



Securing the universal right to education in the Arab States through

**INCLUSIVE, EQUITABLE, SAFE, AND  
HEALTHY SCHOOLS**

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## List of Acronyms

COVID-19	Coronavirus disease 2019
ECE	Early Childhood Education
GB	Gigabyte
GCC	Gulf Cooperation Council
GEEAP	Global Education Evidence Advisory Panel
GNI	Gross National Income
HCI	Human Capital Index
HDI	Human Development Index
ICESCR	International Covenant on Economic, Social and Cultural Rights
ILO	International Labour Organization
LAYS	Learning adjusted years of schooling
MS Excel	Microsoft Excel
NGOs	Non-governmental Organizations
PIRLS	Progress in International Reading Literacy Study
SDG4	Sustainable Development Goal 4
SEND	Special Needs and Disability
STEM	Science, technology, Engineering and Mathematics
TES	Transforming Education Summit
TVET	Technical and Vocational Education and Training
UAE	United Arab Emirates
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCWA	United Nations Economic and Social Commission for Western Asia
UNGEI	UN Girls' Education Initiative
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Funds
VNR	Voluntary National Report
WFP	World Food Programme
WHO	World Health Organization



## Executive Summary

This paper uses the first of five tracks developed for the 2022 Transforming Education Summit to identify a series of policy choices for education ministries and their partners across the Arab States region. Track 1 focuses on inclusive, equitable, safe, and healthy schools through five lenses:

- ✎ Inclusion and equity
- ✎ Gender-transformative education
- ✎ Safe schools
- ✎ School health and nutrition
- ✎ Education in emergencies and protracted crises

These are all issues where it is not enough for member states to express their intention of providing services that are equitable and persist regardless of changing circumstances. Achieving fairness and stability for the most vulnerable learners often requires affirmative action on the part of governments.

Much work is already taking place across the region. Legal frameworks are in place as a fundamental building block, while planning sets out each state's intention to deliver on the stretching targets of Sustainable Development Goal 4 (SDG4). Evidence of progress since 2016 is also promising in many cases.

The Arab States is notably diverse. The challenges of providing education services that are equitable and remain stable under all circumstances, are therefore also different from state to state. The paper uses brief review of the demographics and dynamics of the region, as well as base cases on access and learning outcomes, to identify seven groups of states. Each is subsequently directed throughout the paper towards issues and policy actions likely to be of most interest:

- ✎ **Big States:** Algeria; Egypt; Iraq; Morocco; Saudi Arabia; Sudan; and Yemen
- ✎ **Dynamics Affected:** Jordan; Lebanon; Libya; Mauritania; Sudan; Syria; and Yemen
- ✎ **Access Building:** Algeria; Kuwait; Libya; Morocco; and Tunisia
- ✎ **Access-Challenged:** Mauritania; Sudan; Syria; and Yemen
- ✎ **Learning Building:** Bahrain; Jordan; Lebanon; Morocco; Oman; Palestine; Qatar; Tunisia; and UAE
- ✎ **Learning Challenged:** Iraq; Mauritania; Sudan; and Yemen
- ✎ **Learning Deficit:** Algeria; Egypt; Kuwait; and Saudi Arabia

The section on inclusion and equity focuses on barriers and policies linked to poverty (social protection programming) and dropout, disability, and access to technology, with later chapters considering gender, safe schools, school health and nutrition, and education in emergencies and crises. In each section, the paper considers the available evidence on what works as the basis for making policy recommendations. There is inevitably some overlap between categories.

Recommendations on designing social protection programming are aimed particularly at Dynamics Affected and Access Challenged groups. They include:

- ✎ Privileging collaboration with other parts of government, civil society, and local communities over designing a standalone programme for education.
- ✎ Commissioning modelling of the likely costs and benefits of a range of design options for social protection programming to enable high quality evaluation of trade-offs.



- ✎ Taking steps to understand both benefits and limitations of a social protection programme for the economically vulnerable, particularly likely limited impact on learning.
- ✎ Pairing a resource transfer programme that tackles access and participation issues with linked work on strengthening learning outcomes.

Recommendations on designing programming to combat and prevent drop-out are aimed particularly at Big States, Dynamics Affected, Learning Challenged and Learning Deficit groups. They include:

- ✎ Ensuring the legal framework for mandatory education discourages early exit from school as strongly as possible.
- ✎ Taking steps to ensure education laws do not discriminate against girls who are pregnant, such as those that exclude them from school or make a return post-birth difficult.
- ✎ Working with Social Affairs Ministries to ensure interventions to promote economic inclusion target families of out of school children and those at risk of leaving education.
- ✎ Pairing work on drop out from school with policy interventions designed to strengthen learning outcomes, particularly in foundational literacy, numeracy, and socio-emotional skills.
- ✎ Pairing working on drop out from school with policy interventions designed to ensure schools are safe places for children and young adults and are perceived to be so by families.
- ✎ Pairing work on drop out from school with partnerships with Health Ministries on supporting all learners with targeted health and nutrition interventions.

Recommendations on designing Special Needs and Disability (SEND) programming are aimed particularly at the Learning Building group but should be a priority for all states. They include:

- ✎ Modelling different approaches to inclusive education that will serve children and young adults with disabilities, balancing options between learning outcomes and affordability.
- ✎ Working with Ministries of Social Affairs and Health, families, and disability advocates on a campaign to build public understanding of the rights and potential of disabled people.
- ✎ Creating professional development content focused on mental health and encouraging directors and counsellors to build discussion of this into the daily life of schools.

Recommendations on strengthening access to digital technologies for learning are aimed particularly at the Access Building and Learning Building Groups. They include:

- ✎ Working in coalition across government to build the case for last mile connectivity, including advocating for work with telecoms providers to zero rate the use of mobile data for education.
- ✎ Placing digital technologies at the centre of current and planned work on curriculum development, teacher professional development and the use of learner centred pedagogies.
- ✎ Including digital inclusion as one aspect of social protection programming planned to support the most vulnerable students.

Recommendations on approaches to gender transformative education are important across all states but are aimed particularly at Access Challenged and Learning Building Groups. They include:

- ✎ Reviewing learning materials across the education using a gender transformation lens to assess the extent to which these are perpetuating or reinforcing gender stereotypes.
- ✎ Collaborating across government to ensure the minimum legal age for marriage is appropriate and supports the right to a full education, regardless of marital status.
- ✎ Collaborating across government to ensure the minimum legal age for employment is appropriate, with a clear distinction between part time work that can be done alongside school and full-time labour.

- ✎ Designing part time and online access courses for young people who have been excluded from education as a result of early marriage or entry into the workforce.
- ✎ Working across government on a campaign that links staying in school with Technical and Vocational Education and Training (TVET), skills development and long run economic prospects.
- ✎ Incentivising females to take up teaching positions in schools in maths and science and men to do the same in humanities, to build positive role modelling.
- ✎ Using low stakes formative assessment to understand more about where learning becomes problematic for some children as the basis for designing interventions.
- ✎ Assigning learning assistants to children and young people at risk, using more individualised work to build foundational skills and solve for issues in students' lives that may be contributing to weak outcomes.

Recommendations on approaches to creating safe schools are important across all states but are aimed particularly at Dynamics Affected, Access Challenged, Learning Challenged, and Learning Deficit Groups. They include:

- ✎ Working across government to endorse the United Nations (UN) Safe Schools Declaration and working on a public campaign to highlight government intent to ensure all schools are safe places for learners.
- ✎ Working across government to endorse the call on ending all forms of violence against children and to become part of the Safe to Learn movement.
- ✎ Auditing the fabric and safety of the existing schools network to develop a plan for improvement, including recurrent maintenance needs, for discussion with relevant parts of government.
- ✎ Working across government to commit to and legislate for ending all forms of corporal punishment, including in schools.
- ✎ Creating professional development content aimed helping educators support the physical and mental safety of all learners, including against bullying in schools.
- ✎ Applying a safe school lens to all sector planning work, and including all aspects of this SDG4 sub-goal, including on bullying and safeguarding, as well as attacks on schools, learners and educators.

