



United Nations
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Organisation
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Organización
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Организация
Объединенных Наций по
вопросам образования,
науки и культуры

منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
科学及文化组织

ED-11/EFA/Review/6
Paris, September 2011
Original : ENGLISH



A review of major global initiatives related to Education for All (EFA) and the education-specific Millennium Development Goals (MDGs)

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September 2011

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Published in 2011 by the United Nations Educational,
Scientific and Cultural Organization
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Original title: **A review of major global initiatives related to Education for All (EFA) and the education-specific Millennium Development Goals (MDGs)**

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Published in 2011 by the United Nations Educational,
Scientific and Cultural Organization
and
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List of Contents

1.0 Introduction	page 1
1.0 Major Global Initiatives	page 3
2.0 Main Functions and Characteristics	page 16
3.0 Achievements and Challenges	page 24
4.0 Conclusions, Future Directions and Recommendations	page 31
Annex	page 38
Notes and References	page 41

List of Acronymsⁱ

CCNGO/EFA	Collective Consultation of NGOs on EFA
CGECCD	Consultative Group on Early Childhood Care and Development
Class 2015	Class of 2015
DESD	United Nations Decade of Education for Sustainable Development
ECCD	Early Childhood Care and Development
EDUCAIDS	Global Initiative on Education and HIV and AIDS
EE-EFA-C	Enhancing Effectiveness of EFA Coordination
EFA	Education for All
EFA-FTI	EFA - Fast Track Initiative
ERP	Education for Rural People
ESD	Education for Sustainable Development
ESP	Education Sector Plan
FAO	Food and Agricultural Organization
FRESH	Focusing Resources on Effective School Health
GAW	Global Action Week
GMR	Global Monitoring Report
GTF	Global Task Force on Child Labour and Education
HGSF	Home Grown School Feeding Initiative
IATT Education	UNAIDS Interagency Task Team on Education and HIV and AIDS
INEE	Interagency Network for Education in Emergencies
ITF Teachers-EFA	International Task Force on Teachers for EFA
LIFE	Literacy Initiative for Empowerment
MDG	Millennium Development Goal
MSPE	Multistakeholder Partnership for Education
NFE	Non Formal Education
NGO	Non Governmental Organisation

OHCHR	Office of the High Commissioner for Human Rights
OOSCI	Out-of-School Children Initiative
P/I	Partnership/Initiative
Parliamentary Network	Network of Parliamentarians for Education for All
PCD	Partnership for Child Development
PfE	Partnership for Education
RTE	Right to Education for Persons with Disabilities: Towards Inclusion
SFAI	School Fee Abolition Initiative
UIS	UNESCO Institute of Statistics
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNGEI	UN Girls' Education Initiative
UN AGTF	UN Inter-Agency Task Force on Adolescent Girls
UNLD	UN Literacy Decade
WEF	World Economic Forum
WFP	World Food Programme
WPHRE	World Programme for Human Rights Education

List of Tables

Table 1 The Organizational Location of P/I secretariats	page 4
Table 2 The Most Important Function of the P/I	page 17
Table 3 The EFA Goal that provides the strongest focus of the P/I	page 18
Table 4 The Most Important Strategy adopted in the work of the P/I	page 19
Table 5 Budgets for most recent year, by P/I	page 20
Table 6 Cooperation among P/Is as reported by responding P/Is	page 22
Table 7 Cooperation among P/Is	page 23

Acknowledgements

I am grateful to members of the EFA Global Partnerships Team for inviting me to undertake this work and supporting me throughout. I am also grateful to the Team and to those members of EFA partnerships and initiatives who gave their time to participate in a meeting held in UNESCO on February 4th 2011, to complete a questionnaire and to read and provide comments on an earlier version of this report. I am also grateful for comments to Keith Lewin of the University of Sussex and Prithi Perera, head of UNESCO's National Commission in Sri Lanka. The responsibility for content of this report lies with the author.

Executive Summary

This review contributes to a broader process currently being undertaken by the EFA Global Partnerships Team *Enhancing Effectiveness of EFA Coordination*. The global architecture of current support for EFA is complex and dense with myriad functions and interests being played out at global, regional, national and subnational levels by national governments, international and regional organizations, bilateral and multilateral donors, development banks, civil society organisations and the private sector.

Following the World Education Forum in Dakar, 2000, a number of global EFA partnerships and initiatives were created or strengthened. These include the EFA flagship partnerships and initiatives focusing on a particular theme and others focusing on particular social groups, the removal of particular constraints, the mobilization of EFA stakeholders, the promotion of educational content and pedagogy and on finance. Each has its own governance system and operates independently, providing opportunities for members to engage in policy-dialogue, knowledge creation and sharing, advocacy and mobilization of support.

This report describes the diverse roles and functions of 23 partnerships and initiatives and some of their activities at country level. It is based mainly on the views of ‘focal point’ representatives of the partnerships and initiatives and on evaluations and assessment reports available in the public domain. It does not address the views of in-country stakeholders, nor, given the diversity of functions, strategies and levels of operation, does it provide a comparative evaluation of their relative contributions, either to global EFA movement or the progress towards EFA in particular countries.

An enormous amount of international and national activity in support of EFA is ongoing. Activities range from establishing and maintaining partnerships, advocacy and policy dialogue, knowledge generation, to resource mobilisation and actions on the ground, such as school feeding. While EFA Goal 2 attracts the strongest focus the other five EFA goals have not been sidelined, with each being the main focus of interest of 4-5 partnerships and initiatives each. While many partnerships and initiatives already have extensive relations of cooperation with each other others do not.

Myriad ambiguities of role, authority, responsibility and accountability continue to bedevil the effective interaction between the national and the global, especially in the countries furthest away from the EFA and MDG goals. Countries with weak policy and planning infrastructures are not only least likely to make rapid progress towards EFA; they are also least likely to assert themselves and be able to select from the regional and global resources on offer. It may also be the case that, from the perspective of weaker countries, there are too many resources on offer, too many messages to be synthesised and too many donors to be pleased.

The review makes some modest recommendations for future action by P/Is and by UNESCO while simultaneously encouraging further reflection on the larger questions of the purpose and extent of improved coordination between partnerships and initiatives and on collective education and development goals.

1.0 Introduction

This review of major global initiatives related to Education for All (hereafter EFA) and the Millennium Goals 2 and 3 contributes to a broader process currently being undertaken by the EFA Global Partnerships Team *Enhancing Effectiveness of EFA Coordination* (hereafter EE-EFA-C).

Since the World Education Forum held in Dakar in 2000 the architecture of support for EFA has become gradually more complex. *Inter alia*, EFA partners have attempted to improve the coordination of EFA-promoting actions at national, regional and international level. The coordination structure comprises many elements, organisations and interests and performs many functions. Partners include national governments, international and regional organizations, bilateral and multilateral donors, development banks, civil society and the private sector.

Various coordination structures at global, regional and national level are described in full in the EE-EFA-C draft. In addition to these are a number of specific partnerships that have been created or strengthened since the World Education Forum. These are mainly partnerships of particular groups (such as NGOs and parliamentarians) and initiatives focusing on a specific theme, including those often referred to as ‘EFA flagship programmes’. Each has its own governance system and operates independently, providing opportunities for members to engage in policy-dialogue, knowledge creation and sharing, advocacy and mobilization of support. This study reviews the work of these partnerships and initiatives (hereafter P/I).

1.1 Objective and scope

This review describes 23 specific P/Is that have been identified by the EFA Global Partnerships Team as contributing to EFA. It provides a picture of their diverse roles and functions within the global EFA architecture and an assessment of their impact at country level. The consultant’s review is based on evaluations of six P/Is available in the public domainⁱⁱ and on the self-evaluations by P/I ‘focal points’.

The review focuses on P/I focal points but does not address the views of in-country stakeholders on the work of the P/Is. It provides descriptive overviews of P/I goals, functions and activities but cannot offer a comparative evaluation of the impact of respective P/Is to the overall EFA process nor to the achievement of EFA goals worldwide.

1.2 Method

Four methods of study have been employed.

1. Documentary analysis of web and print material on 23 P/Is identified by UNESCO’s Global Partnerships Team. These materials have been provided by the P/I ‘focal points’ and/or were downloaded from websites identified by the

- consultant and the UNESCO EFA Global Partnerships team. The term ‘focal point’ is used throughout the report to describe the person(s) regarded by the UNESCO Global Partnerships team as the P/Is initial point of contact.
2. Face to face discussions at a meeting held in UNESCO Paris with seventeen representatives of sixteen partnerships/initiatives and members of UNESCO’s Global Partnerships Team to discuss the purpose of the study, to share knowledge about the work of the initiatives and to make suggestions on improvements to a questionnaire developed for the present review.
 3. Analysis of the results of an electronic questionnaire survey of the 23 partnerships/initiatives, analysis of findings and further reading of materials suggested by them.
 4. Incorporation of feedback on the draft report from the EFA Global Partnerships Team and eleven P/Is.

The rest of this report is structured in four sections. The next section - *Major Global Initiatives* - provides a comprehensive overview of all 23 P/Is and based on documentary evidence and responses to the questionnaire. *Main Functions and Characteristics* provides a comparative analysis of P/I functions, EFA Goal foci, strategies employed, constituencies, budgets and cooperation with other P/Is. It is based exclusively on questionnaire responses. The section *Achievements and Challenges* highlights the achievements of the P/Is to date and some of the challenges the P/Is face in meeting their objectives. This section is based on the findings of formal evaluations and assessments of six of the P/Is and on self evaluations of achievements and challenges by the P/I ‘focal points’. The final section synthesizes the main findings and outlines recommendations for P/Is in general and for UNESCO.

2.0 Major Global Initiatives

UNESCO has identified 23 major global initiatives. These appear to be of six types.

The first group comprises the *EFA flagship initiatives*. An EFA flagship initiative is a structured set of activities carried out by voluntary partners, under the leadership of one or more United Nations agencies and NGOs that seeks to address specific challenges in achieving the EFA goalsⁱⁱⁱ. While the flagships vary in their structure, a common denominator is a partnership platform. Most involve advocacy and communication, exchange of experience, institutional capacity development, technical advice and monitoring of progress. EFA flagship initiatives are intended to assist countries to achieve the EFA goals; provide special focus on a related aspect of EFA that poses particular problems; and strengthen partnerships among stakeholders. By 2003 there were nine EFA flagship programmes, seven of which continue to function - the Consultative Group on Early Childhood (CGECCD), Education for Rural People (ERP), the Right to Education for Persons with Disabilities (RtE), Interagency Network for Education in Emergencies (INEE), Focussing Resources on Effective School Health (FRESH), the UN Girls' Education Initiative (UNGEI) and Literacy in the framework of the United Nations Literacy Decade (UNLD). Teachers and the Quality of Education no longer functions and has been superseded by the work of a new initiative, the International Task Force on Teachers for EFA. The Initiative on the Impact of HIV/AIDS on Education has been superseded by the work of the UNAIDS Global Initiative on Education and HIV and AIDS (EDUCAIDS).

A second group tends to focus their energies on *target groups* of children/youth who are excluded from education for various reasons. If EFA and the MDGs are to be achieved then these groups need to be included in education. These P/Is include the Global Out-of-School Children Initiative (OOSCI), the Global Task Force on Child Labour and Education (GTF) and the Inter-Agency Task Force on Adolescent Girls (UNAGTF). A third group tend to focus on (but are not limited to) international development themes and the *curriculum and pedagogic* imperatives for education. This group includes the UN Decade for Sustainable Development (DESD), the UNAIDS Inter-Agency Task Team on Education (IATT) and the World Programme for Human Rights Education (WPHRE). While each of these have development remits that go far beyond education, the process and content of education are seen as having a major contribution to make to them.

A fourth group focus on *the removal of constraints* on access to education. These include the School Fee Abolition Initiative (SFAI) and the School Feeding Programmes (HGSF). A fifth group may be described as *partnerships or networks* to promote EFA. They focus on neither the content of education, nor on specific groups of children and young adults. Rather they focus their energy on mobilizing EFA stakeholder groups whose policy focus at any given time is contingent on context. These groups include the NGO partnerships/networks (the Collective Consultation of NGOs on EFA (CCNGO/EFA), the Class of 2015 and Global Action Week); the partnership with the private sector: Partnership for Education (Pfe); and the Network of Parliamentarians for EFA (Parliamentary Network). A sixth and final type of partnership is the EFA-Fast Track

Initiative whose main, but not sole, focus is the *financing* of policies and plans for EFA at the country level^{iv}.

