General
for Education
- Mr Qian Tang
Director, Executive Office of Education
Sector
- Mr Wataru Iwamoto
Director, Division of Secondary, Technical
and Vocational Education
- Mr Francisco Seddoh Komlavi
Director, Division of Higher Education
- Mr Mir Asghar Husain
Director, Division of Educational Policies
and Strategies
- Mr Lopez-Ospina
Director a.i., Division for the Promotion
of Quality Education
- Ms Anne Muller
- Ms Theresa Murtagh
ADG/Executive Office
- Mr Hans d'Orville
Director, Bureau of Strategic Planning
- Ms Haruko Hirose
Director, Bureau of Field Coordination
- Ms Birgitte Møller
Director ERC/CFS
- M. Jean-Yves Le Saux
Bureau of Strategic Planning
- Mr Marc Richmond
Office of the Director-General
- Ms Hanako Shuda
Office of the Director-General

Institutes

- Mr Adama Ouane, Director
UNESCO Institute for Education (UIE)
- Ms Denise Lievesley, Director
UNESCO Institute for Statistics (UIS)
- Mr Massimo Amadio
International Bureau of Education (IBE)
- Mr Gudmund Hernes, Director
International Institute for Educational
Planning (IIEP)
- Mme Françoise Caillods
IIEP/UNESCO
- Ms Fay Chung, Director
International Institute for Capacity-Building
in Africa (IICBA)

Regional Offices

- Mr Victor Billeh,
Director UNESCO Beirut
- Mr Armoogum Parsuramen,
Director UNESCO Dakar

4. Agenda and programme of the

As stated in §19 of the Dakar Framework for Action, UNESCO's Director-General will convene annually a high-level, small and flexible group which will serve as a lever for political commitment and technical and financial resource mobilization. Informed by a monitoring report prepared by UNESCO with inputs from EFA partners and under the guidance of the Working Group on Education for All, this High-Level Group will offer a forum in which to hold the global community to account for commitments made in Dakar.

The programme for the first meeting of the High-Level Group is built around three critical areas:

- (1) political commitment;
- (2) resource mobilization; and
- (3) civil society participation and partnerships.

At the end of the meeting, the High-Level Group will adopt a Communiqué that will include its conclusions and recommendations.

29 October 2001

8.30 am Registration

Opening

10-10:30 am Education for All – status and immediate challenges ahead
Koïchiro Matsuura, Director-General of UNESCO

Session I Achieving the EFA goals at the national level

This introductory session will provide a broad picture of the status of achievement since Dakar at the national level. The Ministers of Education will highlight developments at the country level, emphasizing opportunities and constraints for progress as determined by national and international factors.

10:30-10:50 am Progress since Dakar – perspectives from the country level
Zobeida Jalal, Minister of Education, Pakistan

10:50-11:10 am Building and maintaining momentum for Education for All – experiences and core factors from a country perspective
Moustapha Sourang, Minister of Education, Senegal

11:10 am-1 pm Discussion

The EFA 2000 Assessment demonstrated that significant progress had been made in many countries towards achieving Education for All, but that huge challenges still need to be addressed in order to solve problems, for example, of access to education, adult literacy, quality of learning, and acquisition of human values and skills relevant to the goals of gainful employment and full participation in society. The commitment in Dakar was envisaged to accelerate progress towards Education for All in order to also meet national and internationally agreed targets for poverty reduction and to narrow inequalities between and within countries. Based on the monitoring report, which includes progress towards national Education for All plans, the discussion should serve to identify the immediate actions which the High-Level Group would recommend to be taken in order to accelerate progress towards the stated goals.

