Concept note on the Post-2015 education agenda

Document submitted by UNESCO to the 37th Session of the General Conference
I. BACKGROUND

1. As the 2015 target year for the Education for All (EFA) goals and the Millennium Development Goals (MDGs) draws near, several inter-linked processes have been launched aiming at shaping the post-2015 development agenda. Reflections and debates are equally ongoing concerning the vision, shape and scope of the post-2015 education agenda as well as the way the future education agenda should be articulated with the post-2015 development agenda.

UNESCO’s role in the development of the post-2015 education agenda

2. Since 2012, UNESCO, as the global coordinating agency of the EFA movement, has played a lead role in facilitating consultations of Member States, civil society and other key stakeholders on the vision and position of education in the post-2015 agenda.

3. Within the United Nations-facilitated global conversation on post-2015, the thematic consultation on education was co-led by UNESCO and UNICEF. This involved a series of consultation meetings at regional and global level as well as with civil society and thematic online discussions. The Global Thematic Consultation on Education in the Post-2015 Development Agenda proposed “Equitable, Quality Education and Lifelong Learning for All” as the overarching goal for education. It also recommended developing specific goals, indicators and targets around a number of priority areas.¹

4. UNESCO, as lead agency for education for sustainable development (ESD), has been actively promoting the role of education in the follow-up to the United Nations Conference on Sustainable Development (Rio+20) and the current process for setting the Sustainable Development Goals (SDGs) and is working with partners to generate recommendations and define next steps to inform the post-2015 development agenda.²

5. It is now urgent to increase the engagement of line ministries, especially ministries of education, as well as other stakeholders from all regions in the goal-setting process. UNESCO will facilitate and support Member States in engaging in this process.

Present status of the broader consultations on the post-2015 development agenda

6. Several reports on the post-2015 development agenda reflecting contributions from a broad range of stakeholders have been released to date. While much has yet to be decided, the overarching framework of the post-2015 development agenda is likely to be defined by one set of global goals to eradicate poverty in the context of sustainable development. As regards education, it should be noted that its importance in development has been recognized in numerous reports.³

7. The Report of the High-Level Panel of Eminent Persons on the post-2015 Development Agenda was an important first milestone. Released in May 2013, this report summarized the outcomes of global consultations on the post-2015 agenda. Of note is that UNESCO’s sustained advocacy efforts over the years for a rights-based approach to education, a holistic lifelong learning perspective and the need to increase attention to equity and quality of education were visible in the recommendations. “Provide Quality Education and Lifelong Learning” was proposed in the report as an overarching goal and a core pillar for building more inclusive,

³ The importance of education has also been recognized under other themes of the global MDG consultation, including in the Post-2015 Thematic Consultation on Environmental Sustainability. A “good education” was voted as the top priority, before better health care and good governance in MY WORLD, a United Nations global survey aiming to capture priorities for the next set of global goals to end poverty. See: http://data.myworld2015.org/
sustainable and prosperous societies. Priority education targets are proposed as illustrative examples in the report, which can be used as a basis for further discussions.

8. The report by the United Nations Secretary-General to the General Assembly on post-2015 of July 2013 draws on the reports of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda, the United Nations Development Group (UNDG) consultations, the United Nations Global Compact (UNGC), and the Sustainable Development Solutions Network (SDSN). The report underscores the importance of high-quality education and learning from early childhood to post-primary as well as life skills and vocational education and training. It is noteworthy that the report calls for a universal framework with one set of goals relevant to all nations, with a core focus on poverty eradication and sustainable development.

9. The progress report of the Open Working Group (OWG) on the Sustainable Development Goals (SDGs) of July 2013 highlights education as “absolutely central to any sustainable development agenda”. The OWG will begin preparing a report in February 2014 containing a proposal for sustainable development goals for consideration of the United Nations General Assembly, to be finalized by September 2014.

10. At the beginning of the 69th session of the United Nations General Assembly in September 2014, intergovernmental consultations will be launched and Member States will engage in formal negotiations on the post-2015 framework. The objective of these deliberations is to establish a coherent post-2015 development agenda, defined by one set of global goals to eradicate poverty in the context of sustainable development. The United Nations high-level Summit in September 2015 is expected to adopt a new set of goals based on the three dimensions of sustainable development – providing economic transformation and opportunity to lift people out of poverty, advancing social justice and protecting the environment.