Table 1 lists the 23 P/Is and the organisational locations of their directorates/secretariats.

Table 1 P/Is and the Organizational Location of Secretariats

Partnership/Initiative	Secretariat
Class of 2015	GCE
Collective Consultation of NGOs on EFA (CCNGO)	UNESCO
Consultative Group on Early Childhood Care and Development (CGECCD)	Ryerson University, Canada
UN Decade of Education for Sustainable Development (DESD)	UNESCO
Education for Rural People (ERP)	FAO
EFA- Fast Track Initiative (EFA-FTI)	World Bank
Focusing Resources on Effective School Health (FRESH)	none
Global Action Week (GAW)	GCE
Global Task Force on Child Labour and Education (GTF)	ILO
Interagency Network for Education in Emergencies (INEE)	UNESCO
International Task Force on Teachers for EFA (ITF Teachers EFA)	UNESCO
Network of Parliamentarians for Education for All (Parliamentary Network)	UNESCO
Out-of-School Children Initiative (OOSCI)	UNICEF and UIS (UNESCO)
Partnership for Education (PfE)	WEF/UNESCO
Right to Education for Persons with Disabilities: Towards Inclusion (RTE)	UNESCO/Finnish Partners
School Fee Abolition Initiative (SFAI)	UNICEF/World Bank
Home Grown School Feeding Initiative (HGSF)	WFP
UNAIDS Inter-agency Task Team on Education (IATT Education)	UNESCO
UN Girls' Education Initiative (UNGEI)	UNICEF
Global Initiative on Education and HIV & AIDS (EDUCAIDS)	UNESCO
UN Inter-Agency Task Force on Adolescent Girls (UN AGTF)	UNFPA
UN Literacy Decade (UNLD)	UNESCO
World Programme for Human Rights Education (WPHRE)	OHCHR

2.1 Areas and issues addressed by existing initiatives

A brief introduction to the areas and issues addressed by each of the 23 P/Is is presented below.

Class of 2015

The Class of 2015 was launched just over two years ago in September 2008. Designed as a joint effort to support the achievement of MDGs 2 and 3 and the EFA goals, it comprises multiple partners – ‘the Global Campaign for Education, some of the world’s biggest charities, major multi-national companies, supportive governments, senior education advocates, teacher trade unions through Education International, faith leaders from some of the main global religions and other important supporters of EFA including the world football federation, FIFA’^v. Its goals are to ensure that \$11 billion of external financing is secured to enroll 75 million un-enrolled children in school. Through this financing it aims to support the 60 national plans endorsed through the EFA Fast Track Initiative, to improve the quality of education by training and recruiting 18 million teachers between 2008 and 2015, to develop new strategies to reach hard to reach children in conflict, remote areas and those in discriminated socio-economic groups, to encourage governments to allocated 20% of national budgets to education and to abolish school fees. In launching this initiative, Class of 2015 secured pledges from Governments, multilateral agencies, private sector organizations and foundations, civil society groups, faith groups and football organizations.

The Collective Consultation of NGOs on Education for All

The origins of the Collective Consultation of NGOs on Education for All (CCNGO/EFA) may be traced to 1984 when UNESCO created a collective consultation mechanism to facilitate its dialogue with NGOs on the theme of basic education. The active participation of civil society organizations in the evaluation of the objectives of the World Conference on Education for All (Jomtien, Thailand, 1990) and their interest in the EFA movement led to a renewed collaboration within a framework ‘adapted to the new forms of civil society organization and expression, in order to make an effective contribution to the reflection on the concept of education for all and its implementation’^{vi}. The CCNGO/EFA is a ‘thematic collective mechanism’ designed to facilitate reflection, permanent dialogue and joint action between the NGOs and UNESCO in the area of education for all (EFA) with a view to strengthening cooperation between partners at all levels and promote lifelong learning. Its purpose is to foster partnership between NGOs and UNESCO in order to broaden the concept of EFA, reinforce knowledge of NGO roles and experiences in EFA and promoting its dissemination, facilitate the collective expression and cooperation among the NGOs in the field of EFA, facilitate the conceptual contributions and experiences of NGOs so that they are taken into account in education content and policy formulation, facilitate the consideration and mainstreaming of NGO conceptual contributions and experiences in EFA programmes, facilitate the participation of the NGOs in monitoring and evaluating EFA goals and reinforce NGO technical and institutional capacities, particularly at the local level^{vii}. Its secretariat is housed in UNESCO.

The Consultative Group on Early Childhood Care and Development

The Consultative Group on Early Childhood Care and Development (CGECCD) was established in 1984 by a small group of donor agencies. Since then it has grown into a global network of partners who raise awareness, disseminate knowledge and advocate for ECCD. Its mission is to improve early childhood policy and practice, focusing on children in disadvantaged circumstances, by promoting a wider dialogue among practitioners, policy-makers, researchers, and national and international agencies, and through both coordinated advocacy and the analysis, synthesis, and dissemination of knowledge. Collaboration and partnership define the CGECCD's work to identify gaps and emerging areas of need and interest related to ECCD as well as the dissemination of those results. This is done through the review of current practice and understanding and/or carrying out new piloting and action research on particular topics with the leadership and involvement of the donor and regional partners. Consortium members participate actively, and jointly take ownership of the knowledge that is generated through an interesting "knowledge-networking" process. For example, CGECCD's flagship publication, the 'Coordinator's Notebook' is linked to a networking process in which recipients are invited to contribute to it, and copy and distribute it to others in their personal knowledge networks. The publication comprises a focused, issue-based article, identified through feedback from partners and/or emerging gaps and priorities in the field. Each Notebook has a main article with related case studies, which draw upon experiences from around the world. Other means for sharing a diverse global knowledge base on ECCD is a well-maintained website, a CD rom "Programming Resources for Early Childhood Care and Development" as well as in-person exchange of information. The Directorate of CGECCD is based at Ryerson University, Canada^{viii}.

Education for All – Fast Track Initiative

The Education for All - Fast Track Initiative (EFA-FTI) is an international partnership of developing countries, donors, civil society organizations and multilateral agencies dedicated to ensuring quality basic education for all children (www.educationfastrack.org). It was founded in 2002 to help achieve the education-related Millennium Development Goals by 2015. EFA FTI presently supports education sector plans in 44 developing countries (status May 2011). To date, EFA-FTI has allocated approximately \$2.2 billion in support of these plans from its centrally-managed trust funds. The EFA-FTI is described as a 'compact' between developing countries and development partners, through which developing countries commit to design and implement sound education plans (that address policy, capacity, data and funding gaps as well as a Poverty Reduction Strategy Paper (PRSP) and the local education group (donors and CSOs) reviews and endorses the plan and signals that the plan is 'investment-ready'. The support by the local education group is then aligned and harmonized around this 'country-owned, investment-ready' plan and donors commit to scaling up their financing. If an endorsed country is confronted with a financing gap, it can apply for financial support from EFA-FTI's trust fund. The EFA-FTI was founded to address four "gaps" that need to be addressed simultaneously – gaps in data, gaps in policies, gaps in capacity and gaps in financing. A credible education sector plan would be one that paid attention to an Indicative Framework (IF) – a set of policy benchmarks based on the experience of a group of good performers, and its successive sets of policy frameworks (including one that pays more attention to the specific circumstances of fragile and post-conflict states). EFA FTI

went through a significant reform process over the last two years, and purpose, structure and operation have changed. The EFA-FTI now operates under the policy guidance of a constituency-based Board of Directors, in which developing countries and donors are equally represented, next to civil society organizations, teachers unions, private sector foundations and multilateral agencies. FTI's reform agenda reflects the Board of Directors' vision for an effective, results-oriented partnership focused on reinvigorating the global community in support of the 2015 EFA goals. Since 2010, FTI's scope and financial instruments have been extended to accommodate fragile and post-conflict countries and to include all six Education for All goals, while continuing emphasis on basic education. The EFA-FTI Secretariat is based in Washington DC and the World Bank is the trustee of the trust funds it manages. The Board of Directors is led by an independent chairperson.

Education for Rural People

The Education for Rural People (ERP) flagship programme was launched in 2002 during the World Summit on Sustainable Development. It is led by the Food and Agricultural Organization (FAO) of the United Nations in partnership with UNESCO and is one of the original nine EFA flagship initiatives. The ERP partnership aims 'to contribute to removing barriers such as the urban-rural knowledge and education gaps that prevent poor people from using their capacity'. It highlights the fact that four out of five of the at least 72 million out of school children and the majority of the world's 774 million illiterate youth and adults live in rural areas^{ix}. ERP comprises a network of around 370 partners among governments, international agencies, civil society, the media and the private sector. ERP is a worldwide call to action to foster food security among rural people and to manage resources sustainably, adopts a research-based policy approach that promotes multisectoral alliances between ministries of education, agriculture and related stakeholders, contributes to removing barriers that prevent the development of rural people's capacities through the identification of opportunities and constraints that poor people face in accessing education and training. Its strategies involve knowledge generation and sharing, advocacy, policy work, capacity development and field work.

Focusing Resources on Effective School Health

Focusing Resources on Effective School Health (FRESH) was one of the early P/Is launched at the World Education Forum in Dakar in April 2000 and was designed as a 'united agency response' to the need for holistic rather than individual approaches to improve health and nutrition through schools. The five founding members of this flagship programme were UNESCO (Coordinator), UNICEF, WHO, World Bank and Education International. Currently FRESH is managed by a Coordinating Committee which is made up of American Institutes for Research, the Child to Child Trust International, Education International, Partnership for Child Development, Save the Children US, UNESCO, UNICEF, UNODC, WHO and the World Bank. FRESH considers effective school health to comprise four components – health-related school policies, provision of safe water and sanitation, skills based health education and school based health and nutrition services. The four components are expected to be reflected in policies at the national, regional and district level. Three supporting strategies – effective partnership between the education and health sectors, community partnership and student participation - reinforce the synergies between activities across each of the components. Taken together the activities and strategies reflect the WHO initiative of 'health promoting schools', and efforts by

UNICEF, UNESCO and the World Bank to make schools effective as well as healthy, hygienic and safe. The inter-agency approach is seen as ‘giving a FRESH start to improving the quality and equity of education’^x. Within UNESCO FRESH works very closely with EDUCAIDS and IATT Education (see below)

Global Action Week

Global Action Week (GAW) is led by the Global Campaign for Education. Every year children, teachers, parents and people around the world ‘unite in their demands for education’^{xi}. In 2009 14 million are estimated to have taken part in The Big Read. In 2010 the theme of the 1GOAL lesson for all was ‘financing quality public education: a right for all’. It is described as the most campaign intensive part of the calendar of the GCE with national educational coalitions preparing for up to nine months in advance to ensure that the week has maximum impact on decision makers. In addition to national and regional organizations, international organizations such as UNESCO and UNICEF also provide active support to GAW every year. GAW 2011 took place between May 2 and 8, 2011 with a focus on women and girls’ education.

The Global Task Force on Child Labour and EFA

The Global Task Force (GTF) on Child Labour and EFA was launched during the Beijing Round Table in November 2005 and endorsed by 2005 meeting of the High Level Group on EFA. Its overall objective is to contribute to the achievement of the MDG and EFA goals, in particular MDG 2, achieving universal primary education through the elimination of child labour. The main partners are ILO (coordinator), UNESCO, UNICEF, the World Bank and the Global March against Child Labour. The policies that frame the work of the GTF are the Dakar Framework for Action, the UN Convention on the Rights of the Child and the ILO Conventions No 138 on Minimum Age for Employment and No 182 on the Worst Forms of Child Labour. The GTF’s main strategy is to ‘mobilise political will and momentum towards mainstreaming the issue of child labour in national and international policy framework contributing to EFA objectives’^{xii}. Its areas of action are five-fold – strengthening the knowledge base on child labour and education linkages, advocacy and social mobilization, policy coherence, programme support and partnerships.