1-3 pm Lunch

Session 2 Building political commitment and partnerships

The session will highlight in concrete terms how bilateral and multilateral agencies have translated stated commitments into reality and have established new partnerships to pursue the Education for All goals more effectively. This includes (re)allocation of financial resources and innovation in educational approaches through improved partnership arrangements. The United Nations Girls' Education Initiative is one example of a multi-partner effort designed to alleviate persistent gender disparities in education.

meeting

- 3-3:20 pm Translating political commitment to basic education into reality
Maria Minna, Minister for International Cooperation, Canada
- 3:20-3:50 pm Innovative partnerships in achieving Education for All – the experience of a multilateral agency
Carol Bellamy, Executive Director, UNICEF
- 3:50-6 pm Discussion
Political will and strong national leadership are needed for the effective and successful implementation of national plans. However political will must be underpinned by resources and the establishment of broad-based partnerships within countries, supported by cooperation with regional and international agencies and institutions. Such cooperation must be well coordinated by governments and among agencies in order to respond to the challenges. The discussion should lead to recommendations by the High-Level Group for actions and strategies that can reinforce political commitment to EFA internationally and nationally and identification of areas where new innovations may be needed.
- 6:30-7:30 pm Reception hosted by the Director-General of UNESCO
(Venue: Restaurant on the 7th floor)
- 8-9:45 pm Celebration of Masterpieces of the Oral and Intangible Heritage of Humanity
(Venue: Room I)

30 October 2001

- Session 3 Mobilizing resources in support of EFA: the role of international agencies and the function of debt relief schemes
This session will highlight opportunities, constraints and barriers to mobilizing resources in support of national EFA efforts in the context of bilateral and multilateral agencies. Specific focus will be on the pros and cons of debt relief as a mechanism to promote Education for All.
- 10-10:20 am The role of international development agencies in achieving EFA goals
① *Clare Short, Secretary of State for International Development, United Kingdom*
- 10:20-10:40 am ② *Takao Kawakami, President, Japan International Cooperation Agency*
- 10:40-11 am ③ *Charles Josselin, Ministre délégué à la coopération et à la francophonie, France*
- 11-11:10 am Statement by *Giandomenico Magliano, Chairman of the G-8 Task Force on Education, Director-General for Development Aid, Ministry of Foreign Affairs, Italy*
- 11:10-11:30 am The challenges of mobilizing external resources for EFA, with particular reference to debt relief schemes
Jozef Ritzen, Vice-President, Human Development Network, the World Bank
- 11:30-1 pm Discussion
The international community has pledged 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 for Action, §10). The international community is to launch a global initiative which would include, amongst others, the following elements: increasing external finance for education, in particular basic education; ensuring greater predictability in the flow of external assistance and providing earlier, more extensive and broader debt relief and/or debt cancellation for poverty reduction, with a strong commitment to basic education. The discussion should result in specific recommendations from the High-Level Group for actions and strategies leading to short-, medium- and long-term increases in the volume and effectiveness of international assistance and in effective national resource mobilization, utilization and management.
- 1-3 pm Lunch

- Session 4 **Civil society participation**
This session will highlight some of the rich experiences of non-governmental and other civil society organizations in educational development, and make proposals for a strengthened role for them in formulation, implementation and monitoring processes.
- 3-3:20 pm **Building on the strength of civil society to harness Education for All**
Barbara Stocking, Director, OXFAM
- 3.20-3:40 pm **Inclusion and co-ordination of all EFA partners in national EFA policy formulation, planning and monitoring – some preconditions to success**
Kailash Satyarthi, Chairperson, South Asian Coalition against Child Servitude / Global March Against Child Labour
- 3:40-4:40 pm **Discussion**
The obligation to ensure that EFA goals and targets are reached and sustained can be met most effectively through broad-based partnerships within countries, supported by cooperation with regional and international agencies and institutions. At the country level, national EFA Forums are to be strengthened or established in support of the achievement of EFA. All relevant ministries and national civil society organizations should be systematically represented in these Forums. Civil society organizations should also be directly and systematically involved in the development of national EFA plans. Subregional and regional Forums should similarly involve and coordinate with all relevant civil society organizations. The discussion should lead to specific recommendations for actions and strategies by the High-Level Group concerning the strengthening of the involvement of non-governmental and other civil society organizations in policy, planning and implementation of Education for All.
- Session 5 **Monitoring EFA progress**
- 4:40-6:15 pm **General debate**
The purpose of this discussion is for the High-Level Group to propose specific actions that need to be taken in order to accelerate the EFA agenda. The group should also make recommendations concerning the format and content of future monitoring reports.
- 6:15-6:45 pm **Adoption of Communiqué**
- 6:45-7:00 pm **Closing remarks**
Koïchiro Matsuura, Director-General of UNESCO