11. It is unclear at this point in time what form a future development agenda will take. It is equally unclear how education will be positioned in the new global development agenda, despite the fact that its key importance has been recognized.

II. CURRENT STATUS OF THE EFA AGENDA

12. Since its launch in 2000, the existing EFA agenda has helped to drive remarkable progress, but some critical areas remain unaddressed and progress has slowed in recent years and EFA will remain an unfinished agenda.

13. The first EFA goal, early childhood care and education (ECCE), has seen great progress in some areas: the proportion of children enrolled in pre-primary education programmes increased from 33% in 1999 to 50% in 2011. There are wide regional differences, however, with only 18% of children in sub-Saharan Africa enrolled in ECCE programmes in 2011.

14. The second EFA goal, universal primary education, which is equivalent to MDG 2, has witnessed impressive progress as 45 million additional children are now in school compared with 1999. Yet, the goal will not be attained by 2015 given the fact that 57 million children were still out of school in 2011, and improvement in out-of-school numbers has stagnated since 2008. Of the 57 million children out-of-school, around half live in conflict-affected countries. In the Arab States and sub-Saharan Africa, around two-thirds of girls who are out-of-school are expected never to

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5 This section draws on analysis in the forthcoming 2013/4 EFA Global Monitoring Report, along with the 2012 EFA Global Monitoring Report, based on data from the UNESCO Institute for Statistics database as well as other sources including from internationally-comparable household surveys presented in the World Inequality Database on Education (WIDE).
attend based on current trends and without scaled-up and accelerated action. Insufficient attention to the marginalized is a key reason for limited progress. Also, the expansion of primary education has resulted in a growing demand for secondary education.

15. The third goal, associated with skills, has proven difficult to monitor given ambiguity of its meaning. By 2011, 69 million adolescents were out of school, which is a 31% reduction since 1999. This suggests that there are still large numbers not even attaining foundation skills in literacy and numeracy. Growing youth unemployment in many countries has led to increased interests to urgently expand opportunities for vocational skills development that are relevant to the world of work.

16. Adult literacy, the fourth EFA goal, has been the focus of the United Nations Literacy Decade, which contributed to generating momentum and putting forward a more holistic understanding of literacy on policy agendas. Literacy rates increased in 117 countries around the world during the period 2000-2011 and the global adult literacy rate increased from 82% to 84% in this period. However, by 2011, still 774 million adults were illiterate (two-thirds of whom were women). South and West Asia and sub-Saharan Africa account for three-quarters of the world’s illiterate adults. The problem also extends to rich countries: around 160 million adults in OECD countries are estimated to have poor literacy skills.

17. Gender parity in primary and secondary education (the first part of goal 5) was expected to be achieved by 2005. While significant progress has been made, still only 60% of countries had achieved gender parity at the primary level and 38% at the secondary level by 2011. In low- and lower middle-income countries, disparities are largely at the expense of girls, while upper middle- and high-income countries more often show disparities at the expense of boys. Gender equality in education by 2015 (second part of goal 5) is more difficult to measure, implying that a new goal in this area would need clearer targets and indicators.

18. Goal 6 is related to improving the quality of education in ways that ensure measurable learning outcomes are achieved for all. At least 250 million children are not able to read, write or count well even after having spent at least four years in school. One indicator of poor quality is the insufficient numbers of teachers. Around 1.6 million additional teachers are needed by 2015 to achieve universal primary education. In addition, considering the need for appropriately-trained teachers, this number would increase substantially. Poor outcomes of education at all levels around the world have raised concerns for the need to shift the focus from access alone to “access and quality”.

19. The inadequacy of financial resources has seriously undermined progress towards providing quality education for all. Over the decade, some of the poorest countries have increased their domestic spending on education, even though more could be done. Donors, however, have not kept their promise that no country should be left behind due to lack of resources. An estimated amount of US $29 billion is needed to reach basic education for all in some of the world’s poorest countries. Donors are, however, only allocating $3 billion to these countries, leaving a financing gap of $26 billion. The problem is not only the need for additional financing, but also to ensure that available resources reach populations that are most in need.

