

## **2015 Education for All Global Monitoring Report: Have we made it?**

Extended outline

### **Overview**

The 2015 Education for All Global Monitoring Report will review how much the Education for All (EFA) movement has contributed to ensuring that all children, young people and adults enjoy their right to an education that meets their basic learning needs. The Report will provide a definitive global assessment of overall progress toward the six EFA goals that were established in Dakar, Senegal, in 2000, paying particular attention to gaps between those who benefited and those who did not. This assessment will provide lessons for the framing of post-2015 education goals and strategies.

The Report will assess the evidence of an acceleration in progress in education since 2000. The Report will pay particular attention to factors that may have influenced whether countries reached or missed these targets; it will assess the extent to which progress has been equally distributed within countries by gender, wealth, ethnic group, their migration status, whether people live in a rural or urban area, whether or not people have a disability, and other potential sources of inequality. This assessment will consider factors within the education sector itself, as well as factors outside education that have slowed progress towards the EFA goals, such as child labour, early marriage, natural disasters and conflict.

The Report will look at the status of national policies in education at the time of the World Education Forum in Dakar in 2000, identify the key policy developments that have taken place with respect to the six EFA goals since then, and assess what has brought about these changes. The Report will assess the role of the EFA process, including its monitoring component, in communicating good practice and thus influencing policy debate and ultimately educational outcomes.

Drawing on experience since 2000, the Report will assess how the current policy environment might influence the development of a more ambitious education agenda after 2015, paying particular attention to innovations in policies that could help accelerate progress towards a new set of goals. The analysis will take into account new opportunities and challenges facing policy makers, such as rapid changes in information and communication technologies, and increasing concern for environmental sustainability, which are transforming the education landscape.

The Report will analyse the financial resources available to education, taking into account the roles of governments, international development institutions, households and the private sector. One clear lesson from the past 15 years is that we need a better framework for financing progress toward international education goals. The parties that signed the Dakar Framework for Action promised that no country seriously committed to Education for All would be left behind due to lack of resources, but failed to identify how much households, governments, aid donors and the private sector should commit to different levels of education. The Report will examine how this problem can be acknowledged and addressed by including concrete financial commitments in post-2015 education goals. The Report will also look at how to use existing financial resources more effectively, how to identify new sources of finance, and how to ensure resources are spent in a way that gives disadvantaged groups a fair chance to educate their children.

The EFA movement has made a firm commitment to continue monitoring global education progress. However, there has as yet been insufficient clarity on targets and indicators related to some of the goals set in 2000. To inform the World Education Forum in Seoul, Republic of Korea, in May 2015, the Report will identify requirements for tracking progress at different levels of education and stages of life, in ways that will be relevant for a post-2015 global education framework.

## **Report outline**

The Report will make an assessment of progress at the national, regional and global level across the six EFA goals and will project expected results by 2015. The assessment will establish whether the goals were achieved and, if not, whether progress accelerated since 2000.

The world of education has evolved in many ways over the past 15 years. The Report will then link the progress made to these changes:

- by looking back at where policy thinking was at the time of the World Education Conference in Dakar;
- by identifying the big changes that have taken place in educational policies and programmes vis-à-vis the six EFA goals and the reasons that brought about these changes, including the role of the EFA movement;
- by assessing to what extent such policies and programmes were successful in addressing the challenge; and
- by analysing how this changed policy environment may influence the achievement of a more ambitious education agenda after 2015.

The Report will feature a special analysis of the monitoring tools needed to support the developing consensus over a post-2015 global education framework.

### **Goal 1. Early childhood care and education**

Progress since 2000 in expanding participation in early childhood care and education has been considerable but much more needs to be done to reach the most vulnerable and disadvantaged.

The increased emphasis on early childhood care and education programmes owes much to growing recognition of the importance of this developmental phase, the result of fresh evidence on the effectiveness of early childhood care and education. This has led many policy makers to view early interventions as essential not only in terms of fulfilling fundamental human rights but also in terms of representing good economic value.