Home Grown School Feeding

The origins of the Home Grown School Feeding (HGSF) initiative can be traced to November 2003 and the New Partnership for Africa’s Development. The twin objectives of nationally-owned school feeding programmes are to improve the education, health and nutrition of school age children through sustainable and cost-effective school feeding programmes and to improve the income and the nutritional status of small holder farmers. Early partners in this initiative were the World Food Programme (WFP), the Millennium Hunger Task Force, the FAO and the International Fund for Agricultural Development (IFAD). The programme was conceived as supporting simultaneously four of the MDGs – education, hunger and poverty, health and sanitation. Now coordinated by the WFP, subsequent partners include, in addition to the above, the World Bank Group, the Partnership for Child Development (PCD), the Bill & Melinda Gates Foundation, the Boston Consulting Group, national Governments, and more than 1,000 NGOs^{xiii}.

The Inter-Agency Network for Education in Emergencies

The Inter-Agency Network for Education in Emergencies (INEE) is one of the original flagship programmes. In 2011 INEE claims on its website that since inception in 2000, it has grown into an open global network of more than 2,700 practitioners, students, teachers, staff from UN agencies, NGOs, donors, governments and universities who communicate and work together primarily through a moderated listserv and website. These groups work together in situations of emergency and post-crisis recovery to ensure that all persons have the right to quality and safe education. INEE ‘envisions a world’ where all affected by crisis and instability have access to quality, relevant and safe education; where education services are integrated into all emergency interventions; where governments and donors provide sustainable funding and develop holistic policies to ensure education preparedness, crisis prevention, mitigation, response and recovery; and where all such programmes are consistent with the INEE Minimum Standards and are quality for quality and results^{xiv}. INEE is not a formal organisation with bureaucratic functions. It has a core secretariat based in UNICEF, New York and the International Rescue Committee in UNESCO, Paris. Members of the network self-organise via, *inter alia*, network working groups, task teams and interest groups. The network attempts to avoid duplication and does not implement projects or co-ordinate agencies. Rather it strives to enable its members to work more effectively.

International Task Force on Teachers for Education For All

The International Task Force on Teachers for EFA (ITF Teachers-EFA) is an international alliance of EFA partners working together to address the needs of and for teachers globally. It was created recently, in December 2008, through the Oslo declaration, by participants in the Eighth High-Level Group (HLG) meeting on EFA. Education for All depends on there being ‘teachers for all’. Yet an estimated 9.1 million new primary teachers (1.3 million a year) are needed worldwide to achieve Universal Primary Education alone by 2015. Moreover, the goals of quality and equity in education depend on an equitable deployment of adequately qualified and motivated teachers. The Task Force coordinates and fosters collaboration on teacher provision worldwide, and provides a new focus and impetus in the drive for Education for All. Its Secretariat is housed in UNESCO, Paris. The Task Force has adopted an Action Plan structured around the three major gaps at country level. The first is a policy gap and the need for the development and/or reinforcement of relevant national policies, strategies and plans. The second is a national capacity gap in some countries in the collection, management and use of information to inform policy making as well as in the planning and management of teacher recruitment, training, deployment and development generally. The third is a financial gap and the need for enhanced spending on teachers, including international support for country-level recurrent expenditure to meet teacher needs^{xv}.

Out-of-School Children Initiative

Launched by UNICEF and the UNESCO Institute for Statistics (UIS) in June 2010, this is the most recent global initiative. Alongside its overall goal of supporting ‘a quantum leap in reducing the number of out of school children’ before 2015, are the objectives of improving the statistical information on and analysis of out of school children, identifying the factors that contribute to exclusion from school, and strengthening institutional capacities and analysing existing policies to develop context-appropriate, realistic and

robust plans for accelerating and scaling up enrolment and sustaining attendance rates (together with cost estimates and financing strategies)^{xvi}. The initiative is working with 21 countries on a very tight timetable to collect and analyse data and to develop policy and plans. This is being done through a global methodology workshop (held in June 2010), country level activities between June 2010 and February 2011, a global report to be launched in September 2011, the production of methodological guidance, policy briefs web based country profiles and advocacy materials between September 2010 and December 2011, a global conference to be held in September 2011 and advocacy work at EFA meetings and conferences and before the media.

Network of Parliamentarians for Education for All

The work of the Parliamentary Network for Education for All started after Dakar. It builds on the UNESCO programme for Parliamentarians initiated in 1994 when regional Parliamentary Forums were established to strengthen the commitment of Parliamentarians towards reaching a range of UNESCO goals. The Forum for African Parliamentarians for Education was established in late 2002 with an objective to review legislation, monitor progress and engage in advocacy for EFA. They share a common set of purposes: to generate greater awareness of education challenges in the region and exchange policies, strategies and practices to improve the reach and quality of education systems; promote a better understanding of the regional and national challenges in educational development, and EFA in particular; outline how parliamentarians can play an influential role in accelerating progress towards EFA and mobilise increased funding for education; engage parliamentarians in a dialogue about the relevance of education to social and economic development and in particular for growth, competitiveness and poverty reduction and the role of education in addressing pressing global challenges, including climate change, the food crisis, financial crisis, energy^{xvii}.

Partnership for Education

Established relatively recently in 2007, Partnerships for Education (Pfe) is a joint initiative of UNESCO and the World Economic Forum (WEF), committed to enhancing understanding about the role of Multistakeholder Partnerships for Education (MSPEs) and building global capacity for their effective implementation. UNESCO and the WEF share responsibility for a Secretariat, advised by three technical groups. ‘UNESCO and the World Economic Forum share a common view that education is key for sustainable human, social and economic development and that promoting synergy between governments and the private and civil sectors will help to achieve the Education for All goals’^{xviii}. ‘MSPEs bring together governments, the private sector, civil society, academic institutions and other organizations to pool and jointly manage resources and competencies that contribute to the expansion and enhanced quality of education. They differ from Public-Private Partnerships in their explicit focus on a broader coalition of partners and stakeholders than merely the public (governments) and the private (companies) sectors’^{xix}.

The Right to Education for Persons with Disabilities

The Right to Education (RTE) for Persons with Disabilities is one of the original nine flagship programmes established shortly after the Dakar World Education Forum. Its key purpose is to act as a catalyst to ensure that the right to education and EFA goals are realised for individuals with disabilities. Its roots may be traced to 1997 and the advocacy

work of the International Working Group on Disability and Development (IWGDD). Between 2000 and 2002 an IWGDD EFA Task force worked with UNESCO in meetings and training sessions ‘which resulted in participation by representatives of the disability community for the first time in both the technical and high-level EFA panel meetings. This was followed by a commitment in 2002 by the UNESCO Secretary General to establish the EFA Flagship on disability’.^{xx} The flagship was formally launched in January 2003 with a joint secretariat hosted by UNESCO Paris and the Department of Special Needs of the University of Oslo for a period of three years. Its main activities have been designed to ensure that the right to education for persons with disabilities is incorporated in the development of National Education Plans, to stimulate and monitor awareness raising and advocacy for the right to education, to encourage the development of flexible curriculum for both the pupils and teachers, and to encourage the use of effective locally available materials for both teaching and training. Its main partners are the International Disability Alliance, Disabled Peoples’ International, Inclusion International, the International Federation of Hard of Hearing People, the World Blind Union, the World Federation of the Deaf, the World Federation of Deaf Blind, the World Network of Users and Survivors of Psychiatry, the International Disability and Development Consortium and four multilateral organisations in addition to UNESCO (UNICEF, World Bank, WHO and ILO). Between 2006 and 2010 the flagship has been led jointly by UNESCO Paris and a Finnish team of representatives of the Finnish Disabled People’s International Development Association and scholars from three Finnish universities (Jyväskylä, Joensuu and Oulu).

School Fee Abolition Initiative

The School Fee Abolition Initiative (SFAI) was launched in 2005 by UNICEF and the World Bank. Its goal is to ‘review, analyse and harness knowledge and experience pertaining to the impact of school fee abolition and how countries cope with the fallout from such a bold policy decision’ and ‘to use this knowledge and experience as the basis for providing guidance and support to selected countries as they embark on abolishing school fees’^{xxi}. An SFAI workshop was held in Nairobi in 2006 to share experiences resulting in the publication ‘Building on what we know and defining sustained support’. In 2009 operational guidance for countries planning to abolish fees was published as ‘Six steps to abolishing primary school fees’, published jointly by UNICEF and the World Bank. It provides an analysis of the experiences of five countries (Ethiopia, Ghana, Kenya, Malawi and Mozambique), together with lessons learned. It arises from of a broad collaboration between governments and development partners in the field and at the global level.

United Nations Adolescent Girls Task Force

The UN Adolescent Girls Task Force (UNAGTF) was established in 2007 to reorient youth programs to better reach marginalized adolescent girls. Its origins lie in one of the most ambitious UN advocacy and programming drives for recognition of the special needs, aspirations, rights and potential contributions of adolescent girls that was initiated in 2000 under the global programme “Meeting the Development and Participation Rights of Adolescent Girls”. A successful evaluation in 2006 of pilot interventions for adolescent girls in five regions led to a series of recommendations and the establishment of the Task Force, comprising UNICEF, UNFPA, WHO, UNESCO, ILO and UN Women. The UNAGTF aims to work in the spirit of UN reform and ‘deliver as one’, strengthening

interagency collaboration at both global and country levels. The UNAGTF is co-chaired by two of the agencies on a rotating basis. A Global Coordinator is housed in UNFPA HQ. On 3 March 2010 during the 53rd Session of the Commission of the Status of Women, the UNAGTF launched a UN Joint Statement for Accelerated Efforts to Advance the Rights of Adolescent Girls. Signed by the heads of the six agencies, this joint statement sets out the mandate and the responsibilities of the Task Force in protecting the rights of girls living in the most difficult circumstances. It commits agencies to mobilize the financial and technical resources to ensure that action plans are effectively implemented by governments, civil society, communities, adolescent girls and boys in line with five strategic priorities. These are to (i) educate adolescent girls (ii) improve adolescent girls' health (iii) keep adolescent girls free from violence (iv) promote leadership skills among adolescent girls and (v) 'count' adolescent girls and use this to advocate for, develop and monitor evidence-based policies and programmes^{xxii}.

United Nations Decade of Education for Sustainable Development

The United Nations Resolution 57/254 declared a UN Decade of Education for Sustainable Development (DESD) between 2005 and 2014. The overall goal of the Decade is to integrate the principles, values and practices of sustainable development into all aspects of education and learning. Its overall vision is 'to create a world in which everyone has the opportunity to benefit from education and learn the values, behavior and lifestyles required for a sustainable future'^{xxiii}. It is essential to situate the Decade in relation to the MDGs, EFA and the UNLD. All aim to achieve similar impacts: an improvement in the quality of life, particularly for the most deprived and marginalised, and fulfilment of human rights including gender equality, poverty reduction, democracy and active citizenship. There is also a common consensus around the central importance of basic education and the need to extend access to it and enhance its quality. The concept of sustainable development goes beyond education and touches upon all aspects of the social and institutional fabric. In this sense, sustainable development provides a way of articulating the overall social project and aim of development, alongside other over-arching concepts such as peace and human rights. Education for sustainable development (ESD) focuses on underlying principles and values conveyed through education and is more concerned than the other three initiatives with the content and purpose of education, and, more broadly, of learning of all kinds. Conceiving and designing ESD also challenges all forms of educational provision to adopt practices and approaches which foster the values of sustainable development. Thus, ESD must also address pedagogical processes, the validation of knowledge, and the functioning of education institutions. ESD is more concerned with the content and purposes of education than several other P/Is. To summarize: if the MDGs provide a set of tangible and measurable development goals within which education is a significant input and indicator, and if EFA focuses on ways of providing quality educational opportunities to everyone, and if the UNLD concentrates on promoting the key learning tool for all forms of structured learning, then ESD promotes a set of underlying values, relational processes and behavioural outcomes which should characterise learning in all circumstances^{xxiv}. Seven strategies for moving forward the DESD are: vision-building and advocacy, consultation and ownership, partnership and networks, capacity-building and training, research and innovation, use of information and communication technologies, and monitoring and evaluation. The Secretariat for DESD is housed in UNESCO.