20. Lessons from EFA include the importance of defining targets and indicators at the time of developing a global framework, and making sure that these are clear and measurable. These goals should be measured not only in terms of average performance across countries, but also with an emphasis on equity, to ensure that the marginalized within all countries are duly accounted for in each of the targets.

21. The last decade also offers valuable lessons on how to mobilize global efforts to reach education goals, as by placing the emphasis almost solely on access to primary schooling, the parallel processes of EFA and the MDGs may have inadvertently neglected other areas of importance to education. The narrowing of the international education agenda reflected in the
MDGs also resulted in a focus on the poorest countries of the world and may have diminished the perceived relevance of EFA to middle income and more developed countries.

22. The new post-2015 education agenda should therefore be broad enough to encompass a holistic approach to education and mobilize all countries and stakeholders around a common education agenda that would be applicable and relevant to all countries.

III. THE IMPACT OF GLOBAL SOCIO-ECONOMIC SHIFTS ON EDUCATION

23. Recommendations for the post-2015 education agenda must reflect a careful analysis of global changes. Since 2000, the world has experienced an unprecedented pace of socio-economic transformation as a result of increased economic growth and interdependence, technological advances, steady population growth and rapid rate of urbanization. These changes tax the environment, putting pressure on scarce natural resources. Inequity has grown, as local economies become increasingly vulnerable to global economic crises and labour markets demand workers with advanced skills. Insufficient opportunities to access higher levels of learning, including for the acquisition of knowledge and skills in ICT (“e-literacy”), especially in the developing/low-income countries, is resulting in a knowledge divide with serious consequences on the chances of employment in today’s technology-driven world.6 The post-2015 education agenda must clearly recognize the importance of education for individual empowerment, national socio-economic development and human development.

IV. UNESCO’S POSITION ON THE POST-2015 EDUCATION AGENDA

24. In the current state of the debate, there is a clear consensus on the need for a clearly defined, balanced and holistic education agenda regardless of the structure the future post-2015 development framework may take. This agenda should be of universal relevance and mobilize all countries, regardless of their development status.

25. UNESCO advocates for a single clearly defined global education agenda which should be an integral part of the broader international development framework. UNESCO is not suggesting ending the EFA agenda. On the contrary, it supports a strengthened and broadened EFA vision within the international development framework. Such a global education agenda should be framed by a comprehensive overarching goal which would need to be translated into a number of global objectives in order to identify measurable global targets and related indicators. Beyond the global education framework, in order to respond to diverse national priorities and contexts, specific target setting and indicator development should also take place at the national level based on the global objectives and targets.

26. In addition to being a stand-alone goal in the post-2015 development agenda, education should also be integrated into other development goals as an important means for their implementation, thereby highlighting the interaction of education with other goals.7

27. With a view to reaching a global agreement on the final scope and structure of the post-2015 education framework, UNESCO will continue to lead and facilitate future consultations with Member States and key stakeholders guided by the following vision and principles.

Vision

28. UNESCO reaffirms a humanistic and holistic vision of education as fundamental to personal and socio-economic development. The objective of such education must be envisaged in a broad

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7 This can be undertaken through the development of education-related indicators for health, employment, etc.
perspective that aims at enabling and empowering people to meet their basic individual needs, fulfill their personal expectations and contribute to the achievement of their communities and countries’ socio-economic development objectives. In addition to the acquisition of basic knowledge and skills, the content of learning must promote understanding and respect for human rights; inclusion and equity; cultural diversity; and foster a desire and capacity for lifelong learning and learning to live together, all of which are essential to the realization of peace, responsible citizenship, and sustainable development.  

Guiding principles

29. In defining the post-2015 education agenda, we must build on what has been achieved in EFA since 2000 and complete the unfinished agenda. The future education agenda must therefore be informed by the review and critical examination of EFA and the education-related MDG experience. Furthermore, we must take into consideration emerging trends and broader socio-economic development and challenges which affect developed and developing countries alike in a globalized, interconnected world and their implications for education.

30. The following principles may be applied to guide the future education agenda.  

Reaffirming fundamental principles

(1) Education is a fundamental human right\(^\text{10}\) and inextricably linked to the realization of other rights.

(2) Education is a public good. The state is the custodian of the principle of education as a public good. At the same time, the role of civil society, communities, parents and other stakeholders is crucial in the provision of quality education.