Recommendations on approaches to creating school health and nutrition are aimed particularly at Big States, Dynamics Affected and Access Challenged Groups. They include:

- ✎ Making a formal commitment to supporting school-based health interventions if this has not already been achieved, paired with a public communications campaign to building perceptions that schools are spaces where learners can also receive health and nutrition support.
- ✎ Working across government on a school health needs assessment using World Health Organization (WHO) guidelines, and a landscape analysis of what is already in place.
- ✎ Conducting a prioritisation for health and nutrition services in schools that focuses on protecting the most vulnerable students first.
- ✎ Creating professional development content focused on supporting the mental and physical health of all learners and encourage educators to build consideration of these issues into the everyday life of schools.
- ✎ Applying a healthy school lens to all sector planning work to underpin other investments into strengthening access, participation and learning outcomes.

Recommendations on approaches to education in emergencies and crises are aimed at all states, particularly given the global experience of the COVID-19 pandemic. Dynamics Affected countries may be able to provide some lessons. They include:

- ✎ Prioritising keeping schools and preschools open during any emergency, particularly to protect already vulnerable learners and the mental health of all children and young people.
- ✎ Adjusting instruction during and after disruption to focus on foundational skills, teaching to where learners are rather than prioritising the written curriculum.
- ✎ Providing teachers with simple learning guides and lots of feedback to help them work with learners who need to catch up.
- ✎ Making use of technology that is already in place in creative ways such as using phones to stay in touch with learners.
- ✎ Working with parents and other caregivers to engage them more in their children and young people's learning at home.
- ✎ Working across government to develop multi sector approaches for delivery of public services to refugees or other displaced children and young people, considering both scale of displacement and time horizon of emergency.
- ✎ Assessing real costs of providing education to displaced children of the same standard as the rest of the population, including any ancillary services that may be needed for this group.
- ✎ Creating professional development content focused on working with displaced learners, and encouraging school leaders to build discussion about respecting differences into the everyday life of schools.
- ✎ Working across government to ensure identity documentation is not a barrier to enrolling in school, and to ensure equivalency of educational qualifications.

This series of evidence-based recommendations is aimed at member state level. It is hoped that member states across the region will share experiences and best practice with one another. With that in mind, the paper concludes with four ways in which United Nations Educational, Scientific and Cultural Organization (UNESCO) in the Arab States could work to support education ministries across the region:

At regional level too, there are opportunities for the Arab States to work together to strengthen the fairness and stability of education systems. We make here four high level regional recommendations for UNESCO and others to work on with education leaders from all states:

- ✎ Ask member states to commit across the region to the international frameworks mentioned in the paper and work with them to monitor collective progress on issues such as eliminating violence in schools. Use regional and international events to support this work.
- ✎ Produce and share more public goods like Jordan's Arabic language diagnostic on safe schools across the region. Use the common language of Arabic to develop and share more joint resources.
- ✎ Debate and advance the potential for highly developed economies to offer financial assistance to other parts of the region, paired with work on sharing best practice and know how between member states.
- ✎ Make a collective commitment to transforming learning levels across the Arab States, building on promising developments such as the Progress in International Reading Literacy Study (PIRLS) 2021 results. Focus this work on foundational literacy, numeracy and socio-emotional skills to help minimise the opportunity cost of education for the most vulnerable.

# 1. Setting the Agenda



Justice is not only the absence of injustice it is also the presence of fairness and equity

Ibn Rushd, 1126-1198

## 1.1 What do we mean by the right to education?

The universal right to education is enshrined in international human rights law including the Universal Declaration of Human Rights (UDHR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR). It asserts that every individual, without discrimination, has the right to access and benefit from education.

The universal nature of the legal right to education underpins the zero-based thinking and goal setting of the 2030 Agenda, including SDG4. Concepts of fairness and stability are central. Over time, the global sector has derived from these precepts two aspirations for the development of education systems, that public service delivery must be:

- **Equitable** – meaning that education systems must offer every person an education that will help them realise their potential to its full extent, regardless of legal status, poverty, gender, disability, or age; and
- **Resilient** – meaning that education systems must continue to offer equitable opportunities regardless of natural disasters, economic downturns, political instability, conflicts, or public health emergencies.

In short, the broad aspiration of SDG4 is that every individual should be supported to participate and learn, and that education must always remain available to them, whatever the context. This is a monumental goal at global, regional, state, governorate, and even school level, given the diversity on the one hand of human beings and their situations, and the complexity of the world around them on the other.

Moreover, pathways to improved fairness and stability in education are neither simple nor linear. Individual learners tend not to be living with special or additional needs to take part in education in a single dimension. Those who are vulnerable generally are so in multiple ways: girls who find themselves in early marriages as a response to displacement, disabled children who come from poor families, or other learners who have missed out because they have no official citizenship. Meanwhile, individual situations are heavily influenced by what is happening in the society around the learner. This has been highlighted most recently on a global scale due to the COVID-19 pandemic, the full effects of which are still making themselves known on education and other aspects of human life and society.

## 1.2 How is the world thinking about fairness and stability in education?

Articulating the complexity of achieving fairness and stability in education, particularly post-pandemic, was the starting point for 2022's Transforming Education Summit (TES). Convened by the United Nations Secretary-General António Guterres, the Summit took place in the 77<sup>th</sup> Session of the General Assembly, overseen by Deputy Secretary-General Amina Mohammed, and supported by UNESCO in a secretariat role. The Summit encouraged member states and the international community to think collectively about how to jump start further progress towards meeting the significant demands of SDG4 by 2030. Work leading up to the TES and beyond

coalesced around five thematic tracks. The first of these, labelled during the process as inclusive, equitable, safe, and healthy schools, is concerned with the concepts of fairness and stability. The UN defined this track as follows:

“Inclusive, transformative education must ensure that all learners have unhindered access to and participation in education, that they are safe and healthy, free from violence and discrimination, and are supported with comprehensive care services within school settings. Transforming education requires a significant increase in investment in quality education, a strong foundation in comprehensive early childhood development and education, and must be underpinned by strong political commitment, sound planning, and a robust evidence base.”<sup>1</sup>

Member states also, through the TES process, identified the following list of issues that they need to solve, to achieve the fairness and stability that Track 1 is seeking to produce:

- Inclusion and equity
- Gender-transformative education
- Safe schools
- School health and nutrition
- Education in emergencies and protracted crises

Inevitably, there are overlaps. For example, issues around safety or health in schools can be gender specific, while complexity in including all learners is frequently driven by emergency situations. As discussed above, special, and additional needs in education tend not to present themselves one at a time, but as a complex web of individual and group circumstances. It is therefore difficult, and not necessarily desirable, to separate them when legislating, making policy, or seeking to implement interventions to tackle them.

Similarly, it is important to register that these are all issues where it is not enough for member states to express their intention of providing equitable and resilient services, through laws and policies. Achieving fairness and stability for the most vulnerable learners often requires affirmative action on the part of governments. For example, children and young people with disabilities may need support through specialised, sometimes individualised, equipment, teaching, and safeguarding arrangements if they are to learn well, while achieving gender parity in access to school is just the first of many considerations in developing gender-transformative education.

### 1.3 How are Arab States building fairness and stability in education?

International laws identify the state as being the entity with primary responsibility for supporting individuals to realise their right to education. All 19 Arab States<sup>2</sup> re-committed to their obligation to deliver the right to education when they adopted the 2030 Agenda, including (SDG4).