The Global Initiative on Education and HIV & AIDS

The Global Initiative on Education and HIV&AIDS (EDUCAIDS) was launched in March 2004 by the UNAIDS Committee of Cosponsoring Organizations in recognition of the vital role of the education sector in national responses to HIV and AIDS. It is closely linked with the work of FRESH (see above) and the UNAIDS Inter-Agency Task Team on Education (IATT Education), established two years earlier (see below). EDUCAIDS is led by UNESCO in partnership with other UNAIDS cosponsors and the UNAIDS Secretariat, regional economic bodies, ministry officials, national AIDS commissions and civil society organizations, including civil groups working on EFA and whose members are living with HIV. EDUCAIDS has two primary aims (i) to prevent the spread of HIV through education and (ii) to protect the core functions of the education system from the worst effects of the epidemic. EDUCAIDS seeks to promote, develop and support comprehensive education sector responses to HIV and AIDS at the country level. This involves work on the quality of education; on content, curriculum and learning materials; on educator training and support; and on policy, management and systems and has resulted in, inter alia, a number of tools designed to offer practical implementation support. EDUCAIDS contributes to the achievement of all the EFA goals, to MDGs 2 and 3 and to the halting the spread of HIV which is an MDG in its right (MDG 6)^{xxv}.

United Nations Girls' Education Initiative

The United Nations Girls' Education Initiative (UNGEI) was one of the original EFA flagship programmes and is integral to the EFA movement. Launched at the World Education Forum in Dakar in April 2000, with UNICEF as the lead agency, it created a network of partners at the global, regional, national and sub-national levels. Its mandate was to promote girls' education and gender equality, to narrow the gender gap in primary and secondary education by 2005 and to ensure that all children were able to complete primary schooling and achieve equal access to all levels of education by 2015^{xxvi}, objectives which became MDGs 2 and 3. Over the past decade UNGEI's methods of working have evolved. Currently day to day management of the network is handled by the UNGEI Secretariat housed in UNICEF, New York. A Global Advisory Committee, with membership from multi-lateral, bi-lateral and international civil society agencies and two co-chairs elected by members guides the work of the Secretariat. Regional UNICEF education managers play a key role in their respective regions as UNGEI 'Focal Points', providing leadership and working closely with the UNGEI network at country level in their respective region. As of 2010, 44 countries reported functioning national partnerships, with an additional 15 reporting that nascent partnerships had been established.

The UNAIDS Inter-Agency Task Team on Education

The UNAIDS Inter-Agency Task Team on Education (IATT Education) was established in 2002 to support accelerated and improved education sector responses to HIV and AIDS. It arose out of the UNAIDS Working Group on Schools, HIV&AIDS and Education and is convened by UNESCO. Its overall goal is to improve and accelerate the education response to HIV and AIDS. Its specific objectives are to promote and support good practices in the education sector related to HIV and AIDS and to encourage alignment and harmonisation within and across agencies to support global and country level actions. Membership of IATT Education currently attracts 41 organisations, among which are the

UNAIDS Co-sponsors, bilateral agencies, private donors and civil society organizations. The team has achieved much in recent years including: a strengthened evidence-base to inform decision-making and strategy development, including global surveys to assess the education sector response to HIV and AIDS in 2004 and in 2010/11; numerous policy and technical guidelines and tools to guide HIV mainstreaming in education at country level; and strengthened linkage between the education and AIDS communities, and closer alignment and harmonization of the education responses among a diversity of stakeholders. However, major organizational and practical challenges remain in this area. Education responses continue to lack adequate funding and still do not have sufficient political support both from within the sector and beyond. The IATT Education also needs strengthening and improvement for better involvement of the private sector in its membership; inclusion of the non-formal education sector; streamlining of information generation and dissemination; improved coordination with other IATTs; and creation of a unified/common voice on certain issues (e.g., sexual abuse by teachers in schools). IATT Education works closely with FRESH and EDUCAIDS (see above).

The United Nations Literacy Decade

The United Nations Literacy Decade (UNLD), coordinated by UNESCO, runs from 2003 to 2012. The Decade ‘was established to respond to both the pursuit of the EFA goals and to mobilise governments and their partners to give greater attention to the ongoing challenge of strengthening literacy competencies across all ages and population groups’^{xxvii}. Visions of Literacy as Freedom and Literacy for All sit squarely at the heart of the Education for All goals, as well the MDGs on education and poverty reduction. The realisation of these visions is supported by an International Plan of Action with four objectives: significant progress towards the 2015 EFA goals, attainment of useable literacy, numeracy and other basic competencies, dynamic literate environments, and improved quality of life as an impact of using literacy. The Plan of Action calls for stronger political commitment and increased resources at the international level. Like DESD, described above, UNLD is both integral to UNESCO’s work on EFA and separate from it in terms of day to day management and activities. But like UNESCO’s work on DESD and EFA, its strategic plan adopts very similar strategies of action: advocacy, influencing national policy and increases in national budgets for literacy, research and knowledge sharing and stronger and more strategic partnerships, capacity development and the importance of assessment, monitoring and evaluation.

The World Programme for Human Rights Education

The World Programme for Human Rights Education (WPHRE) was proclaimed by the United Nations General Assembly on 10 December 2004 on the recommendation of the United Nations Commission on Human Rights and the Economics and Social Council to advance human rights education in all sectors. It was built on foundations laid during the United Nations Decade for Human Rights Education (1995-2004). In its first phase, from 2005 -2009, the programme was dedicated to the integration of human rights education in the primary and secondary school systems. A related plan of action was adopted by the General Assembly in July 2005. While the second phase of the World Programme, from 2010-2014, focuses on human rights education and training in higher education and the professions Member States are urged to continue the implementation of human rights education in primary and secondary school systems. Human Rights Education is seen as an

integral part of the EFA mission which reaffirmed a vision of education supported by the Universal Declaration of Human Rights geared towards learning to live together and considered key to sustainable development and peace and stability, by fostering social cohesion and empowering people to become active participants in social transformation. EFA Goal 6 provides the basis for a concept of quality education that goes beyond reading, writing and arithmetic, and which entails competences for democratic citizenship and attitudes promoting solidarity as important outcomes. Additionally Human Rights Education is consonant with the mission of DESD and its quest for justice and fairness and awareness of common destinies^{xxviii}. Human Rights Education promotes the idea that education includes not only reading, writing and arithmetic but ‘also strengthens the child’s capacity to enjoy the full range of human rights and promotes a culture which is infused by human rights values’^{xxix}. The Secretariat is based in the Office of the High Commissioner for Human Rights in Geneva.

3.0 Main Functions and Characteristics

This section addresses the functions and characteristics of P/Is. It is based on responses to an electronic questionnaire sent to key informants or ‘focal point’ representatives of 23 Partnerships/Initiatives identified by UNESCO Global Initiatives team. Seventeen focal point responses were received in time for inclusion in the analysis^{xxx}. P/Is were asked about their main functions, EFA focus and strategies employed in work and their budgets.

Functions

Table 2 shows the main functions selected by the focal points of the seventeen P/Is who responded to the questionnaire. P/Is interpreted the question on the ‘most important function’ differently. While some identified a single ‘most important function’ (as intended by the questionnaire designers), others chose to identify more than one most important function. This rendered a total of 48 functions selected by all P/Is as the most important function. Given this data limitation we should interpret Table 2 with caution and regard it as an indication of function priorities. Five main functions appear to stand out - facilitating policy dialogue, facilitating priority agenda-setting, mobilizing resources, knowledge generation/sharing and the promotion and maintenance of partnerships. Chosen by fewer were the monitoring of progress, the mapping of partners’ policy directions and activities and increasing the visibility of EFA. This is not to say that these were not identified as ‘important’ functions. Rather they were not identified as *the* most important.

EFA Goal Focus

Focal Points were invited to rank order the six EFA goals in terms of their relative importance. Some P/Is identified a single main focus while others identified more than one most important EFA goal (Table 3), rendering a total of 34 goals chosen as ‘strongest focus’. The most frequently mentioned goal was EFA Goal 2, selected by 10 of the P/Is. This is not to say that the other goals were neglected. Among the remaining 24 goals selected four P/Is reported that EFA Goal 1 provided the main focus for its work, while the other four goals were selected by five P/Is each. This suggests that, taken together, the P/Is strongest foci range across all six of the EFA Goals, with EFA Goal 2 being selected most often.

Strategies employed

Focal Points were invited to identify the strategies employed in their work from a choice of twelve (Table 4). The most frequently chosen ‘most important’ strategy chosen was the mobilization of strong national and political commitment (N=11), while the second most frequently chosen most important strategy was the implementation of integrated strategies for gender equality (N=8). The promotion of EFA policies within a sustainable framework linked with poverty elimination and development strategies was chosen by six of the P/I focal points. Other strategies were chosen by between two and four P/Is. Somewhat surprisingly only one P/I (UNGEI) selected the strategy of ‘build on existing mechanisms to accelerate progress towards EFA’ (though it should also be noted that UNGEI selected six most important strategies).

Constituencies

P/Is were also asked about which constituencies were represented at the highest level of their decision-making structures, as between governments, bilateral donors, multilateral donors, civil society, the private sector and others. They were invited to select as many constituencies as relevant. The majority (N=14) selected civil society groups as among represented constituencies, followed by multilateral donors (N=10) and governments, bilateral and the private sector (N=8, 7 and 6 respectively). ‘Others’ were selected by 10 P/Is but were not described.

Table 2 The Most Important Function of your P/I (N=17)

	Facilitate policy dialogue	Monitor progress	Facilitate agenda setting	Map partner policy directions/ activities	Mobilise Technical/ financial resources	Knowledge generation and sharing	Increase EFA visibility	Promote/ maintain partnerships
CCNGO/EFA						X		
DESD	X	X						
ERP	X				X	X		
FRESH				X				
GTF								X
HGSF	X				X	X		X
INEE			X			X		X
ITF Teachers-EFA	X							
OOSCI	X	X	X		X	X		X
Parliamentary Network	X		X	X	X			X
PfE								X
RTE			X					
IATT	X				X	X		X
UNGEI	X		X	X	X	X	X	X
EDUCAIDS	X		X		X	X		
UN AGTF								X
UNLD			X		X			X
TOTAL	9	2	7	3	8	8	1	10

Note: The total adds to more than 17 because some P/Is selected more than one main function

Table 3 The EFA Goal that Provides the Strongest Focus of the P/I

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.	4
Goal 2: Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.	10
Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.	5
Goal 4: Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.	5
Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.	5
Goal 6: Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.	5

Note; Column total is more than 17 since some P/Is selected more than one 'strongest focus' EFA Goal.

Table 4 The Most Important Strategy Adopted in the Work of the P/I

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

Budgets

P/Is reported their budget for the most recent year available. Not surprisingly this question generated a diversity of response, not least because for many P/Is real costs are contributed ‘in kind’, especially the time/salary of partner organization staff. FRESH, which is a network organization, recorded a zero budget, with all costs of running the network contributed ‘in kind’. By contrast, HGSF attracted a budget of US\$ 500 million in 2010. Table 5 lists the budgets reported by P/Is. Education for Rural People reported a budget of a mere \$US 300. While this budget had probably been considerably higher in recent years,

its current work is in jeopardy for want of funds from both FAO, currently the lead partner, and UNESCO, the main collaborating partner. Many of the P/Is operate on rather modest budgets of between US\$ 120,000 and US\$ 300,000 (CCNGO/EFA, GTF, Parliamentary Network, Right to Education, and the recently established UNAGTF). DESD, INEE, ITF Teachers for EFA, the OOSCI, the IATT Education and UNGEI operate on budgets of between US\$ 800,000 – US\$ 1,700,000. Those with significantly larger budgets are HGSEF (US\$ 500,000,000), EDUCAIDS (US\$ 9,400,000) and UNLD (US\$ 10,000,000). On average, around three quarters (76%) of these budgets are devoted to activities, around 8.5% to administration and 22.3% on human resources (e.g. salaries, consultant fees).