(3) Education is a foundation for human fulfillment, peace, sustainable development, gender equality and responsible global citizenship.

(4) Education is a key contributor to reducing inequalities and reducing poverty by bequeathing conditions and generating opportunities for better, sustainable lives.

Imperatives of education for the post-2015 agenda

(a) Increased equitable access\(^\text{11}\) to quality education for children, youth and adults should be provided for all from early childhood to higher education.

(b) Quality education and learning at all levels should be at the core of the post-2015 education agenda.

(c) A focus on equity is paramount and particular attention should be given to marginalized groups.

(d) Gender equality requires continued attention.

(e) Lifelong learning is a central principle for the post-2015 education agenda, providing flexible life-long and life-wide learning opportunities through formal, non-formal and

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\(^{9}\) For further details on each of these principles, please refer to the UNESCO Education Sector website.

\(^{10}\) See Article 26 of the Universal Declaration of Human Rights which states: (1) Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

\(^{11}\) See the 1960 UNESCO Convention against discrimination in education.
informal pathways including through harnessing the potential of ICTs of creating a new culture of learning.

**Thematic priorities**

(a) Establishing early childhood care and education as the foundation of learning.

(b) Enhancing youth and adult literacy.

(c) Recognizing the central role of teachers for delivering quality education.

(d) Increasing emphasis on skills for life and for work.

(e) Strengthening of education for sustainable development and global citizenship.

V. **OPERATIONALIZATION OF THE POST-2015 EDUCATION AGENDA**

31. The post-2015 education agenda should be of universal relevance, which would hold all countries, regardless of their development status, accountable. Yet, as countries have different education priorities, the post-2015 education agenda needs to be flexible enough to cater for this diversity, while also being adaptable to evolving situations within countries. For this reason, appropriate provision should be made to allow for specific target setting and indicator development at national level to take into account diverse national priorities and contexts.

32. To strike a balance between the need for globally comparable and measureable goals and targets and their national adaptability, minimum requirements to which all countries would adhere and which can be monitored globally will be developed.

33. The global education agenda should include a specific and detailed “framework for action” which would guide countries in operationalizing the education agenda at the national level so as to reflect and respond to diverse social, economic and cultural contexts in national target setting and indicator development, taking into account each country’s national education development plan and strategy. The exact format of this framework for action will be defined in consultation with Member States and other stakeholders in the coming months.

34. UNESCO will continue to coordinate international efforts to reach the goals set in the post-2015 education agenda and will be responsible for monitoring progress. International and regional cooperation and partnerships will be vital to ensure the implementation of the future agenda, and, most importantly, strong national will. As mentioned above, the work of the UNESCO Institute for Statistics (UIS) as well as the Global Monitoring Report are two important mechanisms which will be maintained to ensure monitoring of progress made.

35. UNESCO is cognizant that in order to be holistic and aspirational, the agenda will comprise goals in areas that may not (yet) be measurable in a quantitative way. The setting of the global education agenda should start from what the global community wants to aspire to, and should not merely be assembled of elements for which data collection mechanisms and quantitative measurements exist. Policy imperatives should drive measurement, not the other way around.

**Overarching goal, objectives and targets**

36. The post-2015 development agenda should be rights-based and ensure an equity perspective, while reflecting the expanded vision of access to quality education at all levels, with a focus on learning. UNESCO recommends to its Member States the following goal “Ensure equitable quality education and lifelong learning for all by 2030” as a possible overarching global education goal, aiming to achieve just, inclusive, peaceful and sustainable societies.
Building on initial consultations and analysis, and as a preliminary proposal to be debated and further developed UNESCO proposes to translate this overarching goal into five global objectives or priority areas to allow the definition of measurable global targets to which countries would commit and could be held accountable. The following objectives are proposed for further deliberation and debate.

37. Basic Education, including early childhood care and education (ECCE) and lower secondary education:

**Objective 1:** The right to equitable access and completion of a full cycle of free basic education of good quality with recognized and measurable learning outcomes based on national standards is ensured for all children and youth, girls and boys alike.

This objective should be monitored with a set of targets that would address the need to achieve equitable access to and completion of at least 1 year of pre-primary and 9 years of free primary and lower secondary education, with acquisition of foundation skills, without any discrimination based on gender, ethnicity, disability, language, or location, etc.