More recently, the region was fully involved in the TES. All 19 Arab States were directly involved in one or more capacity. Qatar, Saudi Arabia, and the United Arab Emirates contributed resources to enable the event and preparatory work to take place. Fifteen states published reports from country consultations in the run up to the TES, and another 16 have published statements of commitment on transforming education subsequently. Meanwhile, heads of state or government from Kuwait, Iraq, Morocco, Palestine, Sudan, and Yemen all took on an active role in the TES as part of round table discussions.<sup>3</sup>

As discussed in our companion paper mapping the progress of the region towards meeting SDG4, much good work is already taking place across the Arab States. The legal frameworks in each state provide a *fundamental building block* for fair and stable education provision, with


<sup>1</sup> United Nations. 2023. Thematic Action Tracks. <https://www.un.org/en/transforming-education-summit/action-tracks>.

<sup>2</sup> For the purposes of this paper the Arab States region is defined as comprising Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Emirates, and Yemen.


<sup>3</sup> All data available at: Knowledge Hub on Sustainable Development Goal 4. <https://knowledgehub.sdg4education2030.org/> (accessed 1 June)

several considering extensions to the current framework for mandatory education particularly in Early Childhood Education (ECE). In most cases, solid planning aligned explicitly or implicitly to SDG4 and its sub-goals is in place, a good proxy indicator for states' *intention to deliver* fair and stable education services. Hard evidence of progress against all 42 specific targets linked to the sub-goals of SDG4, while less universally available, is also encouraging in many cases.


The aspects of SDG4 linked most obviously to TES Track 1 issues around fairness and stability are particularly challenging for governments everywhere to deliver. However, in all cases, Arab States are already taking action on many of the toughest challenges<sup>4</sup>.

**4.1**  **By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes.**

The most significant challenges in this sub-goal are around ensuring not only that every child and young person participates in education, but that they learn well by doing so. The analysis of education sector plans in our mapping paper suggests strengthening learning outcomes is a major focus for the region. Consistent investment in this area appears to be bearing fruit. In the most recent PIRLS benchmarking study (2021), all seven Arab States taking part for a second or third time achieved improved average Grade 4 reading scores, despite the setbacks of the COVID-19 pandemic.

**4.5**  **By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations.**

The sub-goal articulates the vast scope of equity issues in education, referencing gender, disability, and minorities as well as the catch-all of vulnerability. Many Arab States are tackling at least some aspects of this agenda, for example piloting inclusive education approaches for children and young people with disabilities, or the development of new safeguarding policies and norms. Additionally, education systems across the region are adapting consistently to provide opportunities, formal and non-formal, for displaced learners.

**4.7**  **By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and of culture's contribution to sustainable development.**

Implicit within this sub-goal is the acknowledgement that achieving fairness and stability in education, and societies more generally, relies on learning spaces promoting ways of thinking and acting that support sustainable development. The social and political delicacy of this is evident in that many states have not yet developed metrics to track concrete progress on this. However, many Arab States include plans to tackle at least some aspects within their planning documents, particularly where these focus on curriculum development and new approaches to teaching.

<sup>4</sup> All information in the following paragraphs taken from Arab States: SDG4 Mapping, UNESCO (forthcoming)

**4.8 Build and upgrade education facilities that are child, disability, and gender sensitive and provide safe, non-violent, inclusive, and effective learning environments for all.**



This sub-goal builds on 4.5 and 4.7 to focus on strengthening the fairness and stability of learning environments themselves. In many cases, Arab States focus in their planning on the need to build more schools and ensure they can offer learners essential services and be accessible to those with disabilities. There is also some work ongoing on safeguarding and bullying, and in a few cases, consideration of the safety and inviolability of the learning space.

## 1.4 How does this paper support policymakers and implementers in Arab States?

While progress is encouraging in all cases there is more to do, and the nature and scale of challenges facing states across the region are extremely varied. This paper therefore considers how Ministries of Education in Arab States and their partners, in government, and the international community, can think about and take further steps to strengthen both the fairness and the stability of the services they provide to learners.

It opens with a brief chapter on the regional context. This offers an overview of the macro-level challenges facing the Arab States, collectively as well as individually, as they develop education systems based on ensuring fairness and stability. It identifies seven groups of states facing particular issues, used later in the paper to signpost policy recommendations of particular interest to each.

It is followed by five sections that consider in turn each of the five issues identified through the TES as relevant to developing inclusive, equitable, safe, and healthy schools. Each of these includes an overview of commitments already made by Arab States post-*TES*:

### **Section .3 Inclusion and equity:**

This section focuses on policies aimed at tackling major economic and social barriers to inclusion, linking them to subsequent sections, given significant overlaps.

### **Section 4. Gender-transformative education:**

This section focuses on policies aimed at transforming the way gender is considered in the region's schools.

### **Section 5. Safe schools:**

This section focuses on policies aimed at ensuring schools are safe spaces for learning, including work on bullying and safeguarding.

### **Section 6. School health and nutrition:**

This section focuses on policies aimed at ensuring children and young people can access the health and nutrition support they need to learn effectively.

### **Section 7. Education in emergencies and protracted crises:**

This section focuses on policies designed to support stability in education for learners when events create emergency situations.

It is our intention that policymakers in all member states should be able to use this policy paper to assist in their broader approach to planning for and meeting the requirements of the *SDG*, and particularly in improving the fairness and stability of their education programming.

## 2. The Regional Context

The Arab States region is notably diverse. The challenges of providing education services that are equitable and remain stable under all circumstances are therefore also different from state to state. In this opening chapter we briefly consider this diversity through four lenses relevant to the education section. These are:

- ✎ **Demographics:** What is the basic scale of the challenge facing education policymakers who want to ensure the services they are providing meet the needs of every learner, whatever the circumstances?
- ✎ **Dynamics:** To what extent are education policymakers working with, or likely to encounter, situations and shifts in the environment that challenge the stability and predictability of providing services?  
These first two lenses are exogenous to education systems but affect their functioning profoundly.
- ✎ **Base Case on Access:** How fair is access to education today, and therefore what is the base education policymakers are starting from as they plan for truly equitable service delivery?
- ✎ **Base Case on Learning:** What is the current relationship between access to education and learning outcomes today, and how does this affect equity and stability issues?

The second pair of lenses consider the starting point that policymakers and their partners are working from, crucial when assessing the scale and nature of the challenges faced.

This brief overview of the context does not substitute for disaggregated, in-depth situational analysis at state level. It is intended simply to

identify clusters of countries that may have a particular interest in some of the approaches to strengthening fairness and stability in education systems in the following chapters.

### 2.1 Demographics

Considering demographic parameters is important as a way of understanding the scale of the task facing many policymakers. 453.3 million people live in the region<sup>5</sup>. 80% of this population is concentrated in seven of its 19 countries:

- ✎ Egypt (25% of regional population, 14<sup>th</sup> largest country globally)
- ✎ Sudan (11% of regional population, 31<sup>st</sup> largest country globally)
- ✎ Algeria (10% of regional population, 34<sup>th</sup> largest country globally)
- ✎ Iraq (10% of regional population, 35<sup>th</sup> largest country globally)
- ✎ Morocco (8% of regional population, 39<sup>th</sup> largest country globally)
- ✎ Saudi Arabia (8% of regional population, 40<sup>th</sup> largest country globally)
- ✎ Yemen (8% of regional population, 44<sup>th</sup> largest country globally)