Care programmes are essential because poor health, inadequate nutrition and insufficient stimulation have major consequences on children's development and ability to learn. The Report will identify how the availability of evidence on these programmes has led to greater policy focus. Similarly, pre-primary education programmes have been linked to school preparedness, good learning outcomes, already in early years, but also higher overall education attainment. And evidence points to links with positive socioeconomic outcomes in adulthood.

Most of that evidence stresses that early childhood programmes are particularly important for the most vulnerable as they compensate for their disadvantage. The Report will show how this evidence has informed the development of integrated early childhood health and education services to target programmes at the poorest young children and deliver results with greater efficiency.

Likewise there has been a shift of emphasis from getting young children into just any early childhood education programme to ensuring high quality provision. Governments in low and middle income countries have attempted to increase standards and therefore raise the qualifications of carers and educators at this level, to address problems related to their low status and the lack of professional career paths.

However, the Report will also argue that the level of public provision and supervision continues to be lower at the pre-primary education than at the primary education level. As a result, those who need the service most are not reached and equity is compromised. The government role in provision and financing but also in setting curricula, standards and quality assurance mechanisms will be reviewed.

The continuing strong role of private sector provision prevents poorer children from accessing preschool. The Report will review what has been tried, and what has worked, in terms of social cash transfers and other incentive programmes to increase participation in early childhood care and education, emulating the example of basic education.

## **Goal 2. Universal primary education**

Progress towards universal primary education was rapid after 2000 but has stalled since 2008. The Report will support this with a review of indicators of access, enrolment, late entry, repetition and completion.

Eliminating school fees had a strong overall impact on primary enrolment in countries where initial enrolment was low. The Report will show how legislation and policies to support free and compulsory primary education evolved since 2000, what factors influenced countries to take up such policies and what challenges they faced.

In the wake of school fee abolition, governments in low and middle income countries have sought means to offset loss of income for fees to address educational quality and prevent costs from being passed onto households in other ways. The Report will look at the evolution of school grant programmes, the priorities of such programmes and the extent to which they have benefited children most in need.

Even with fee abolition, the poorest are still the most likely to be out of school. A major policy development of recent years has been the expansion of education and social protection programmes designed to reduce the direct and indirect costs of schooling and increase household demand. These included cash transfers, abolition of requirements to wear school uniforms and provision of school feeding. The Report will attempt to quantify the net contribution of such programmes and assess their comparative success in targeting the most disadvantaged children and bringing them to school.

On the supply side, various policies and programmes have been implemented since 2000 to improve access for marginalized groups, including, construction and other infrastructure works, as well as community and satellite schools to shorten the distance travelled and provide schooling that is relevant to local contexts. The Report will look at how these efforts have made schools more accessible to under-served populations.

With the number of out of children remaining high, governments realised that different strategies are needed to include children from less visible groups if they are to deliver on their promise. The Report will look at the evolution of policy frameworks and specific programmes to reach, mobile and nomadic communities, children living in urban slums, migrants, children with disabilities, working children, and those affected by HIV/AIDs lacking adult support.

One half of the global population of out-of-school children live in conflict-affected countries. The Report will look at how responses to address their needs in these settings have evolved, including post-conflict reconstruction of education systems and provision for internally displaced and refugee children in conflict situations. It will also analyse how related policies and strategies have evolved to respond to supporting access to education in the context of natural disasters, and how these differ to those in conflict situations.

In many challenging contexts, the falling cost of information and communication technologies has led to the resurgence of interest in distance learning as a means to reach underserved communities. But it is the rapid emergence of new technologies that provides opportunities unforeseen in 2000. The Report will examine innovation in the use of mobile phones and other hand-held devices to transform access to education in poorer countries. It will review evidence of success, challenges, and the potential of such interventions after 2015.