38. Post-basic education including tertiary education:

**Objective 2:** Equitable access to quality upper secondary as well as tertiary education is ensured.

This objective should be monitored with a set of targets that would help countries to measure the extent of equitable access to and completion of upper secondary education of quality, with recognized learning outcomes, and access to higher education, with particular emphasis on achieving gender equality at post-basic education level.

39. Quality and relevant teaching and learning:

**Objective 3:** Quality and relevant teaching and learning in terms of teaching and learning processes, content, learning environments and recognized and measurable learning outcomes are ensured for all children, youth and adults.

This objective should be monitored with a set of targets that focus on achieving quality education for all by ensuring that learning content and curriculum is relevant to the learner’s context, and provides knowledge, skills and values relevant for peace, sustainable development, gender equality and global citizenship. The targets should also be set in a way that would encourage countries to pay attention to learner-centred pedagogy, quality of teachers, as well as to the learning environments which should be gender sensitive and conducive to learning.

40. Youth and adult literacy:

**Objective 4:** Functional levels of literacy, numeracy and other basic competencies are acquired by all young people and adults as foundational skills for further learning and the realization of their human potential.

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12 Basic education is understood as one year pre-primary education, primary education and lower secondary education covering 10 years of formal education or the equivalent acquired through non-formal pathways.

13 Functional level of literacy is understood as literacy skills that enable people to understand, interpret and use different types of information in order to achieve their own goals, develop their potential, function in their daily activities and participate fully in their community and wider society.
The objective should be monitored with a set of targets that measure the extent of equitable access of youth and adults to learning opportunities through formal, non-formal and informal pathways; the acquisition of a minimum level of relevant and recognized basic literacy, numeracy and other basic competencies needed for engaging in daily life and participating in communities; and the level of access to literate environments.

41.  **Skills for life and work**

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<th><strong>Objective 5:</strong> All young people and adults have equitable access to lifelong learning opportunities to develop skills and competencies for life and work and towards fostering of personal and professional development.</th>
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This objective should be monitored by a set of targets that measure the extent of equal opportunities provided to all young people and adults to acquire knowledge and skills over the lifespan, to be innovative, and contribute to/assimilate change both in society and the workplace; to acquire transversal skills\textsuperscript{14}, to learn to live together and become global citizens; to have equal opportunities to access and complete technical and vocational education and training (formal and non-formal), relevant to the world of work as defined by national qualifications systems and to ensure recognition and certification of learning outcomes acquired through non-formal and informal learning.

VI.  **NEXT STEPS**

42.  The post-2015 education agenda will eventually be adopted by the Member States, and the process of developing the overarching goal, objectives, targets and 'framework for action' must be consultative and inclusive of all stakeholders, including civil society. In alignment with the on-going process of the global debate on the post-2015 development agenda led by the United Nations, UNESCO will continue to facilitate the education debate among governments and other education stakeholders through the existing EFA coordination mechanisms. UNESCO will also continue to support the stocktaking of the EFA experiences through national EFA 2015 reviews. The debate on the post-2015 education agenda during the Education Commission at the 37th session of the General Conference will inform the national and regional consultations that are planned in December 2013 and throughout 2014. The outcomes of the debate may also facilitate Member States’ participation in and contributions to intergovernmental consultations on the global post-2015 development framework, which should have a strong education component. UNESCO will develop the ‘framework for action’ which will be further refined through the regional consultations. This will also cover issues such as governance, partnerships, financing and monitoring. The process will culminate in the Global Education Conference to be hosted by the Republic of Korea in spring 2015, which will decide on a set of recommendations on the post-2015 education agenda and its related “framework for action” developed through a consultative process over two years to arrive at a common position of the education community. It is hoped that these recommendations will be embraced by the New York Heads of State and Governments (HoSG) Summit in September 2015 when deciding on the global post-2015 development agenda, including a pertinent education goal.