5. List of documents

Principal Documents

- ① Provisional Programme
- ② Provisional List of Participants
- ③ Monitoring Report on Education for All (UNESCO, Paris, 2001)
- ④ Draft Communiqué from the High-Level Group on EFA
- ⑤ Final Report of the second Meeting of the Working Group on Education for All (UNESCO, Paris, 10-12 September 2001)
- ⑥ The Global Initiative towards Education for All: A Framework for Mutual Understanding (UNESCO, Paris, 2001)
- ⑦ Education for All: An Achievable Vision

Background Documents

- ① Education for All: Initiatives, Issues and Strategies, Report on the Meeting of the Working Group on Education for All (UNESCO Paris, 22-24 November 2000)
- ② 46th Session of the International Conference on Education, IBE, Geneva (5-8 September 2001) Education for All for Learning to Live Together: Contents and Learning Strategies – Problems and Solutions
 - a. Address by Mr Koïchiro Matsuura, Director-General of UNESCO, 5 September 2001
 - b. Synthesis Report/Special Session on the Involvement of Civil Society in Education for All, 8 September 2001.
 - c. Conclusions and Proposals for Action Arising from the Forty-sixth Session of the International Conference on Education
- ③ The 2001 Annual Meeting of the Collective Consultation of NGOs on Education for All: General Synthesis Report and Framework for Joint Activities/ (Bangkok, 12-14 July)
- ④ Report of the Fourth E-9 Ministerial Review Meeting, (21-23 August 2001, Beijing, China)
- ⑤ Report on Literacy and Non-Formal Education in the E-9 Countries (2001 Edition)
- ⑥ *Teachers for Tomorrow's Schools, Analysis of the World Education Indicators, 2001*, OECD/UNESCO Institute for Statistics, World Education Indicators Programme
- ⑦ EFA 2000 Assessment Thematic Studies
- ⑧ Information Kit on Education for All
- ⑨ Children out of School, Department for International Development, United Kingdom (October 2001)

6. List of abbreviations

AIDS	Acquired Immuno-Deficiency Syndrome
CBO	Community-based organization
CONFEMEN	Conférence des ministres de l'éducation des pays ayant le français en partage
CS	Civil society
CSO	Civil society organization
EFA	Education for All
G-8	Group of eight major industrial democracies: Canada, France, Germany, Italy, Japan, Russian Federation, United Kingdom, United States
HIPC	Heavily indebted poor countries
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technologies
JICA	Japan International Cooperation Agency
NFE	Non-formal education
NGO	Non-governmental Organization
PRSP	Poverty Reduction Strategy Paper
UIS	UNESCO Institute for Statistics
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
UPE	Universal primary education

2001

High-Level Group on Education for All

First Meeting
UNESCO, Paris
29-30 October 2001

REPORT



The Dakar Framework for Action stipulated that the Director-General of UNESCO would convene a high-level group annually, as part of UNESCO's "mandated role in coordinating EFA partners and maintaining their collaborative momentum". The aim of the meeting was to "serve as a lever for political commitment and technical and financial resource mobilization", as well as being "an opportunity to hold the global community to account for commitments made in Dakar", using the evidence from the first Monitoring Report on EFA

The group was composed of Ministers of Education from eighteen countries representative of all regions of the world, the leaders of four international non-governmental organizations (NGOs) and the heads of five multilateral or bilateral agencies.

The principal output of the meeting was the Final Communiqué which was adopted unanimously after discussion.

Five action points in particular were highlighted at the end of the meeting:

- 1** Preparing national EFA plans is the means to accelerate progress towards the Dakar goals.
- 2** Building on existing structures, partners at country level must develop criteria for assessing progress.
- 3** A strategy to operationalize the Dakar Framework for Action will be prepared by March 2002. This will spell out time-lines, integrate flagship programmes, show linkages between activities and present the final formulation of the global initiative
- 4** An annual, authoritative, analytical Monitoring Report will be prepared for the High-Level Group
- 5** UNESCO will continue to dialogue about the structure and form of the High-Level Group, taking into account this first experience and the observations made.