### **Goal 3. Youth and adult skills**

Progress towards the acquisition of youth and adult skills has been harder to monitor, partly as a result of the lack of consensus on the definition of learning needs and skills, on what indicators to use and the absence of appropriate monitoring tools. However, there have been important developments since 2000 across all types of skills introduced in the 2012 Report: foundation, transferable and technical-vocational.

Foundation skills, such as basic numeracy and literacy, can be acquired through general secondary education as well as through non-formal and second-chance programmes supporting the re-entry of out-of-school children. The Report will review progress in secondary education. It will examine differences in transition from primary to secondary education by gender, location, wealth, migrant status, and ethnicity. It will explore why the number of out-of-school adolescents has fallen at a slower rate than the number of out-of-school children.

Eliminating school fees has had a major impact at the primary level. There is a need to assess the feasibility and appropriateness of such a policy on achieving universal lower secondary education. The Report will show how legislation and policies to support free and compulsory secondary education evolved since 2000, what factors influenced countries to take up such policies and what challenges they faced in particular in relation to ensuring equitable access at the secondary level. It will also assess alternative targeted strategies to extend secondary education to the most marginalized.

Among the factors that may have contributed to the slowing down of transition to secondary education, two will be looked at in more detail. First, working children and youth either cannot continue in school or, if they do, they have limited time and energy. The Report will look at trends in the allocation of student time between (market or domestic) work and schooling, including any effects on learning outcomes, using international and regional learning assessments. Second, internal and international migration often puts the educational opportunities of some children and youth at risk. The Report will track the effects of migrant status on the probability of acquiring foundation skills.

For those children and young people who were forced to drop out of school prematurely, non-formal, second-chance and bridging programmes that support their re-entry into school are key for them not to lose out on the chance of acquiring foundation skills. The Report will look at how these programmes have evolved over the past few years to respond to the challenge.

Transferable skills, whether analytic, communicational or creative, have been increasingly recognised in the past few years. The Report will draw on recent innovative attempts to measure such skills directly, notably the case of problem solving skills measured by PIAAC, the OECD survey of adult skills. It will discuss how skills are distributed by factors such as gender and socioeconomic background. The Report also will discuss the feasibility of using direct approaches of measuring transferable skills. It will also look into progress in the acquisition of other skills, such as those related to information and communication technology, citizenship and environmental awareness, which have increased in significance in a rapidly changing world.

The report will examine whether inequality in the distribution of adult skills worsens over the life course. People emerging with higher skills after their formal education are also the ones to benefit from better learning opportunities throughout their lives. The implications for the structure of adult education programmes and how they can become a tool to reduce inequality will be reviewed. Finally, the demand for technical and vocational skills has transformed in the past 15 years in line with changes in the world of work. However, not all countries have managed to adjust their approach to skills development to changing labour market requirements. The Report will look at what factors have driven successful policy responses.

#### **Goal 4. Adult literacy**

Progress towards halving illiteracy, with a special emphasis on women, has been slow. Only a handful of countries are projected to achieve this target by 2015.

Since 2000, literacy skills have been increasingly measured, assessed and reported in new and direct ways. The Report will document these developments. For example, how these approaches have questioned the assumption that four years of schooling lead to literacy; that people possess literacy skills in many ranges and levels; and how it is now possible to observe the distribution of literacy skills in the population, for example by location, language and socioeconomic status.

A comparison between countries with the largest number of illiterate adults, which have achieved different rates of progress since 2000, will be used as a basis to derive general lessons. To what extent do different rates of progress in access to education account for the difference in the respective literacy rates? What has been the contribution of adult literacy programmes to accelerate the eradication of illiteracy? Do literacy rates also respond to changing demands for literacy by employers and the labour market?

A concern is that the emphasis of governments in low and middle income countries on adult literacy programmes may have weakened since 2000. The Report will provide a retrospective view of the global politics of adult literacy since 2000 as well as a prospective view after 2015, including a prognosis of what level of institutional support there is likely to be available in the future.