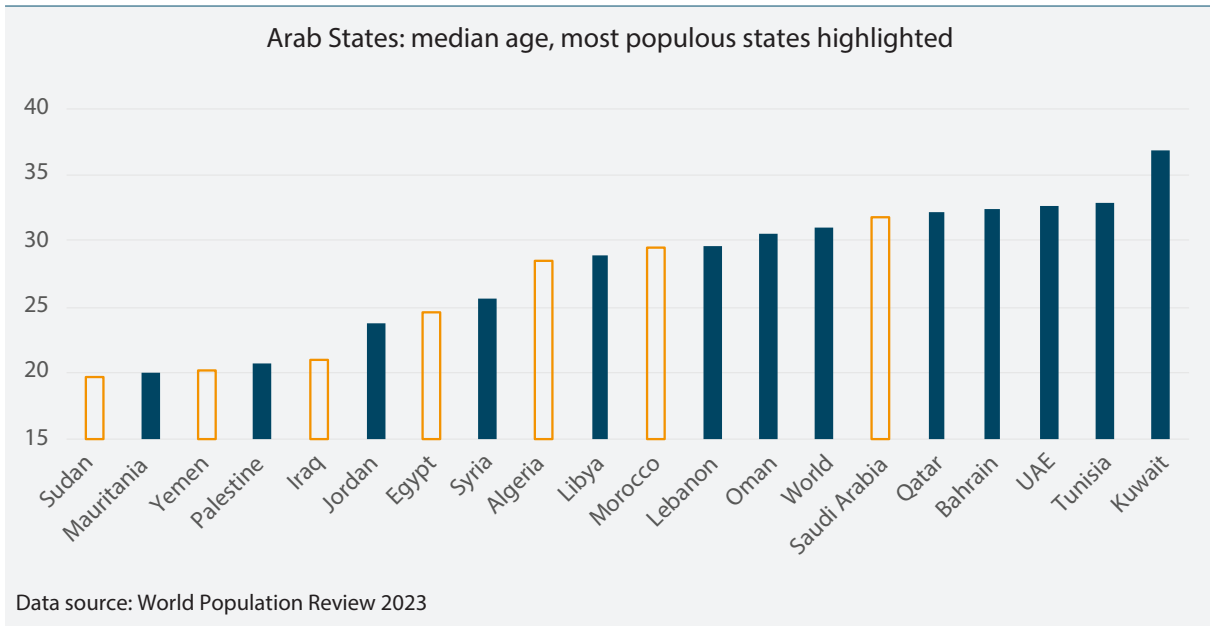
<sup>5</sup> United Nations Development Programme. 2022. World Population Review: Human Development Index (HDI). Available at <https://worldpopulationreview.com/country-rankings/hdi-by-country>. Data adapted from this resource are used throughout this section.



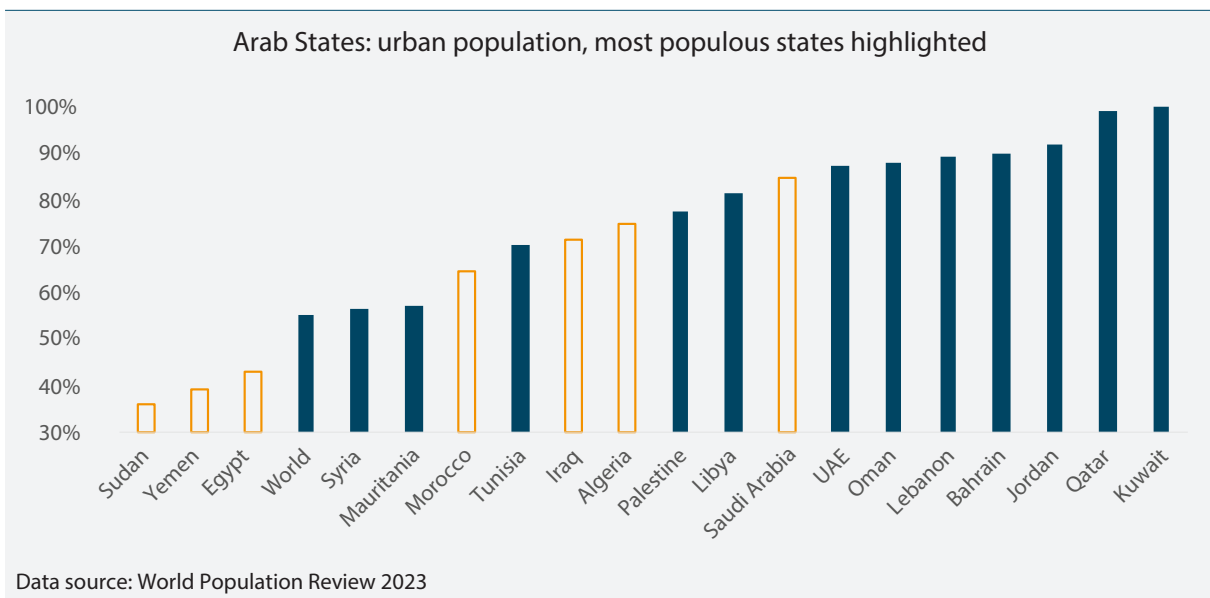
Six of these states (accounting for 72% of regional population) also have median ages below the global average of 30.9 years as Figure 1 illustrates. Large, young populations present significant issues of scale and resourcing for governments seeking to provide equitable

and stable education services, but also the opportunity to receive a one-off demographic dividend in the future if they can do so. Conversely, significant instability and disrupted education of learners in these states can intensify poverty and stifle human development.

**Figure 1**



**Figure 2**



Six of these states (accounting for 72% of regional population) also have median ages below the global average of 30.9 years as Figure 1 illustrates. Large, young populations present significant issues of scale and resourcing for governments seeking to provide equitable and stable education services, but also the opportunity to receive a one-off demographic dividend in the future if they can do so. Conversely, significant instability and disrupted education of learners in these states can intensify poverty and stifle human development.

Three of the states with large youthful populations (accounting for 44% of regional population) also have significantly larger rural populations than the world average, as Figure 2 illustrates. A more dispersed population adds further complexity to the issues of providing education services at scale, for example in terms of providing qualified teachers or suitably equipped learning spaces. It is also relevant that two of these (Yemen and Sudan, accounting for 19% of regional population) are the only states in the region classified as low in the Human Development Index (HDI), affecting government's capacity to tackle issues in education and other sectors.

- **Big States Group:** Algeria, Egypt, Iraq, Morocco, Saudi Arabia, Sudan, and Yemen

We highlight certain recommendations throughout this paper with this group and their significant issues of scale, complexity, and resourcing particularly in mind.

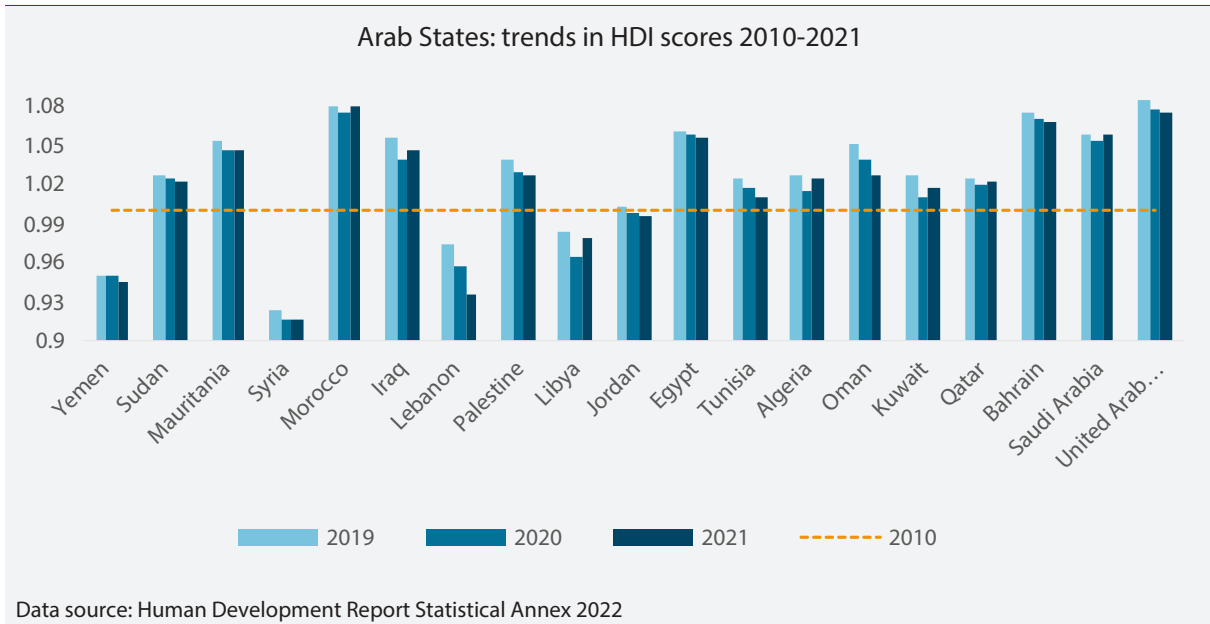
## 2.2 Dynamics

The HDI offers a broad proxy for how effectively states are functioning compared with one another. Among other things, this is useful when considering how likely it is that governments have the fiscal and institutional space needed to provide education services that are equitable and can withstand shocks. The picture is extremely mixed for the Arab States. Five Gulf Cooperation Council (GCC) countries rank in the top 50 worldwide, but four other states (Mauritania, Sudan, Syria, and Yemen) are in the bottom 50, with Yemen ranked 9<sup>th</sup> lowest in the world.