Table 5 Budgets for most recent year, by P/I

P/I	Budget \$US	Year
CCNGO/EFA	120,000	2010
DESD	1,700,000	2010
ERP	300	2010
FRESH	All 'in kind'	
GTF	300,000	2010
HGSEF	500,000,000	2010
INEE	1,500,000	2010
ITF Teachers-EFA	c. 1,000,000	2010
OOSCI	1,000,000	2011
Parliamentary Network	200,000	-
PfE	n.a	
RTE	208,000	2009
IATT Education	778,000	2011
UNGEI	1,000,000	2010
EDUCAIDS	9,400,000	2010
UN AGTF	300,000	2010
UNLD	10,000,000	2010

Source: Questionnaire and feedback

Sources of funding for these budgets are very diverse, as the following four examples demonstrate. In the case of the UN Decade of Education for Sustainable Development, both regular and extra-budgetary funding is used. In 2010 UNESCO received support from the Government of Japan through the Funds-in-Trust, from Swedish SIDA, and from Denmark. In 2011, Germany will be providing an Associate Expert to work on climate change education. In the case of the extremely well funded HGSEF bi-lateral donors, private sector and multi donor funds are all used. The bilateral donors are the United States, Australia, Brazil, Canada, Egypt, Luxembourg, the Russian Federation. The private-sector organisations are the Boston Consulting Group, Yum brands, UNILEVER, TNT, the Bill & Melinda Gates Foundation and DSM. The multi donor funds are the Central Emergency Response Fund, the Common Humanitarian Fund and UNAIDS. At the other extreme of funding sources is the FRESH network with 'no real budget per se'. Members of the Coordinating Group allocate the time spent by their focal point as a contribution in kind and individual members finance some activities in cash (e.g. the production of FRESH Toolkit/CD-ROM in 2005 by UNESCO).

Cooperation among the P/Is

While each P/I is engaged in a unique set of relationships with various partners, many also have close working relationships with the partners included in this study. P/Is were asked with which other P/I from the list of 22 they cooperated, and among these, which two offered the most effective working relationship.

Table 6 illustrates reported cooperation among the P/Is. The 17 focal points of the P/Is who responded to the questionnaire are listed on the horizontal axis of the table, while the full list of 23 is presented vertically. The shaded cells indicate the convergence of the P/I as cooperator and cooperated-with. The table indicates a high degree of cooperation among these 23 global initiatives, cooperation that lies beyond the cooperative and partnership relations integral to the P/I itself. It is also interesting to note that the pattern of reported cooperation is not symmetrical – suggesting that while one partner perceives cooperation with another, the other does not reciprocate that recognition. Hence, while the CCNGO reports cooperation with nine P/Is, only one of these, UNLD, reports cooperation with CCNGO/EFA. Similarly UNLD reports cooperation with EDUCAIDS but EDUCAIDS does not report cooperation with UNLD. This may of course reflect different interpretations of the term ‘cooperation’ used in the questionnaire by different P/Is. Within UNESCO there is an inter-sectoral platform on HIV and AIDS that encourages cooperation and collaboration across sectors and between major initiatives, such as EDUCAIDS and others. In general reported cooperation is mutual and dense. HGSSF reports cooperation with 12 of the other 22 P/Is, UNGEI with 11 and IATT Education with 10. Most report cooperation with at least four other P/Is. Conversely, 11 P/Is report that they cooperate with EFA-FTI, 10 with UNGEI and seven with CGECCD.

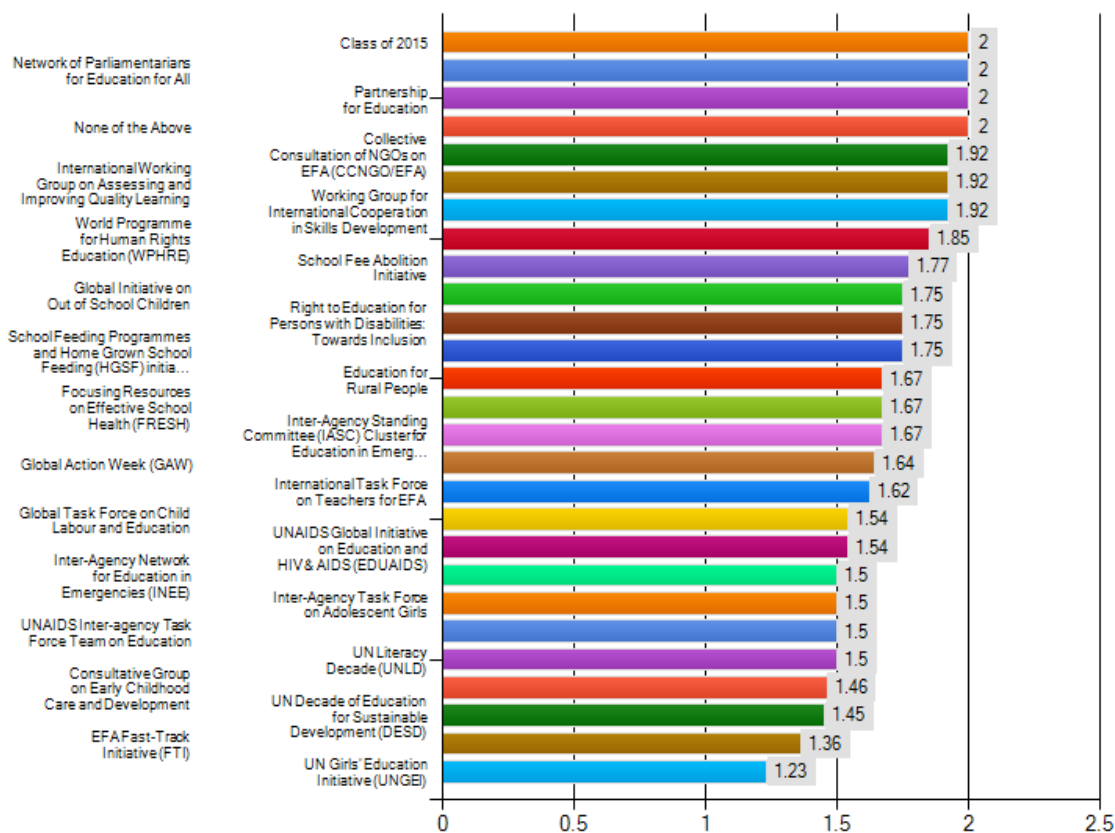
Asked which of the cooperative working relations were most effective, UNGEI and EFA-FTI stand out as the most effective cooperating P/Is. Table 7 illustrates densities of cooperation by P/I. Smaller mean scores indicate that a larger numbers of P/Is indicate cooperation with the respective P/I. UNGEI was mentioned as an effective working partner by HGSSF, INEE, GTF, UNLD, ITF Teachers-EFA and RTE. EFA-FTI was mentioned by HGSSF, IATT, OOSCI, GTF, UNGEI and RTE. A large number of respondents also mention DESD, CGECCD, UNLD, IATT Education, UNAGTF and INEE as cooperators. At the other extreme, Class of 2015, the Parliamentarian’s Networks and PfE are mentioned by none.

Table 6 Cooperation among P/Is as reported by responding P/Is (* indicates that P/I did not respond)

Responding P/I	CCNGO/EFA	DESD	ERP	FRESH	GTF	HGSF	INEE	ITF teachers for EFA	OOSCI	Parliamentary Network	PfE	RTE	IATT Education	UNGEI	EDUCAIDS	UN AGTF	UNLD
Class of 2015*																	
CCNGO/EFA																	X
CGECCD*	X	X		X		X	X	X						X			
DESD			X	X		X	X						X				X
ERP		X				X											
FRESH						X							X		X		
EFA-FTI*	X				X	X	X	X	X		X	X	X	X	X		
GAW*	X				X							X	X	X			X
GTF	X		X			X		X	X					X			
HGSF			X	X													
INEE		X				X							X	X	X		
ITF Teachers-EFA	X						X						X	X			
OOSCI					X									X			
Parliamentary Network																	
PfE										X							
RTE				X			X							X			
SFAI*					X				X					X			
IATT Education				X		X						X		X	X		
UNGEI	X			X	X	X		X	X			X	X		X		X
EDUCAIDS	X			X		X							X				X
UN AGTF						X	X						X	X	X		X
UNLD	X	X	X			X							X				
WPHRE*	X	X															

Table 7 Cooperation among P/Is

Does your initiatives/network cooperate with any of the following?



4.0 Achievements and Challenges

This section highlights the achievements of the P/Is to date and some of the challenges faced in meeting respective objectives. It is intended to provide a overview of the diversity of activities, objectives and levels of action undertaken by P/Is. It is based on two main sources of evidence. The first type of documentary evidence is that available in the public domain that arises from monitoring and evaluation reports and assessments. The second type are accounts of achievements and challenges offered by representatives of the P/Is.

4.1 Systematic Assessments

The work of at least six of the P/Is has been monitored, assessed or more formally evaluated in recent years.

EFA-FTI

The most comprehensive and searching evaluation of a P/I in recent years is undoubtedly the high profile mid-term review of the EFA-FTI conducted in 2008 (Cambridge Education, Moroko Ltd. and Oxford Policy Group, 2010). Overall the evaluation team judged that the aims of EFA-FTI were and remain important and that FTI has made a number of positive contributions. Most progress towards Universal Primary Completion was judged by the evaluation team to have been achieved through national efforts drawing on domestic resources and initiatives. Nonetheless international assistance had made a valuable contribution. The FTI has been an important, inclusive global forum, especially for donors. It has played an important role in keeping Universal Primary Completion and EFA on the international agenda. It has reinforced the focus of education donors on supporting country-owned plans and processes and has sought to further the aid effectiveness agenda. However, it has fallen short of its ambitions and of its reasonable expectations. Resource mobilisation has been disappointing, globally and in most countries and its added value in addressing the key gaps has generally been less expected. The expected contribution to policy and planning as well as financing has been limited, with most emphasis being placed on the endorsement process and less on the subsequent monitoring and review of implementation at country level. Weaknesses lie in terms of design, implementation, governance and management and in monitoring and feedback. The FTI has remained a weak partnership, with weak accountability, and has not delivered the "compact" it promised. What began as a donor initiative has 'essentially remained one, with partner countries having only a limited voice'^{xxxii}. Notwithstanding the weaknesses observed, EFA-FTI stands as one of the most ambitious global initiative since Dakar and, with its focus on the funding of EFA plans one of the most integrated with the broader EFA reform process. Following this evaluation the EFA FTI has been reformed, full details of available at www.educationfasttrack.org/about-fti/reform

DESD

Assessments of the work of the DESD are of two types (i) assessment of effectiveness in relation to DESD core objectives and (ii) assessment of the potential linkages between DESD and EFA. DESD charges UNESCO with the dual responsibilities of leader and

global coordinator of the DESD and implementer. These are ambitious goals. The 2009 DESD Global Report *Learning for a Sustainable World; Review of Contexts and Structures for ESD* identified a number of positive achievements and challenges for the future. A number of UN agencies have undertaken work within the DESD framework. However, much work remains to be done before a concerted ‘delivering as one’ UN response becomes a reality. Some 79 out of 97 countries who responded to an evaluation questionnaire claim to have established an ESD National Coordination Body. Though these bodies have been established, more insight and thought needs to be given to the role that they are supposed to play. ESD is appearing in more and more national policy documents and in national education policies and curriculum materials. Most countries report the lack of structure to facilitate the interdepartmental governmental cooperation that is so necessary for ESD. ESD research, development and dissemination is limited in most parts of the world. At the same time there has been a remarkable increase in ESD networking regionally and internationally. In most countries, public budgets and/or economic incentives for ESD are minimal or almost completely absent. There is some evidence however that financing and budgeting for ESD is being taken into consideration across ministries by determining how ESD aligns with key documents in different sectors to facilitate coordinated funding and inter-sectoral programming for ESD at the national level^{xxxii}.

The potential synergies between ESD and EFA, especially at country level, have been addressed in a comprehensive document *EFA-ESD Dialogue: educating for a sustainable world (2008)*^{xxxiii}. Five main strategies are proposed. In the first - constituencies, learning and ownership - ESD and EFA are positioned as ‘learning partners’ for improved mutual understanding and the development of common research agenda. A second strategy is the building of alliances with bilateral and multilateral donors in which the ‘added value’ of linking ESD and EFA are emphasised. A third is the integration of ESD into the processes of EFA. Examples of integration include the inclusion of ESD as an element in National EFA plans, the inclusion of ESD as an element of GMR web consultations and reports and the bringing together of ESD and EFA constituencies. A fourth strategy is a move to joint monitoring and assessment and a fifth is the capacity development for leadership for EFA and ESD.