One aspect associated with adult illiteracy is being a speaker of a minority language. Available evidence on literacy by membership of linguistic group will be presented. The Report will then discuss the evolution of policies and programmes in the use of mother tongue and official languages, respectively, in basic education and adult literacy programmes.

As with other areas of EFA, technological progress since 2000 offers new windows of opportunity to fight illiteracy. The Report will review the technologies that have been adopted in literacy programmes, their effectiveness in reaching particular populations and the challenges that need to be overcome for left-behind populations to benefit.

Finally, the Report will assess progress toward monitoring literacy. To what extent can direct measures, which can provide a more nuanced picture of literacy skills, be applied more widely? The implications of using direct measures of literacy based on household surveys will also be examined in terms of projections for achieving universal youth literacy in low and lower middle income countries.

## **Goal 5. Gender parity and equality**

In terms of gender parity in education, considerable progress has been made. But the Report will argue that averages mask considerable inequity, predominantly at the expense of girls. Only just over a fifth of low income countries have achieved parity. The poorest girls continue to have the least chances in education.

Strong advocacy efforts and community mobilisation programmes were aimed at shifting attitudes and building a groundswell of support for girls' education. The Report will look at what forms these campaigns took, where they drew their support from, whether they have continued with the same strength over the period, and whether they can be credited with achieving the intended results.

Promoting girls' health at school has also been a means to increase parental demand for girls' education and improve attendance and retention. The Report will examine interventions that address issues of improved water, sanitation and hygiene in order to promote a more equitable school environment, the level of local support for such initiatives and the extent to which they have been successful in their objectives.

Successful interventions to overcome gender disadvantage need to go beyond the education sector. The Report will examine how policy frameworks evolved to support integrated action on multiple levels, as many of the constraints that deny girls and young women their right to education remain social and cultural. For example, early marriage affects girls' education opportunities. The Report will look at the evolution of legislation and social policy programmes to curb such practices, empower girls and encourage them to stay in school. It will also look at policies and programmes that have tried to bring girls back to school after early marriage or pregnancy.

Gender parity is just the first step in achieving full gender equality in education. To be successful, governments often need to overcome resistance from society and entrenched attitudes in communities and schools. The Report will look at approaches that governments have adopted to achieve this. It will also identify progress over time in curriculum and textbook content, both in terms of removing gender stereotypes as well as empowering girls and promoting gender equality in school and beyond, including by changing attitudes of boys and men towards girls' opportunities.

Increasing the numbers of female teachers has been a popular policy option to support girls in the classroom, but both female and male teachers need to be aware of how their own attitudes and practices affect girls' and boys' participation and learning outcomes. The Report will review the evidence on classroom practices, looking at the evolution of gender awareness content in teacher and head teacher education programmes.

Gender-related harassment and violence in schools have become increasingly visible global issues since 2000, undermining the quality of the education environment, perpetuating discrimination, and thwarting progress towards equality. The Report will look at how awareness of the problem has evolved and how successful programmes have tackled various interrelated aspects of violence, such as corporal punishment, bullying, or risks of travelling to school.

While the larger obstacles relate to girls, boys' disadvantage also requires policy attention in some parts of the world, particularly at the secondary education level as boys disengage and drop out of school to work. The Report will consider whether there is any emerging consensus on how to address this phenomenon.

## **Goal 6. Quality of education**

The need to ensure that children actually learn as a result of their educational experience was highlighted both in Jomtien in 1990 and again in Dakar in 2000. However, as access has expanded, this has led to new challenges for making sure that the increased numbers in school received a good quality education.

The growth in large-scale learning assessments since 2000 reflects greater attention on measuring education system outcomes. Increasing data availability has allowed a better understanding of the severity of the learning crisis and of glaring disparities in achieving the most basic learning standards, both between and within countries. Based on national, regional and international learning assessments, the Report will analyse the relationship between student performance in school and disadvantages due to their home and community background.