Figure 3 illustrates movements in HDI scores for the region between 2019 and 2021, using 2010 as a harmonised baseline. HDI scores for five states have decreased in the last decade, most sharply in Yemen, Syria and Lebanon. Libya and Jordan have also seen decreases from their 2010 HDI score. In all cases, it is possible to hypothesise a causal link between this and a range of shocks related variously to conflict, significant displacement of people, and economic collapse.

While this group of countries has been most obviously affected by crisis, the picture across the region suggests the COVID-19 pandemic has affected every state. Of the 19 Arab States, only Morocco and Saudi Arabia had regained their HDI score for 2019 by 2021, after a universal dip in between 2019 and 2020. Meanwhile several were continuing to see a drift back towards 2010 levels of human development between 2020 and 2021. It will take some years to assess the full impact of the global pandemic on states and their ability to rebuild and strengthen human development. However, these data are a useful signal that government space to provide equitable and stable education services has likely weakened in the short term across the region.

**Figure 3**



- **Dynamics Affected Group:** Jordan, Lebanon, Libya, Mauritania, Sudan, Syria, and Yemen

We highlight certain recommendations throughout this paper with this group and their significant issues of changing and increasingly challenged operation environments in mind.

### 2.3 Access to Education

Understanding the status of access to school is critical to assessing the extent to which education is already available on an equitable basis. Even before COVID-19, this presented a mixed picture across the region, summarised below (Table 1) based on the latest available data to 2020<sup>6</sup>:



Table 1. Status of equitable access to schools in the Arab States in 2020

State	Gross intake to last primary grade	Gross intake to last lower secondary grade	Human Development Index grouping
Algeria	103.7%	82.9%	High
Bahrain	100.2%	93.5%	Very high
Egypt	104.6%	88.4%	High
Iraq	NA	NA	Medium
Jordan	81.6%	66.4%	High
Kuwait	83.9%	92.2%	Very high
Lebanon	NA	NA	High
Libya	NA	NA	High
Mauritania	72.9%	45.9%	Medium
Morocco	100.1%	67.9%	Medium
Oman	99.2%	112.7%	Very high
Palestine	101.6%	93.1%	High
Qatar	96.0%	93.6%	Very high
Saudi Arabia	99.3%	104.1%	Very high
Sudan	64.1%	50.8%	Low
Syria	72.3%	53.8%	Medium
Tunisia	106.5%	77.4%	High
United Arab Emirates	104.7%	96.9%	Very high
Yemen <sup>6</sup>	72.3%	53.1%	Low

Data source: Table adapted from UNESCO Institute for Statistics. 2021. *Arab Countries Regional Report November 2021: Regional Overview - Bridging SDG 4 and Education Monitoring in the Arab region*. Montreal, UNESCO Institute for Statistics

Arab States identified above as part of the Dynamics Affected Group show the clearest signs of pressure on access at whole population level. Sudan and Yemen also fall into the Big States Group, combining weak HDI scores with the challenges of managing education systems at scale, including for the most significant rural populations in the region. Although data are not available for Lebanon, the demonstrable pressure on Jordan's access indicators also illustrates the effect of managing a large crisis related increase in enrolment into relatively small systems.

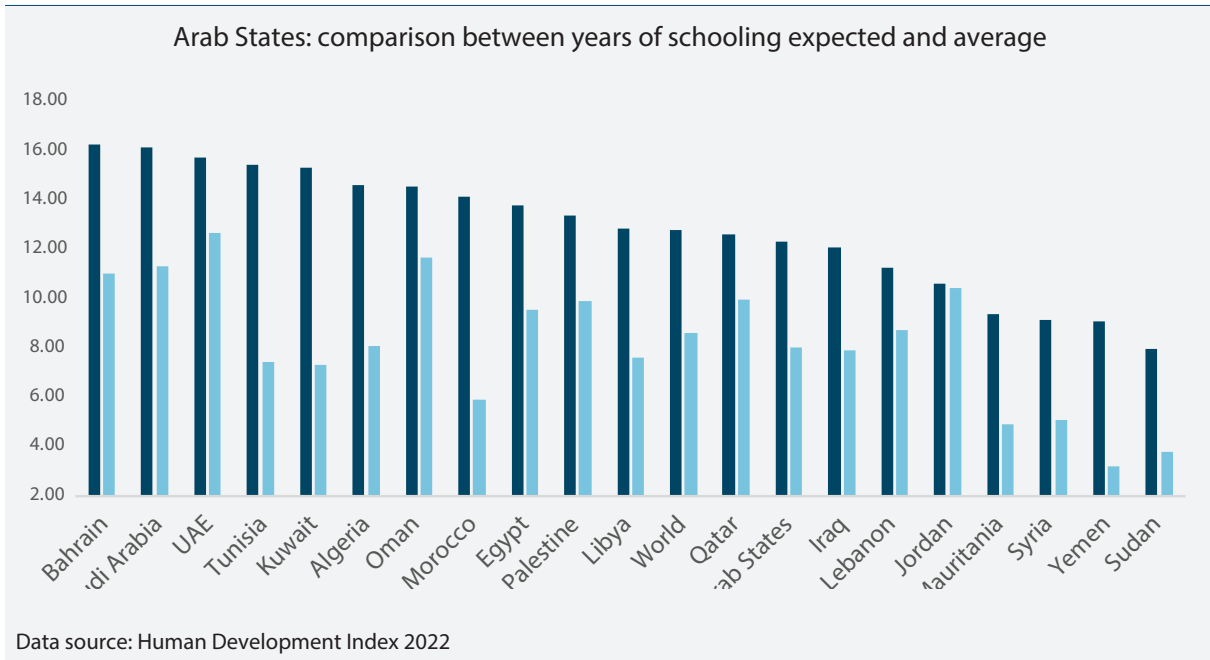
Our companion paper mapping progress towards SDG4 across the Arab States includes an overview of legal frameworks for mandatory education in the region. In all cases across the region, access to education is both mandatory and free at both primary and lower secondary

levels. This is an important foundation. However, as Figures 4 and 5 demonstrate, there is a gap in every state between the expected years of schooling and the average received. On a global basis, this can be expressed as a loss on average of one third of expected years, also roughly the case for the Arab States as a region.