IATT Education and EDUCAIDS

Given their interconnectedness, reviews of IATT Education and EDUCAIDS are considered together. A review of the IATT Education was carried out between September 2005 and May 2006. The review documented achievements, added value, gaps and weaknesses of the IATT, leading to a set of proposed structural and functional options to improve its capacity and performance. Following the recommendation from a second independent evaluation, the UNAIDS Committee of Cosponsoring Organizations instructed the Secretariat to facilitate a systematic comparative assessment of existing Inter Agency Task Teams and other existing global programmatic mechanisms. IATT Education participated in the process, and has been recognised as an important part of the subsequently streamlined global coordination and networking mechanism^{xxxiv}. In a separate study published in 2008 the education response to HIV and AIDS was evaluated in four countries, Jamaica, Kenya, Thailand and Zambia^{xxxv}. Achievements included a strengthened education section response in all countries, increased levels of knowledge

and awareness of HIV and AIDS, increased visibility of the disease and reduced stigma and discrimination, development and fine tuning of policies, the integration of HIV and AIDS in curricula, the establishment of structures for implementation improved access to therapies and good examples of best practices. Challenges continued to lie in the dissemination of policy, enforcement and monitoring; defining a priority agenda and priority actions, negotiable and non-compulsory nature of curricula, prevention focus and messages, the scope of teacher training and support, links with non education actors, services and support, funding and resources and accountability. An independent evaluation of EDUCAIDS, commissioned by UNESCO, was completed in 2009. The evaluation found that EDUCAIDS had contributed to the education sector response to HIV & AIDS in some countries. Progress has been particularly strong in the areas of policy development, planning, co-ordination, integration of HIV in secondary school curricula for learners and teachers, and care and support for learners. In some of those countries the initiative was found to have made a contribution to the education sector response through the provision of resources, the strengthening of coordination mechanisms and the sharing of best practices. However, the 2009 evaluation reported that EDUCAIDS was still not widely known, understood and used that time^{xxxvi}. To address this, UNESCO has scaled up its work on promoting comprehensive education sector responses to HIV and AIDS through strategic partnerships with regional economic bodies, other UN agencies and civil society organisations, particularly in building a stronger evidence base for the education sector's role and response to HIV and AIDS through policy reviews, assessments and monitoring and evaluation. Initiatives to support the roll out and scale-up of sexuality education programmes in schools and teacher training institutions are also underway.

The above mentioned assessments and evaluations focus on the work on IATT Education and EDUCAIDS in relation to their stated objectives. A further assessment of EDUCAIDS, published in 2006, was undertaken to explore, *inter alia*, how it links with other initiatives and the potential for joint action^{xxxvii}. At the country level several important lessons have been learned to date. Participatory structures at the country level need to ensure adequate representation of hard to reach groups. Ongoing efforts must not be sidelined. Capacity building is needed for staff charged with leadership and implementation. Donor agencies need to match their substantial financial commitments with improved managerial and technical capacity within their organisations. More case studies of impact are required.

UNGEI

A formal evaluation of UNGEI's work is being undertaken during 2011. What follows are interim findings based on an organisational self reflection and a 'documentation of its activities and its value-added function in advancing the Millennium Development Goals as they relate to gender, education, poverty reduction and the Education for All Goal^{xxxviii}'. UNGEI has undoubtedly provided additional momentum for the education of girls worldwide. Judged to have evolved differently in each region and with varying foci it has adopted three main strategies (i) technical outputs and capacity development (ii) policy dialogue and advocacy, and (iii) coordination and alignment with the prevailing aid architecture. Through creating and sharing tools, resources and best practices it has filled knowledge and information gaps. It has worked with regional bodies and national

ministries of education on gender audits and education policies. It has used its collective voice to raise awareness and to influence policy dialogue. It has worked globally through engagement with the Global Monitoring Report process and publication, with EFA processes, including the High Level group meetings and with FTI processes. It has worked regionally to develop and disseminate 'technical mechanisms', to develop capacity and engage in dialogue with governments. At global, regional and national levels UNGEI promotes greater alignment with the aid architecture to enhance and sustain aid allocations for girl's education. UNGEI has improved access to information to all partners (including multi- and bi-lateral organizations) to increase efficiency and avoid duplication and overlaps. Despite considerable achievements UNGEI is aware of a number of limitations and challenges. In general 'the partnership has been more successful at the global and regional levels than at the country level'^{xxxix}. In some countries, important strategic partners have been overlooked, resulting sometimes in a duplication of effort and dilution of voice. Ownership at the country level has not always been achieved. While some partners identify UNGEI as UNICEF, some national governments perceive UNGEI as one more burdensome initiative imposed by international agencies. Poor communication flow and lack of coordination has weakened UNGEI's impact in countries. And while UNICEF has funded the UNGEI Secretariat to manage global level work, funding at the regional and country levels has been constrained because of insufficient ownership by all partners. In some countries weak technical capacity has limited the communication of key messages and the promotion of interventions. To realize its vision 'the UNGEI network must become more active and effective at the country level by identifying and rectifying the issues that have thwarted its success'^{xl}.

UNLD

A mid decade review of UNLD, published in 2008, highlights its positive role as a 'rallying cry and banner for renewed international commitment to literacy'. The Literacy Initiative for Empowerment (LIFE) programme offered a new commitment to literacy and has borne fruit. It offers a global strategic framework for collaborative action to enhance literacy efforts in 35 countries that have a literacy rate of less than 50 per cent or an adult population of more than 10 million without literacy competencies. Its coordination by UNESCO's Institute for Lifelong Learning, has provided an effective catalyst for planning, capacity development, partnership-building and the mobilization of new funds for literacy. More importantly, a number of countries have taken important action in strengthening their literacy policies, which has led to a noteworthy decrease in the total number of illiterates. Broader shifts in strategy within international development policies, towards equitable growth, governance and social inclusion, have facilitated a greater policy focus on literacy. Regional and sub-regional conferences have provided fresh momentum, new policies and stronger institutions. Clearer evidence provides a stronger platform for promoting literacy. Recent editions of the EFA Global Monitoring Report have provided data and analyses which show the value and benefits of literacy and demonstrate the need for specific attention to literacy in terms of both policies and resources, with appeals to the international community to act commensurately with the challenge. Improved methodologies of assessment and monitoring provide a better basis for planning and action. The Literacy Assessment and Monitoring Programme run from the UNESCO Institute for Statistics is being piloted to arrive at a more complete and detailed assessment of current literacy levels, as a basis for better analysis of the

challenge and more targeted action. In the area of literacy provision, a Management Information System developed by UNESCO allows countries to map NFE and literacy provision as well as to monitor and evaluate the implementation of their NFE programmes and measure progress towards their literacy policy goals^{xli}.

4.2 Achievements: self evaluations by P/I focal points

Focal points were invited to provide three examples of impact at country level. Copious examples of *activities* were offered by most respondents. These are presented in Annex 1. They range from initiation and/or support for specific curriculum or health programmes to capacity building workshops to policy guidelines and technical guidelines and tools, to shifts in financial allocations to inputs to plans. While these cannot be said to provide evidence of impact on measurable EFA and MDG outcomes they are all relevant to their achievement.

Some P/Is claim to be able to identify the ‘direct beneficiaries’ of their actions. For example HGSF claims to have increased benefits for social protection and for education for about 22 million children per year in 63 countries and notes that there are many more (but an unknown number) who are beneficiaries of national programmes. HGSF benefits education through increased enrolment, attendance, cognition, and educational achievement, although the scale of benefit and the evidence of effect vary with feeding modality. HGSF claims that about 13 million children were de-wormed in 2009.

Most P/Is are unable to make claims of this kind, especially those whose main function is to generate knowledge and awareness and engage in policy dialogue, especially at the global level. For example IATT Education provides a global venue for a wide range of stakeholders. It works across large numbers of countries to strengthen the evidence base to inform decision-making and strategy development. One of its key achievements is a global survey completed in 2004 to assess the readiness and responses of the education sector to HIV and AIDS in over 70 countries. A second round of the global survey launched in 2009 (to be completed in mid-2011) is assessing the progress and performance of and implementation bottlenecks in the education sector engagement in national AIDS responses in 40 countries^{xlii}.

INEE’s function is to contribute to the establishment of education in contexts of emergency through its development, printing and distribution of tools and the INEE Minimum Standards for Education (2004) and one update (2010), as well as tools on quality education, safer school construction, inclusive education, gender, financing education in emergencies. It has contributed to advocacy for the creation of the IASC Education Cluster and for the United Nations General Assembly’s Resolution on Education in Emergencies. The function of OOSCI is different again. Launched in 2010 to generate knowledge about out of school children in order to influence policy a survey has been successfully launched in 25 countries and regional capacity development workshops have been organized. And a conceptual and methodological framework has been finalized within a participatory process engaging country, regional and global teams of partners and experts. The main achievements of the CCNGO/EFA are claimed to have been the visibility and credibility given to civil society organisations and networks within the EFA

movement. In particular it has enabled UNESCO to draw on the expertise and support of civil society in both its advocacy and substantive EFA work. A number of major studies on the engagement of civil society with EFA have been produced.

4.3 Challenges: self evaluations by P/I focal points

Focal points were invited to identify the ongoing challenges they faced in their work. Responses fall neatly into two groups - challenges at the global level and challenges at the national level. Little is mentioned explicitly about challenges faced at the regional level.

4.3.1 Global level challenges

The Process of Coordination

The extent of coordination required among core partners and other important stakeholders varies across the P/Is but all face challenges in negotiating effective ways forward. HGSEF for example speaks of ‘a loosely structured partnership framework, focussing most of its efforts in selected countries’ as offering the most sensible solution currently. OOSCI notes the challenges it is facing currently in the coordination of a large-scale study.

Secretariat Capacities

A number of the P/Is have a Secretariat, usually very small, that acts as a central hub for the flow of communications. Others lack this and although they achieve much through good will, the interest of participating partners and the intrinsic technical power of the web, they also note the benefits that could be expected to follow if their secretariats were stronger.

UNESCO coordinates 11 of the 23 P/Is alone, or jointly with another partner (cf. Table 1). In general the costs of UNESCO coordination (beyond salaries) are modest. Even so, for some of the UNESCO-coordinated P/Is these are over-modest. Four of the eleven raised particular concerns. The CCNGO/EFA focal point identifies resource/staff shortages that constrain communication and follow-up work with members of the network. The INEE focal point needs more staff capacity to handle requests. The FAO ERP focal point calls for UNESCO to step up its leadership role, while UNESCO’s input to RTE has lapsed following the retirement of a key member of staff. In our survey we did not explore the administrative costs of maintaining a coordinating secretariat (as distinct from administration in general) by the 23 P/Is. At this stage it is difficult to conclude whether UNESCO’s inputs to the secretariats of the P/Is it promotes need to be increased and/or whether the optimum number of P/Is supported by UNESCO needs to be re-assessed.

4.3.2. Country level challenges

P/Is identify three main challenges in their working partnerships with countries.

Lack of Technical and Managerial Capacity

Several P/Is noted a need for greater capacity at national level to lead and implement programmes. HGSEF notes that smallholders need more technical support and co-operatives need better management and leaderships. OOSCI and UNLD highlight the

rather low levels of research capacity in some countries. UNLD underlines the high and largely unmet demand for technical and financial assistance to enhance research capacity.

Lack of political will and national level engagement.

Several P/Is underlined the difficulties faced in their work through a lack of political support at the national level.

Funding for Activities at Country Level

Lack of funding was not overriding concern for most P/Is, though for some it was critical. The Right to Education points to an absence of concrete funding for projects/programmes on the ground from several of its main partners, limiting its impact at country level. HGSF points out that, despite the scale of its large size of its overall budget, non-budgetted start-up costs are needed for some of its activities. IATT Education notes that the education response to HIV/AIDS is inadequate, and becomes the more so in a financial climate where partners are looking for prioritise investments in areas that demonstrate performance and results.