It is vital that these assessments are used for the purposes of improving learning, including by informing policy reforms. They need to be complemented by national assessment systems for this purpose. The Report will highlight cases where information from learning assessments has informed policy design, especially in tackling educational marginalization. This will also include early grade assessments, which have attracted interest by pointing to very low levels of learning achievement in some of the poorest countries and have been used to identify reforms in the classroom.

It is often claimed that educational expansion in poorer countries since 2000 has led to a lower quality of education. Yet, although vast numbers of children are not learning the basics, some countries have been able to get more children into school while ensuring they learn once there. New analysis for the Report will make use of assessment data over time to understand which reforms and programmes have been put in place to combine greater access to school with improved learning outcomes and lower inequality.

Teachers are key for solving the learning crisis. Governments around the world need to make sure there are sufficient teachers who are appropriately trained and motivated, and are available in disadvantaged areas to prevent widening of inequalities in learning outcomes. The Report will analyse the extent to which policy frameworks have evolved in these areas to make sure the best teachers are supporting those most in need.

Since 2000, there have been strong calls to reform the governance of education, replacing centralised control with decentralised authority and participatory decision-making. The aim has been to hold schools to account for their performance. The Report will review the conditions under which such accountability mechanisms have worked to improve the quality of education.

A move towards decentralisation needs to be accompanied by sufficient guidance and support to schools on how to implement new approaches and improve learning. With limited human and financial resources, few developing countries have supervision services that are fit for the task at hand. The Report will review how school supervision and support systems evolved over the last decade and how they can be used to foster more cooperative approaches aimed at raising learning achievement and reducing inequality.

Monitoring teaching and learning processes at the classroom level, including through the use of classroom assessments, is key to generate quality improving policies. Information on how teachers allocate their lesson time, interact with students, or use teaching and learning materials, needs to be fed back to education authorities to inform policies on teacher management, teacher education, material development and school leadership. The Report will showcase examples where policy makers have used such information to improve learning environments for the more disadvantaged. It will also examine the evolution of approaches to an innovative and inclusive curriculum from the perspective of improving learning outcomes.

Much hope is placed on the promise of new mobile and affordable technologies to help more disadvantaged and lagging learners catch up. The Report will document the rapid changes in the options available and will focus on the conditions under which these changes can reach those that need them most.

## **Finance**

The Dakar Framework for Action expected all countries to develop or strengthen national education plans that would lead to a prioritisation of achieving EFA goals within the budget. While the EFA Framework stipulated that no country would be held back due to lack of financing, no firm commitments were made. Despite increases, neither domestic financing nor aid to education was sufficient to ensure that the six goals would be achieved – and there are now signs that aid to education is on the decline.

The Report will calculate the cost of a probable new education agenda post-2015 with a focus on making sure no one is left behind, extending the coverage to all low and lower middle income countries. The estimates will take account of what governments and donors currently spend on education, relative to both the gross domestic product and the budget, and what financing gap remains. This will inform the setting of potential financing targets for reaching education goals after 2015. An assessment will also be made of how the financing gap can be filled through a variety of sources.

In the case of domestic financing, the Report will assess whether governments increased real spending per pupil since 2000 in the context of the rapid increase in enrolment in some of the poorest countries. It will look at developments in expenditure by level and, within each level, by type. It will also assess whether such spending has been equitable and whether governments have introduced measures to reach the populations in need of most support.

Since 2000, there has also been increased focus on governments in poorer countries to increase revenue in ways that will lead to more resources for education. The Report will review a series of initiatives ranging from tighter controls of illicit flows to more prudent use of exemptions or other fiscal incentives, and transparent management of natural resource revenue, and assess how these can benefit education.

The quality of the education expenditure decision-making process depends on the strength of budget preparation mechanisms. The Report will look into the extent to which the budget process has been strengthened over the decade in terms of being responsive to the education needs of the marginalised and of being transparent and accountable, helping countries improve the allocation of public resources to education.