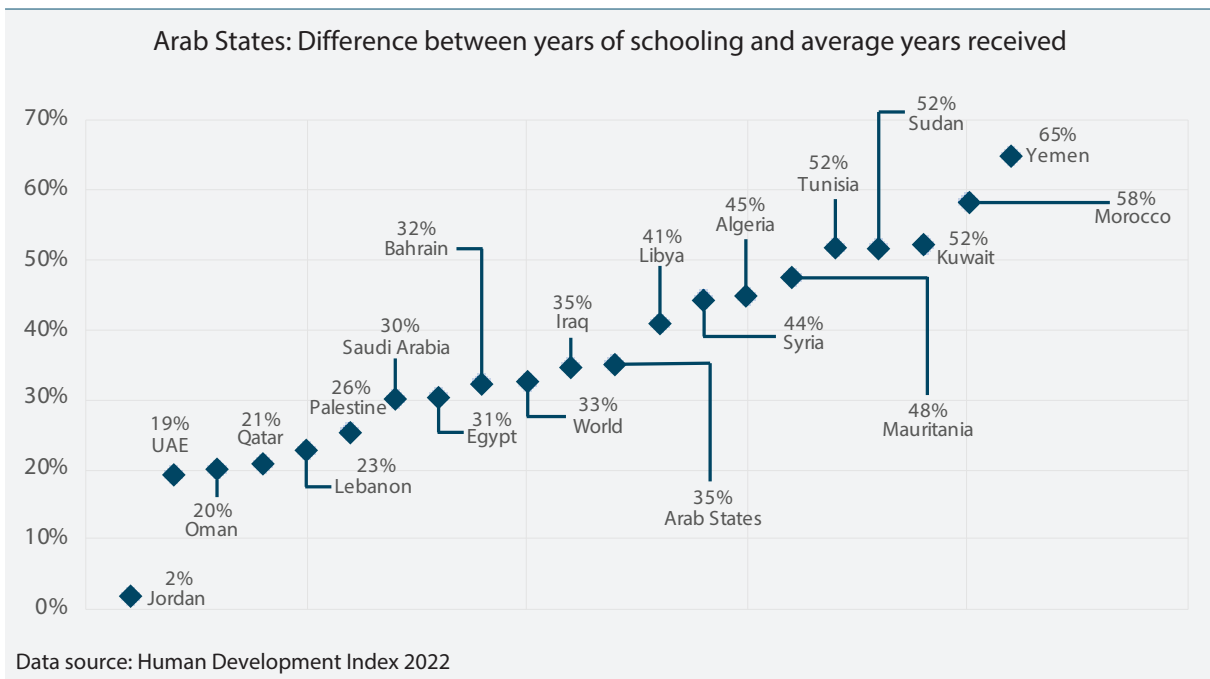
Data for many member states either show comparable gaps (Bahrain, Egypt, Iraq, and Saudi Arabia), or smaller differences between what is expected and what learners in practice receive (Lebanon, Oman, Palestine, Qatar, UAE, and, most impressively, Jordan). However in other cases access in practice is significantly lower than expected by member states in their legal frameworks.

<sup>7</sup> This differs from UNICEF's MENA region which excludes Mauritania and includes Djibouti and Iran.

**Figure 4**



**Figure 5**



- **Access Building Group:** Algeria, Kuwait, Libya, Morocco, and Tunisia
- **Access-Challenged Group:** Mauritania, Sudan, Syria, and Yemen

working assumption, based on global evidence, is that these are more likely to affect vulnerable groups of learners, contributing to a systemic lack of equity. We highlight certain recommendations throughout this paper with these groups and the issues of access faced by these children and young people particularly in mind.

The above analysis gives a comparative indication of access issues at whole cohort level. The

## 2.4 Learning Outcomes

Assessing the quality of average learning outcomes is important to understanding more about fairness and stability across education systems. While learning is more directly linked to some of the other thematic tracks emerging from the TES, students are more likely to stay in education if they are learning well. Multiple sources, including the latest World Bank's Human Capital Index (HCI), suggest this is a weak point for the Arab States. Table 2 summarises available whole cohort-level education data for the region (to date Libya and Syria do not take part). This predates the COVID-19 pandemic, and global evidence suggests data are unlikely to have improved since that time.

Harmonised test scores for the region range between 321 (Yemen) and 452 (Bahrain), compared with a global average of 423. Learners in five Arab States (Bahrain, UAE, Jordan, Qatar, and Oman) achieve above or around the global average in harmonised tests. Bahrain's average score of 452 is 54<sup>th</sup> equal globally alongside Chile and Cambodia. Yemen's average score of 321 is 168<sup>th</sup> globally, out of a total 174 participating member states.

Learning adjusted years of schooling<sup>7</sup> (LAYS) for the region range between 9.6 (UAE) and 4.0 (Iraq), compared with a global average of 7.8. Learners in eight Arab States (Bahrain, Jordan, Kuwait, Oman, Palestine, Qatar, Saudi Arabia, and UAE) achieve above or around the global average LAYS. UAE's LAYS score is 46<sup>th</sup> globally, just ahead of Chile and Seychelles. Iraq's LAYS score is 167<sup>th</sup> globally, just ahead of Rwanda but more than a whole year ahead of the six lower ranked states in the list.

Table 2: Whole cohort-level education data in the Arab States in 2020

State <sup>8</sup>	HCI score (A)	Harmonised test scores (B)	Expected years of schooling (C)	LAYS (D)	Learning gap in years(C-D)
UAE	0.67	448	13.5	9.6	3.8
Bahrain	0.65	452	12.8	9.3	3.6
Qatar	0.64	427	12.8	8.8	4.1
Oman	0.61	424	12.8	8.6	4.1
Palestine	0.58	412	12.2	8	4.2
Saudi Arabia	0.58	399	12.4	7.9	4.5
Kuwait	0.56	383	12	7.4	4.7
Jordan	0.55	430	11.1	7.7	3.5
Algeria	0.53	374	11.8	7.1	4.8
Tunisia	0.52	390	10.2	6.3	4.1
Lebanon	0.54	384	10.6	6.5	4.1
Morocco	0.50	380	10.4	6.3	4.1
Egypt	0.49	356	11.5	6.5	4.9
Iraq	0.41	363	6.9	4.0	2.9
Mauritania	0.38	342	7.7	4.2	3.5
Sudan	0.38	380	7.1	4.3	2.8
Yemen	0.37	321	8.1	4.2	3.9

Data source: Adapted from HCI dataset, updated September 2020

<sup>7</sup> LAYS are calculated by multiplying the expected years of schooling by the ratio of the most recent harmonized test scores to 625, where 625 corresponds to advanced attainment on the TIMSS (Trends in International Mathematics and Science Study) test

<sup>8</sup> To date, Libya and Syria do not take part in this HCI dataset.

The learning gap estimated by subtracting LAYS from expected years of schooling is four years for the Arab States region on average, compared with a global average of 3.5 years. Arab States fall into three groups when compared with the global average. For all three, strengthening learning outcomes is extremely important:

- **Learning Building Group:** Those in line with the global average learning gap, with average or above average levels of expected schooling in place including Bahrain, Jordan, Lebanon, Morocco, Oman, Palestine, Qatar, Tunisia, and UAE. Children and young people in this group of states are losing between 3.5 and 4.2 years of learning on average during their time in school.
- **Learning Challenged Group:** Those in line or below the global average learning gap, with under average levels of expected schooling in place including Iraq, Mauritania, Sudan, and Yemen. Children and young people in this group of states are losing between 2.8 and 3.9 years of learning on average, but over shorter periods of access to school (on average 7.5 years) than their peers in the first group.
- **Learning Deficit Group:** Those with learning gaps above the global average, with average or above average levels of expected schooling in place including Algeria, Egypt, Kuwait, and Saudi Arabia. Children and young people in this group of states are losing between 4.5 and 4.9 years of learning on average in contexts where the access to schooling is less constrained than for their peers in the second group.