5.0 Conclusions, Future Directions and Recommendations

One of the greatest challenges faced by all global initiatives is how to work effectively in partnership with countries. Since before the World Conference on EFA (1990, Jomtien, Thailand) it has been clear that the heart of EFA activity at the country level has been driven largely by national governments. However, the creation and maintenance of an EFA global ‘movement’ has been driven largely by powerful inter-governmental organisations. The interaction between forces for change rooted in national institutions and political systems and those rooted in inter-governmental and non governmental agencies is complex.

At Jomtien it was acknowledged that the heart of EFA lies at the country level. The consultative EFA Forum was created to ‘serve national follow-up action and serve it effectively’. In an evaluation of the EFA Forum’s work through the 1990s we wrote

From their pro-active role as initiators and mobilisers, the Convenors now set in place mechanisms intended to be re-active and supportive of an international process in which national agencies were expected to play a pro-active role. But national agencies had neither played, nor were about the play, a strong role in the international process. The transition from master to servant, in a situation where the new master (national follow-up action) was, in many contexts, very weak, was likely to lead to ambiguities of roles, authorities and responsibilities^{xliii}.

At the World Education Forum in 2000 in Dakar, Senegal the role of the Forum was reviewed and new mechanisms, notably the High Level group, the working group and the EFA flagship and other P/Is came to take the place of the Forum. Functions were separated - notably monitoring (developed by the Global Monitoring Report working in conjunction with UIS), funding (developed by the EFA-FTI) and advocacy (taken forward by many groups, including many of those included in this study). All of these initiatives since Dakar continue to present themselves as ‘serving the heart’ of EFA, defined as national level action.

The world has moved on since 2000 and the EFA discourse is apparent in the policy texts of many more national governments than was the case at the time of Dakar. But policy rhetoric and policy action are not the same, neither at the global nor at country level. For P/Is considerable challenges remain in linking global advocacies with national and local advocacies and in generating, sharing and using context-relevant knowledge.

Indeed, the most recent Report on the Reform of the Global Education for All (EFA) Coordination Mechanism to the 186th session of the UNESCO Executive Board highlights continuing problems faced by the global community in serving national action^{xliiv}. While re-iterating the rhetoric that ‘the heart of EFA lies at the country level’ the report asserts that ‘global EFA coordination, however, has not adequately taken into account and reflected EFA activities at the country and regional levels. Further, the current mechanism does not enable countries and regions to fully communicate their achievement, experiences and concerns to the global level’. As a result there is too sparse

knowledge and systematic information sharing. The report also notes the challenges faced by the five EFA convening agencies (UNESCO, UNICEF, the World Bank, UNFPA and UNDP) in achieving coherence and complementarity with the UN system and supporting national efforts effectively.

The results of this modest review of the work of 23 P/Is confirms the general observations noted in the Report of the Director-General to the 186th session of UNESCO's Executive Board (186 EX/6 Part II)^{xlv}. An enormous amount of international activity in support of EFA is ongoing but it is extremely difficult, if not impossible, to attribute causal links between this activity and material change on the ground. It ranges from establishing and maintaining partnerships, advocacy and policy dialogue, knowledge generation, to resource mobilisation and actions on the ground, such as school feeding. While EFA Goal 2 attracts the strongest focus the other five EFA goals have not been sidelined, with each being the main focus of interest of 4-5 P/Is each. The most frequently cited EFA strategies (among the twelve noted at Dakar) are the mobilisation of national and political commitment and the implementation of integrated strategies for gender equality and the promotion of EFA policies within a sustainable framework linked with poverty elimination and development strategies. Somewhat surprisingly only one P/I (UNGEI) selected the strategy of 'build on existing mechanisms to accelerate progress towards EFA. This last finding deserves serious consideration, if EFA is to be achieved on the ground. 'Building on existing mechanisms to accelerate progress towards EFA' is generally more challenging than creating new mechanisms. But it is a challenge which P/Is must take seriously if they want align with country policy objectives and implementation structures.

While many P/Is have extensive relations of cooperation within their respective partnerships and networks, it is also clear that there is a high degree of cooperation among the P/Is. Most P/Is report cooperation with at least four other P/Is. HGSEF, UNGEI and IATT Education report cooperation with at least ten others. Conversely, UNGEI and EFA-FTI are mentioned by others as the most effective cooperating P/Is. A small number of P/Is appear to cooperate with none of the other P/Is included in this study, though they each have extensive networks of relations with partners that fall beyond the scope of this study.

Since 2000 it is clear that national level action by P/Is in some countries has been strong and good use has been made of the resources made available at the global and regional levels. But myriad ambiguities of role, authority, responsibility and accountability continue to bedevil the effective interaction between the national and the global, especially in the countries furthest away from the EFA and MDG goals. Countries with weak policy and planning infrastructures are not only least likely to make rapid progress towards EFA; they are also least likely to assert themselves and be able to choose and use the myriad regional and global resources on offer. It may also be the case that, from the perspective of weaker countries, there are too many resources on offer, too many messages to be synthesised and too many servants to be mastered. While many P/Is have been able to point to activities at country level, evaluations of the work of two of the largest and most effective P/Is – EFA-FTI and UNGEI – underline the challenges faced at country level. The interaction between national level policy and planning institutions and P/Is in the production of well funded plans of action is neither straightforward nor always

harmonious. Different agendas and, often, weaknesses in leadership, technical and managerial capacities continue to stymie progress. And even the production of well funded, national plans of action are/were produced through the productive interaction of multiple partners such country level plans of action are but one link in a long chain of actions that must occur if any one of the EFA goals is to be reached. National political will and national, funded plans of action are necessary but not sufficient ingredients in the quest for EFA. Indeed political will operates at multiple levels of a system, especially in highly decentralised systems, and can be double-edged and contradictory.

In addition to major challenges faced in effectiveness at country level P/Is also pointed to challenges intrinsic to their own operations within a global space. The process of effective coordination among the core partners of a P/I, to say nothing of coordination and cooperation among large numbers of potential partners at the global, regional and national level is challenging in its own right. All P/Is appear to operate with either a very small and modestly funded central secretariat, or with no secretariat at all. Among the 23 P/Is studied UNESCO is responsible for the coordination or joint coordination of 13, five of which are facing severe human and financial constraints currently.

Staff in many P/Is are generating good quality analyses, new knowledge and high quality publications about EFA and about how to make it happen on the ground. However, even with high speed internet some of these publications are difficult to locate. While some P/Is have up to date websites with working links to other sources of documentation, others have no website or out of date websites. At the same time, all P/Is need to remember that still only a fraction of the world's population is internet-connected, and many of those who are do not use it as a working tool. The availability of copious amounts of print material, in languages that can be read, remains vitally important.

Before moving to some modest recommendations it is worth pausing and reflecting on whether improved coordination is always a necessary good, on who needs global initiatives, on what our collective education goal is and towards what end goal of development we are striving.

Who needs to coordinate better and with whom and why? needed?

In his provocative *The White Man's Burden*, Bill Easterly questions the overall architecture of aid and development. He reminds us that improved coordination between aid agencies has been on the aid agencies' agenda since the beginning of aid^{xlvi}. In 1969 the Pearson Commission urged improved coordination among multilateral and bilateral aid-givers and those of aid-receivers (Easterly, 2006, p. 167). In 2005 the Paris Declaration on Aid Effectiveness called for improved coordination along two dimensions - alignment of donor countries behind the policy objectives set by developing countries and harmonisation of efforts between donor countries to simplify procedures and share information to avoid duplication. Easterly maintains that 'these continued calls for coordination and complaints about lack of coordination illustrate that everyone knows it is desirable but is unable to change anything to achieve it' (Easterly, page 168). The negotiation of global external assistance strategies by governments with donors adds to rather than solves the fundamental coordination problem since the very need to engage in

complex negotiation puts yet one more strain on a very small number of decision makers in the recipient government.

Coordination plans have failed to achieve coordination for four decades. Coordination is impossible under the current aid system, when every agency reports to different bosses who have different agendas. (Easterly, 2006, page 168)

This observation raises the general question: who needs to coordinate with whom better, and why?

This is an important question that should be addressed periodically and could usefully be raised among the 23 P/Is at future meetings. The general question prompts a further question about whether some types of coordination are more feasible and effective than others.

At a minimum I would suggest that one type of improved coordination activity that is feasible is the sharing of information about EFA-related activity at all levels of the system - country, region and global. Improvement of flows of and accessibility to information about EFA-related activity (including information about the 23 P/Is included in this report) by those who aspire to achieve EFA and wish to make it happen on the ground is a good thing.

What is our collective education goal?

All the above considerations are subordinate to the main goal of our activity – improved access to meaningful education and learning on the ground for millions of children, young people and adults worldwide. In one sense the aggregation of actions of P/Is are but a drop in the ocean of activities and aspirations that will make the dream of EFA a reality. In another sense it is a P/I's focus on action on the ground that must constantly inform its actions. Progress towards EFA requires enormous determination and perseverance over a long period of time by a critical mass of committed stakeholders. There are no quick fixes, no brain injections, no magic bullets for EFA. But there is aspiration and a determination to make things happen on the ground. Political will and determination is required at the global and regional level, as well as at the national level.

What is our collective development goal?

Advocacy for EFA is and remains a core function of almost every P/I studied. However, the messages being advocated are numerous. While some argue for greater provision of school places, greater numbers of qualified teachers and greater inclusion of marginalised groups, others argue for a greater emphasis in the curriculum on important development themes (e.g. HIV&AIDS, health, climate change). Moreover, underpinning many of these arguments about more and different education are sometimes rather different conceptions of what constitutes development and where the focus of development should lie. If one's development aspiration is global economic growth (e.g. PfE) then one is most likely to emphasise the modern sector skills needed by at least some of the future labour force. If one's development aspiration is an improvement of the lives of the majority of the world's

population living in poverty in rural areas (e.g. ERP) the education emphasis is likely to be different. And if one's development aspiration is international peace and a sustaining of the world's resources for the future (e.g. DESD) then the implications for education are different again. Moreover, the constellation of development objectives and aspirations of international and national agencies, and of civil society change over time. Within any given national context it is vital that regional and global partners are aware of national debates about development, both current and historical. They should not assume that, at any given time, all nations share the same goal(s) of development. They should also remind themselves that rapid progress towards EFA has taken place, historically, within very different regimes with very different development goals.

Recommendations

With those larger questions in mind, and recognising that increases in knowledge and awareness of as much EFA-promoting activity as possible are usually a good thing, I offer a number of modest recommendations for P/Is and for UNESCO, designed to clarify their respective education and development objectives, their assumptions about how their actions contribute to the global movement for EFA on the one hand, and regional and country movement towards EFA in regions and countries on the other. In the interests of increased knowledge among the P/Is it is suggested that some of this reflection be undertaken in joint meetings.

Recommendations for all P/Is

1. Each P/I to reflect whether and how it makes an impact on the participation of children, young people and adults in education on the ground - and to undertake a results analysis of how, in particular and various contexts, this might happen. In the case of P/Is with a global or regional remit alone, undertake an analysis of how action at this level might influence action at the country level.
2. Each P/I to reflect on its comparative advantage in its links with all EFA and *all* MDG goals especially at country level (e.g. youth, adults, health, agriculture) and to consider its role in contributing to the development of these. Avoid the temptation to specialize in and contribute to every goal.
3. Each P/I to reflect on its implicit model of social and economic development and its contribution to it via education.
4. Each P/I to review and improve where necessary the clarity of accessible information about its functions (e.g. policy dialogue, resource mobilisation), its intended arena of action and impact (e.g. global, regional, all countries, specific countries), Avoid the temptation to claim to do everything everywhere.
5. Each P/I to acquaint itself better with the work of other P/Is whose intended arena of action and impact are similar to its own.
6. In the case of multi-partner partnerships, P/Is to strengthen links internally.

7. P/Is to engage in mutual advocacy for EFA and for the contribution of education to all the MDGs.

8. P/Is to consider the finding that ‘building on existing mechanisms to accelerate progress towards EFA’ appears not to be a dominant strategy of their work. In contexts where existing mechanisms are likely to be those used most in the implementation of EFA all P/Is need to learn more about what those mechanisms are and how to engage with them.

Some or all of the above should be undertaken as joint exercises across the P/Is.