Insufficient attention has been paid over the decade to analysing the high share of total education costs carried by households, even in the context of official fee abolition, and the severe implications this situation has on perpetuating the inequality of opportunity and the failure to achieve EFA goals. The Report will estimate whether households are substituting for low levels of government education expenditure and how this can be redressed. It will focus on showing whether the alleviation of school fees has helped shift the distribution of education spending from households to governments.

External assistance continues to be crucial in helping the poorest countries make progress towards EFA. The Report will identify countries that have benefited from this support in helping them to make progress towards achieving their education goals. Yet, after several years of increasing levels of aid, the financial crisis has put a halt to donor progress towards meeting their commitments. Many governments are scaling back on the

number of recipients that they will be supporting in the future and are pulling out of education. The Report will provide the latest evidence on aid trends together with a critical analysis at what part of aid reaches the countries that need it.

The period since 2000 has been characterised by increasing calls for aid effectiveness. The Report will consider trends in how donors use bilateral and multilateral mechanisms to channel their aid to recipient countries. It will also address whether they are effectively targeting and coordinating their aid with each other to maximise impact. In addition to using standard indicators of aid effectiveness, it will also use case studies to demonstrate examples where effective aid has helped catalyse progress.

This section will also assess trends in humanitarian aid to the education sector over the decade, and how these changes support countries in different emergency situations differently – for example, comparing those in long term conflict situations versus to address the impact of natural disasters. It will draw on cases where recipient countries have been the subject of a consolidated humanitarian appeal for a number of years to see how these have changed their attention to education over time.

The recent decline in the volumes of aid by OECD DAC donors contrasts with the positive outlook for non-DAC donors, in particular Brazil, Russia, India and China (the BRICs countries), whose economies are set to overtake those of traditional DAC donors by 2020. The Report will look at how much aid to education these countries provide, how they approach aid, and the channels and modalities they use. In addition, the analysis will consider their aid from the perspective of selected recipient countries. In addition to the BRICs, the Report will assess the contribution of oil-rich Arab States to supporting education in poorer countries, both in terms of the amount and type of support they provide.

Non-government organisations have benefitted from the support of some donor agencies, which have seen them as an effective partner to reach the marginalized. The Report will assess trends in donor support to NGOs, and how this compares to individual private contributions. It will assess the implications of these different sources of financing, and changes in them over time, for the type of education activities that NGOs have undertaken over the 15 year period, in terms of both their advocacy and service delivery activities.

An important development of the past 15 years was the move towards more coordinated forms of aid from projects to programmes and direct budget support in ways that aim to promote government ownership. Analysis will be undertaken to identify the extent to which such support has changed, and the implications for improving education outcomes.

One form of channelling funding to education that has emerged as a direct result of the EFA movement is the Fast Track Initiative / Global Partnership of Education. The Report will assess the extent to which its establishment has served the purposes for which it was created, and the lessons for the continuation of a multilateral funding body of this kind after 2015.

The Report will also look into lessons from the health sector for education, including from the implementation of innovations as part of global health funds. It will also look at what scope there is for some of the ideas of the health sector to lower the costs of drugs, for example, can be applied to lower the costs of education inputs, such as textbooks. It will also look at lessons in terms of innovations in governance and service delivery.

There is a move towards traditional aid being complemented by innovative sources of finance. The Report will look at the potential for education of mechanisms such as debt swaps or the revenue raised from taxing global goods and services, such as financial transactions. Innovative forms of finance will be important for middle

income countries which are less reliant on aid but struggle to raise domestic resources for education. The Report will also look at the potential of remittances being used to support education in these countries.

Private contributions from corporations and foundations have also attracted interest over the past few years. However, there are questions about the extent to which their finance is benefiting Education for All objectives relative to other sources of finance, and whether this is growing as their influence in catalysing innovation and engagement in policy dialogue appears to be increasing. The Report will address the scope for interventions such as education venture funds or diaspora bonds to explore how important private donors can become in a post-2015 global education framework.