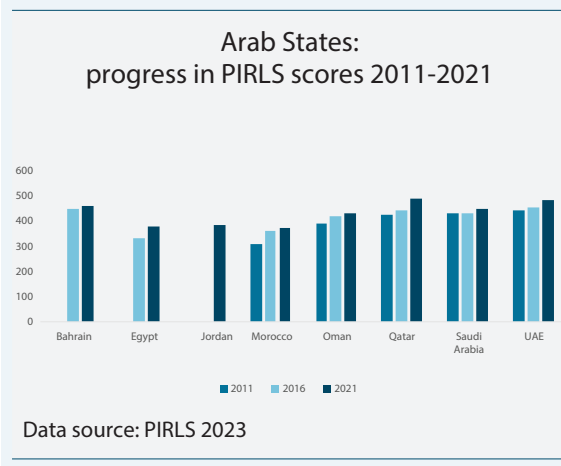
## Box 1

### The Arab States and PIRLS

As this paper was in preparation, PIRLS released its 2021 dataset. Eight of the Arab States (Egypt and Saudi Arabia from the Learning Deficit Group and Bahrain, Jordan, Morocco, Oman, Qatar, and UAE from the Learning Building Group) took part in this global benchmarking exercise that focuses on 4<sup>th</sup> grade literacy.

While average scores for all eight remain below the fixed global centre-point of 500 in 2021, Figure 6 demonstrates that in all cases where comparisons are possible, there have been improvements on previous results. This is particularly impressive given the well documented effect of COVID-19 school closures on early grades literacy. It reflects the commitment on strengthening foundational and other types of learning noted in our companion mapping of progress towards SDG4 in the region on the part of many of the Arab States.

Figure 6



## 2.5 Section Summary

In this section we have summarised a whole cohort-level comparative analysis for the Arab States through four lenses: demographics and dynamics (external), access and learning (internal). This has enabled us to identify seven groups of states, for whom different policy

options explored in later sections may be of particular benefit as they seek to build more fairness and stability into the education services they offer. These are mapped in Table 3 below, and highlighted as appropriate in subsequent sections:

Table 3. Mapping of identified seven groups of States in the Arab region

	Big States	Dynamics Affected	Access Building	Access Challenged	Learning Building	Learning Challenged	Learning Deficit
Algeria							
Bahrain							
Egypt							
Iraq							
Jordan							
Kuwait							
Lebanon							
Libya							
Mauritania							
Morocco							
Oman							
Palestine							
Qatar							
Saudi Arabia							
Sudan							
Syria							
Tunisia							
UAE							
Yemen							

Source: Mapped by the author of this report.





## 3. Inclusion and Equity

The first of the issues listed as a priority for Track 1 of the TES is inclusion and equity. This is a broad categorisation which could be construed to encompass issues listed separately, such as gender inclusivity and education in emergencies and protracted crises. In this section we have chosen to focus on barriers and policies linked to poverty and drop-out, disability, and access to technology, discussing gender, safety, health, and emergencies in subsequent sections. We recognise many overlaps exist but have adopted this approach for clarity.

### 3.1 Social Protection Programming

Globally, the link between poverty and educational deprivation is well established. In Section Two we observed correlations between economic hardship in parts of the Arab States, and weaker than average access and outcomes in education. While tackling poverty is something education ministries can only contribute to as part of a whole government approach, some policy levers are available to make it more likely that economically vulnerable children and young people can engage with school for longer.

One common policy approach is the provision of economic safety nets to children and their families. These have been used in an education specific way in low- and middle-income settings globally, particularly over the last decade. The global evidence is that educational impact of economic safety nets in education is partial. The Global Education Evidence Advisory Panel's (GEEAP) 2020 Smart Buys report notes that "cash transfers have consistently been found to have beneficial effects on school participation (both enrolment and dropout rates) where participation is low, but relatively few have found statistically significant impacts on learning"<sup>9</sup>.

### Box 2

#### Existing National Inclusion and Equity Commitments

According to UNESCO's recently published Regional Analysis of TES National Commitments:

Eight states made commitments to address COVID-19 related learning loss with a mix of accelerated learning plans, and the use of technology to enable catch-up. For example, the UAE's statement includes a commitment to providing agile, adaptable and comprehensive educational platforms, facilities and resources to support learning gains.

Eight states made commitments related to ensuring re-enrolment post COVID-19 and tackle drop-out. For example, Egypt's statement includes a commitment to building 14,000 new classrooms in rural locations where learners are most at risk of drop-out or non-enrolment.

Six states made commitments to address the inclusion of economically vulnerable communities. For example, Iraq's statement includes a commitment to providing textbooks and school feeding on a universal basis by 2030.

Twelve states made commitments to ensure access to education for children and young people with disabilities. For example, Palestine's statement includes a commitment to early screening for physical disabilities and learning difficulties, and the development of a new digital learning offer for (SEND) students.

<sup>9</sup> World Bank, Foreign, Commonwealth & Development Office, and Building Evidence in Education. 2020. *Cost-Effective Approaches to Improve Global Learning – What does recent evidence tell us are "Smart Buys" for improving learning in low- and middle-income countries? Recommendations of the Global Education Evidence Advisory Panel*. <https://documents1.worldbank.org/curated/en/719211603835247448/pdf/Cost-Effective-Approaches-to-Improve-Global-Learning-What-Does-Recent-Evidence-Tell-Us-Are-Smart-Buys-for-Improving-Learning-in-Low-and-Middle-Income-Countries.pdf> (Accessed 16 January 2023), page 19

The principal policy choices within the basic concept of transferring resources to stimulate participation in education include:

- **Conditionality:** Some programmes make payment of stipends on in-kind resources depending on the student or students achieving at least a minimum required attendance in school.
- **Resourcing Choices:** Many programmes pay financial stipends, but others provide staple foodstuffs, or resources such as clothing, seeking to direct expenditure to the benefit of the child or children.
- **Recipient Focus:** Financial safety net programmes tend to be family focused, with cash reaching caregivers. More closely school and therefore child focused approaches include provision of free uniforms, books, or school feeding and nutrition programmes.
- **Means Testing:** Some programmes target the lowest economic quintiles in a population, or specific groups such as refugees. Others take the view that universal benefits are less expensive to administer than those that are means tested.

Securing sufficient and stable resourcing for social protection programmes is perhaps the single biggest consideration for policymakers contemplating this approach. The GEEAP observes that *“cash transfer programs are an expensive way to improve learning, because they aim to increase incomes substantially, and because targeting is costly”*<sup>10</sup>. Most recent examples from low- and middle-income settings are funded via overseas development assistance which has implications for sustainability, while many have been confined to programming in a few districts or governorates in line with donor priorities. For education ministries where education budgets are constrained or where the population is large, using social protection programming to stimulate participation in education may be most effectively achieved in coalition with other parts of government, as part of a child-centred

package of support for the poorest families. We offer four recommendations for education policymakers considering making use of social protection programming in some form:

- Consider whether your aims in education could be met as part of a wider programme of social protection aimed at the most vulnerable children and their families. If there is an opportunity to do so, **privilege collaboration with other parts of government, civil society, and local communities over designing a standalone programme** for education.
- Commission **modelling of the likely costs and benefits of a range of design options** for social protection programming to enable high quality evaluation of trade-offs. Where possible use local expertise but consider approaching a development partner to provide resources for this piece of work.
- Take steps to **understand both benefits and limitations of a social protection programme** for the economically vulnerable. The available evidence suggests that cash transfers have little impact on learning levels but can make a major difference to enrolment and participation. The inference is that this is a policy response best suited to improving the former.
- Consider **pairing a resource transfer programme that tackles access and participation issues with linked work on strengthening learning outcomes**, through changes to teaching approaches, the curriculum, or other means. This will help extract maximum value from social protection inputs, ensuring recipients not only attend school but learn well.

Social protection programming is most likely to be a useful policy tool for the following groups of Arab States:

<sup>10</sup> Ibid.

- ↘ **Dynamics Affected:** States navigating some form of emergency often have the possibility to provide short to medium term forms of social protection targeted at the most vulnerable by working with humanitarian and other international partners. However, care is needed in designing interventions to ensure unintended consequences from targeting (for example, tension between communities).
- ↘ **Access Challenged:** The evidence is that social protection interventions in education are more effective at building enrolment and participation than at improving learning outcomes. For those states with significant access challenges, providing input based incentives to increase enrolment may be effective, especially if paired with other interventions aimed at improving learning outcomes.