\textsuperscript{14} Transversal skills include communication skills; critical thinking; problem solving; team work, planning own work; conflict resolution; entrepreneurship; skills for health and safety, etc.
The General Conference, having examined document 37 C/56,

Recalling the Dakar Framework for Action and its six Education for All goals, as well as Millennium Development Goals 2 and 3,

1. Expresses its satisfaction with the Director-General’s efforts to continue to consult Member States and education stakeholders on the post-2015 education agenda through various fora;

2. Recognizing that the post-2015 education agenda should strive to ensure completion of the goals set out in the EFA framework and be relevant to all countries while providing flexibility to cater to the education priorities of each country with respect to their diversity of situations;

3. Notes with appreciation the efforts of the Director-General, in collaboration with EFA partners, to promote an overarching goal on education. We, as Member States, commit to promote such a goal based upon key principles of access, equity, quality, in the perspective of lifelong learning during international discussions on the global education agenda;

4. Invites the Director-General to:
   (a) facilitate the debate and continue to consult Member States and stakeholders in the development of the global objectives and targets as well as the development of a “framework for action” for education post-2015, including through the existing global and regional EFA and MDG Coordination mechanisms, and regional consultations;
   (b) submit a report, which should include the results of this debate, and the progress of follow-up actions to the Executive Board at its 194th session;
   (c) submit a progress report to successive Executive Board sessions until 2015;

5. Requests UNESCO to carry out efforts to ensure that the global education conference, which will be hosted by the Republic of Korea in spring 2015, will result in concrete recommendations and an approved framework of action on the post-2015 education agenda;

6. Further invites the Director-General to lead the resulting actions in close collaboration with Member States and to promote the outcomes of this global education conference as an agreed position on education and as part of the global development agenda post-2015 to be adopted in the United Nations Summit meeting in September 2015.

The General Conference also adopted the following resolution after examining this document (document 37 C/56):

Resolution 18 Self-evaluation of Education For All in sub-Saharan Africa

The General Conference,

Having examined document 37 C/COM.ED/DR.1 Rev.,
Recalling the draft resolution concerning the self-evaluation of EFA by the African sub-Saharan States discussed during the 36th session of the General Conference,

Bearing in mind that Africa and gender equality are the two global priorities of UNESCO for the UNESCO Medium-Term Strategy (2014-2021),

Taking into account the commitments made by the Dakar Forum in 2000 aimed at implementing the strategies with a view to reaching EFA goals by 2015,

Noting with appreciation the major progress made by many countries notably in Africa to reach these goals, demonstrating a real political determination of the Member States in favour of EFA, which was expressed by considerable budget efforts,

Noting however that in sub-Saharan Africa a number of countries will not be in a position to attain these objectives and that it is important to help them catch up notably by an identification of the in-depth causes of these low performances,

Taking into account the need to undertake an assessment of EFA and the role of the other education subsectors before launching the “post-2015” phase through an anticipatory approach founded on data in the field by engaging the actors themselves,

Recognizing the leading role of UNESCO in the field of education and as world leader for EFA,

1. **Endorses** the self-evaluation initiative of EFA involving the organization of national and sub-regional consultations bringing together all the actors in the education communities (experts, field offices, specialized institutions) with the assistance of UNESCO as well as personalities from other sectors and disciplines in order to broaden the perspective of EFA for development;

2. **Noting with appreciation** the initiative of the Africa Group of UNESCO and its desire to strengthen cooperation between the African Union, Latin America and the Caribbean region, Asia and the Pacific region, the European Union and UNESCO in favour of a holistic education strategy which includes all levels of education and addresses the development priorities of Africa,

3. **Invites** the Director-General to take into consideration the outcomes of the self-evaluation while preparing UNESCO’s inputs to the United Nations’ post-2015 development agenda;

4. **Further invites** the Director-General to provide technical assistance in the EFA self-evaluation process in sub-Saharan Africa at the national, subregional and regional level through the combined participation of the central services, the field offices and the specialized institutions of UNESCO;

5. **Expresses its gratitude** to all UNESCO Member States supporting this initiative, notably the Government of Lithuania, in its capacity as President of the Council of the European Union, for its political support for the EFA self-evaluation process and its generous invitation to host an international preparatory conference on post-2015 education in 2014 (subject to be more precisely defined);

6. **Invites** UNESCO Member States, governmental and non-governmental organizations, donor community, foundations and the private sector to contribute financially and by other appropriate means to the self-evaluation of EFA in sub-Saharan Africa.