Recommendations for UNESCO

1. Reassert the EFA messages emphasizing (i) the role of each P/I in the achievement of EFA goals (ii) the contribution of EFA to the achievement of the non education MDGs as well as the education MDGs.

2. Create an improved web space for the EFA Global Partnerships in which all the P/Is included in this review are listed, described and linked to their respective websites. Include space for a wide range of new and current EFA initiatives beyond the 23 P/Is identified in this report. Include links to myriad data bases and websites of good research and operational guidance on EFA not only from within UNESCO (such as the GMR) but also from within the international research community.

3. Improve the frequency and regularity of internal consultations between different UNESCO units such as the EFA Global Partnerships Team, the UNLD and DESD teams to achieve more harmonized advocacy, mutually enriching agendas and joint action.

4. Address resourcing issues raised by some of the P/Is coordinated solely or jointly by UNESCO (notably CCNGO/EFA, CGECCD, ERP and RTE).

5. Maintain a pro-active process dialogue on strategy with the other EFA partners through frequent and informal consultations and meetings – in order to generate/maintain a mutually supportive and collectively committed approach to pursuing EFA.

6. Facilitate improved coordination of partner and national interests at country level through the production of national EFA plans.

7. Include all 23 P/Is in the annual Global EFA Meeting (proposed recently by UNESCO to its Executive Board), whether in their capacity as regularly invited organizations or not.

Annex 1 Examples of P/I activities at country level

DESD	<ul style="list-style-type: none"> • Ecuador: Joint programme for the conservation and sustainable management of natural and cultural heritage of the Yasuni Biosphere Reserve • The Maldives: Capacity building workshop on climate change education • Vietnam: Action Plan on Climate change responses in the Education Sector
ERP	<ul style="list-style-type: none"> • Regional workshops in Asia, Africa, South America and the Caribbean regions for Ministries of Agriculture and Education and members of civil society
FRESH	<ul style="list-style-type: none"> • Iran: Support for National Integrated School Health Screening Programme to identify children with early signs of health problems. • Pakistan: Development of the National School Health Programme with a strategic approach for improving health and education (following the FRESH framework) • Philippines. Implementation of the 'Fit for School' programme since 2003. Interventions at school level include daily supervised hand washing with soap, daily supervised tooth brushing and bi-annual de-worming of all children. The evaluation of the programme has confirmed positive results
HGSF	<ul style="list-style-type: none"> • Ghana: Stakeholders workshop to discuss targeting and coordination among Ministries and improved links with small-holder farmers • Haiti: Support for the Ministry of Education to improve the quality of national school feeding programmes • Lao People's Democratic Republic: Support for inclusion of school feeding in FTI application
INEE	<ul style="list-style-type: none"> • INEE tools, including the INEE Minimum Standards have had impact in countries around the world • INEE has initiated in country consultative workshops with representatives from Ministries of Education and others on the ways in which education mitigates or exacerbates fragility
OOSCI	<ul style="list-style-type: none"> • Country teams mobilized with engagement of government counterparts • Dialogue engaged among all education stakeholders on education statistics, barriers to access and effective policies and strategies

	<ul style="list-style-type: none"> • Capacities built on data and policy.
PfE	<ul style="list-style-type: none"> • Jordan, Rajasthan/India, Egypt, Palestine: GEI country initiatives • Rwanda launch and pilot of the Global Education Alliance Model
RTE	<ul style="list-style-type: none"> • Increased awareness of the right to education of disabled persons in the countries participating to regional workshops.
IATT Education	<ul style="list-style-type: none"> • The IATT Education functions mainly at global level. Policy recommendations and technical guidelines and tools developed by the IATT Education in partnership with its partners have been taken up by their constituencies at country-level to help participating countries better understand the impact of HIV and AIDS on education, identify key problems and gaps in their response to date, and guide future programming and planning at country level
UNGEI	<ul style="list-style-type: none"> • India: UNGEI advocacy has contributed to passage of Right to Education Act in India in 2010; sub-national girls' education partnerships are a strategy there to promote girls' education with a focus on marginalised girls • Nigeria: advocacy at policy level resulted in the allocation 19% of the Education budget to girls' education in some states • Zambia: gender audit of national education programme has resulted in gender-sensitive re-entry policy for pregnant schoolgirls being formulated and implemented
EDUCAIDS	<ul style="list-style-type: none"> • In Namibia, the implementation of a strong HIV and AIDS workplace policy and wellness programme, with technical support from UNESCO and other EDUCAIDS partners, is expected to have many benefits for education personnel, teachers, learners and the education system as a whole. Thus far, about half of the 13 regions and 35% of the teaching workforce have been reached through the progressive roll-out of 'EduSector Health Days' –an innovative intervention facilitating access to HIV Counseling and Testing (HCT) and other health services among education personnel. • In Kazakhstan, the UNESCO Almaty office is working together with the Ministry of Education and Science (MoES) in the priority area of HIV prevention education. This work on EDUCAIDS has included a strong capacity-building component - UNESCO supported the MoES and the national in-service teacher training institute to develop resources on HIV prevention education for teachers and pilot them through participatory workshops. • Viet Nam was selected as a 'best practice' example in the coordination of HIV prevention efforts. UNESCO is an active member of the UN Joint Team in Viet Nam and as the lead agency of the UN Education Sub-Group, UNESCO has been instrumental in supporting strategic planning and inclusion of HIV and sexuality education in national

	strategy documents and supporting the monitoring and evaluation of HIV and AIDS education in the country
UNLD	<p>The Literacy Initiative for Empowerment (LIFE) has impacted literacy at national level in:</p> <ul style="list-style-type: none"> • Mali, Afghanistan, Senegal, Niger, Pakistan, Nigeria: through stronger political commitment and partnerships to advance literacy • Benin, Burkina Faso, India: through additional funds and budgetary allocations for literacy and adult education • Brazil, Morocco, Egypt, Indonesia, Bangladesh: through enhanced capacities among policy-makers and literacy providers to design and deliver good quality programmes, and of vibrant exchange and mutual learning on experiences through and South-South cooperation • Brazil, China, India, Nigeria (LIFE countries): through major campaigns

Notes and references

- ⁱ Not all initiatives have adopted acronyms. Where these are not available the author has created them.
- ⁱⁱ The six are EFA-F'TI, DESD, IATT, EDUCAIDS, UNGEI and UNLD
- ⁱⁱⁱ http://www.unesco.org/education/efa/know_sharing/flagship_initiatives/index.shtml Accessed March 14th 2011
- ^{iv} Note however that these categories are not mutually exclusive. For example, the flagships contain target groups (e.g. ERP, RTE) and initiatives with a strong curriculum focus (e.g. FRESH, EDUCAIDS)
- ^v <http://www.educationforall2015.org/> accessed March 9th 2011
- ^{vi} http://portal.unesco.org/education/en/file_download.php/6bb114d7b0b2d6111d0fe70020f0d4d8FinalReportCngo2003PA.pdf
- ^{vii} Ibid
- ^{viii} <http://www.ecdgroup.com/aboutus.asp> Accessed March 10th 2011
- ^{ix} http://www.fao.org/sd/erp/ERPflagship_en.htm Accessed April 15 2011
- ^x http://www.unesco.org/education/efa/know_sharing/flagship_initiatives/fresh.shtml Accessed Feb 8th 2011
- ^{xi} <http://www.campaignforeducation.org/resources> Accessed Feb 8th 2011
- ^{xii} <http://www.ilo.org/ipec/Action/Education/GlobalTaskForceonchildlabourandeducation/lang--en/index.htm> Accessed Feb 15 2011
- ^{xiii} <http://www.schoolsandhealth.org/sites/ffe/key%20information/home-grown%20school%20feeding%20-%20a%20framework%20to%20link%20school%20feeding%20with%20local%20agricultural%20production.pdf> Accessed April 15th 2011
- ^{xiii} <http://www.teachersforefa.unesco.org/About%20Us> Accessed April 15th 2011
- ^{xiii} http://www.unicef.org/infobycountry/Turkey_54125.html Accessed Feb 8th 2011
- ^{xiii} Questionnaire response
- ^{xv} <http://www.teachersforefa.unesco.org/About%20Us> Accessed April 15th 2011
- ^{xvi} http://www.unicef.org/infobycountry/Turkey_54125.html Accessed Feb 8th 2011
- ^{xvii} Questionnaire response
- ^{xviii} http://www.unesco.org/iiep/PDF/pubs/Partnerships_EFA.pdf Accessed April 15th 2011
- ^{xix} <http://unesdoc.unesco.org/images/0015/001529/152981e.pdf> Accessed April 15th 2011
- ^{xxi} http://www.ungei.org/infobycountry/247_712.html Accessed Feb 8th 2011
- ^{xxii} Questionnaire response and UN Joint Statement http://www.unicef.org/media/media_52884.html Accessed Feb 9th 2011
- ^{xxiii} Building a more sustainable world through Education, UN Decade of Education for Sustainable Development (2005-2014) and the Inter-agency Committee for the DESD, Paris

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- ^{xxiv} Questionnaire response
- ^{xxv} Questionnaire response and <http://unesdoc.unesco.org/images/0014/001473/147360e.pdf> Accessed April 15th 2011
- ^{xxvi} UNGEI at 10: a journey to gender equality in education (2010) New York, UNGEI
- ^{xxvii} <http://unesdoc.unesco.org/images/0018/001840/184023e.pdf> Accessed Feb 8th 2011
- ^{xxviii} UN General Assembly A/HRC/15/28 Draft Plan of Action for the Second Phase (2010-2014) of the World Programme for Human Rights Education
- ^{xxix} Plan of Action. World Programme for Human Rights Education, 1st phase, United Nations, UNESCO and the Office of the United Nations High Commissioner for Human Rights, New York and Geneva, 2006
- ^{xxx} Responses to the questionnaire were received in time for inclusion in the analysis from CCNGO/EFA, DESD, ERP, FRESH, GTF, HGSF, INEE, ITF Teachers-EFA, Parliamentary Network, PFE (partial response), RTE, OOSCI, UNAGTF, IATT Education, EDUCAIDS, UNGEI, UNLD. Responses to questionnaire items received after the completion of the draft report are not included in the tables.
- ^{xxxi} Cambridge Education, Mokoro Ltd. and Oxford Policy Management (2010) FTI Mid Term Evaluation Final Report, Vol 1, pp 1-12.
- ^{xxxii} <http://unesdoc.unesco.org/images/0018/001877/187757e.pdf> Accessed March 11th 2011
- ^{xxxiii} Wade, R. and Parker, J. (2008) EFA-ESD Dialogue: educating for a sustainable world, Education for Sustainable Development Policy Dialogue no 1, Paris, UNESCO
- ^{xxxiv} Questionnaire response
- ^{xxxv} <http://unesdoc.unesco.org/images/0015/001586/158683e.pdf> Accessed April 15th 2011
- ^{xxxvi} <http://unesdoc.unesco.org/images/0018/001871/187113e.pdf> Accessed March 9th 2011
- ^{xxxvii} <http://unesdoc.unesco.org/images/0014/001479/147916e.pdf> Accessed April 15th 2011
- ^{xxxviii} UNGEI (2010) UNGEI at 10: a journey to Gender Equality in Education, New York
- ^{xxxix} UNGEI (2010) UNGEI at 10: a journey to Gender Equality in Education, New York, page 3
- ^{xl} UNGEI (2010) UNGEI at 10: a journey to Gender Equality in Education: New York, page 37
- ^{xli} http://www.un.org/ga/search/view_doc.asp?symbol=A%2F63%2F172&Submit=Search&Lang=E Accessed March 9th 2011
- ^{xlii} Questionnaire response
- ^{xliiii} Little, A W and Miller, E (2000) the international Consultative Forum on Education for All 1990-2000, report to the EFA Forum Steering Committee, Paris, UNESCO
- ^{xliv} UNESCO Report to the Executive Board of UNESCO on the Reform of the Global Education for All (EFA) Coordination Mechanism, 186 EX/INF, Paris 10 May 2011
- ^{xlv} <http://unesdoc.unesco.org/images/0019/001919/191956e.pdf>
- ^{xlvi} Easterly, W. (2006) The White Man's Burden, Oxford, Oxford University Press