### 3.2 Preventing Drop-out

Economic insecurity is one of the biggest driving forces behind learners' premature exit from education, commonly referred to as drop-out. The decision to remove a child from school is unlikely to be a casual one. Parents and caregivers in low- and middle-income settings worldwide tend to value education, even if they have not benefitted from it themselves.

The reasons why young people leave education prematurely is often gendered. Girls may be needed at home to care for younger siblings and help keep the family running. Alternatively, they may be married early, to secure their economic future, or relieve the economic pressure on the family, or both. Boys meanwhile tend to be sent out to work so they can contribute to the economic security of the family. We discuss gender in more detail in the next section.

This is a strategic dilemma for economically vulnerable families. Caregivers weigh up the arguments for staying in education and for starting paid work, getting married, or helping around the house and take a decision based on

the perceived best interests of child or young adult and family. From a policy perspective therefore, tackling this issue successfully implies adding weight to the arguments for staying in education, for the poorest and most vulnerable children and young adults. Interventions should always be designed with the intention of lowering the opportunity cost of education for vulnerable learners.

We offer six recommendations for education policymakers considering policy options for tackling drop-out:

- ↘ Take steps to **ensure the legal framework for mandatory education discourages early exit from school** as strongly as possible. Consider options that hold caregivers legally responsible for children and young people's continued attendance in school and demonstrate publicly that there are consequences for breaking the law on mandatory education.
- ↘ Take steps to **ensure education laws do not discriminate against girls who are pregnant**, such as those that exclude them from school or make a return to education post-birth difficult. Work with Social Affairs Ministries to design specific support to help girls who are married early to stay in education, including where this entails provision of childcare.
- ↘ Work with Social Affairs Ministries to **ensure that interventions to promote economic inclusion target families of out of school children** and those at risk of leaving education.
- ↘ Pair work on eradicating early exit from school with **policy interventions designed to strengthen learning outcomes, particularly in foundational literacy, numeracy, and socio-emotional skills**. A focus on ensuring children and young people are learning well will strengthen the argument for staying in school in families where this is currently marginal for economic reasons. A focus on foundational learning will also help put in place the building blocks for later acquisition of more complex knowledge and skills.

- ✎ Pair work on eradicating early exit from school with **policy interventions designed to ensure schools are safe places** for children and young adults and are perceived to be so by families. This includes work on the maintenance and upkeep of the fabric of schools, as well as on ensuring learners can expect to be safe from all forms of abuse, including bullying, from others at school and when travelling between home and their place of learning. See Section Five.
- ✎ Pair work on eradicating early exit from school with partnerships with Health Ministries on **supporting all learners, particularly the most economically vulnerable, with targeted health and nutrition interventions**. The provision of services will support student learning, meet public health objectives, and at the same time help strengthen the argument for staying in school. See Section Six.

Drop-out prevention programming is most likely to be a priority policy tool for the following groups of Arab States:

- ✎ **Big States:** This group includes some of the poorest and most rural states in the region. Many of these are already focusing on improving the quality of school buildings, teaching, and connectivity in rural areas to address drop-out and low enrolment. Ensuring that services available to these populations are of equally high quality as those available in urban areas is crucial to the principle of equity embedded in SDG4.
- ✎ **Dynamics Affected:** The individual case for staying in school can be weakened by changes in the living environment, such as the impact of conflict or economic hardship on a family. For states affected by these dynamics, it is important to put in place interventions designed to mitigate against the situation. The recent global experience with COVID-19 has underlined the importance of considering personal

incentives to stay in school when planning for the stability of an education system.

- ✎ **Learning Challenged and Learning Deficit:** Weak learning outcomes are closely associated with drop-out, as families reason that early exit into marriage or work is a better strategy than remaining in school. These groups of states should focus on policy interventions that strengthen learning outcomes, particularly in foundational numeracy, literacy, and socio-economic skills.

### 3.3 Special Educational Needs and Disability

UNICEF estimates that almost 21 million children in the Middle East and North Africa are living with a disability<sup>11</sup>. It also suggests, based on a study of four states in the region, that those from the poorest families are more likely than average to be disabled in some way and that a significant proportion of disabled children live with more than one type of disability. The study defines disability widely, including conditions such as anxiety alongside more familiar physical and mental disabilities.

The breadth of this definition highlights the importance of taking a learner-focused approach to special needs education, rather than expecting children and young adults to conform to a rigid system and curriculum. This has far-reaching implications for the cost and complexity of providing high quality learning opportunities for children and young adults with disabilities.

Special needs and disability (SEND) education can be administered on an ‘inclusive’ model where all students learn together, or one that makes use of ‘special’ schools for some children. Including all learners in mainstream classrooms is desirable from the perspective of building social understanding of disability and the potential of disabled people. However, for those with profound and complex learning difficulties, a mainstream school environment can prove an obstacle to learning. A mixed approach is

<sup>11</sup> UNICEF. 2022. Children with Disabilities in the Middle East and North Africa: A statistical overview of their well-being. New York, United Nations Children’s Fund.

worth considering from the perspective of what individual learners need to thrive.

The provision of quality special needs education is in its infancy in the Arab States as in much of the rest of the world. Mainstreaming education for learners with special needs relies on broader social acceptance of the idea that all children and young people benefit from learning, whatever their starting point or their trajectory. The universal experience of COVID-19 and emerging evidence of its profound impact on the mental health of thousands of learners may prove to be a catalyst for change in the future.

We offer three recommendations for education policymakers in this area:

- ↘ Collaborate with Ministries of Social Affairs to **model the resourcing requirements of different approaches to inclusive education** that will serve children and young adults with disabilities as well as other learners. Consider a mix of options such as inclusion in mainstream classrooms, as well as special schools for some learners. Work together on a plan for discussion with the rest of government that seeks to produce the best possible learning outcomes for all children and young people, balanced with an approach that is financially sustainable.
- ↘ Consider working with Ministries of Social Affairs and Health on **developing a multi-sector campaign aimed at building public understanding of the rights and potential of people with disabilities** across society. Work with the families of disabled people, as well as Non-governmental Organizations (NGOs) and other advocates for disability rights, to create this.
- ↘ Create or commission **professional development content for teachers, school directors and other staff, particularly counsellors and supervisors, aimed at supporting the mental health**

of all learners. Encourage school directors and counsellors to build open discussion mental health into the everyday life of the organisation, its staff, and pupils.

Delivering on SEND programming is critical for every Arab State seeking to deliver fair and equitable education services to all. It is an issue that should be prioritised in every sector plan, given the low base on provision across the region, as in much of the world. In particular, we recommend the following group should focus on leading the way in this area for the Arab States:

- ↘ **Learning Building:** This group includes some of the richest states, with the best performing education systems in the region. In many cases, the strength of learning outcomes is building (as evidenced in the recent PIRLS benchmarking study), and basic access issues tend to be less challenging than for other parts of the region. Developing a first class offer on SEND education is an important area where this group of states can improve on the equity and fairness of education service delivery.

### 3.4 Access to Digital Technologies

COVID-19 highlighted the fragility of education systems and the inequity of access to the internet and digital devices as governments tried to roll out online learning at short notice. This disproportionately affected the poorest and most vulnerable worldwide. For example, an analysis of real time 2020 data for the USA found that *“whether measured by income, location, parental education, or race, the relationship between privilege and access to the basic tools for distance learning is strong”*<sup>12</sup>.

In the Arab States, recent work from UN Economic and Social Commission for Western Asia (ESCWA) on digital skills highlighted similar inequities between countries. For example, while 76% of people in the UAE can use a basic

<sup>12</sup> Collis, V. and Vegas, E. 2020. Unequally disconnected: Access to online learning in the US. Brookings. 22 June. <https://www.brookings.edu/blog/education-plus-development/2020/06/22/unequally-disconnected-access-to-online-learning-in-the-us/>

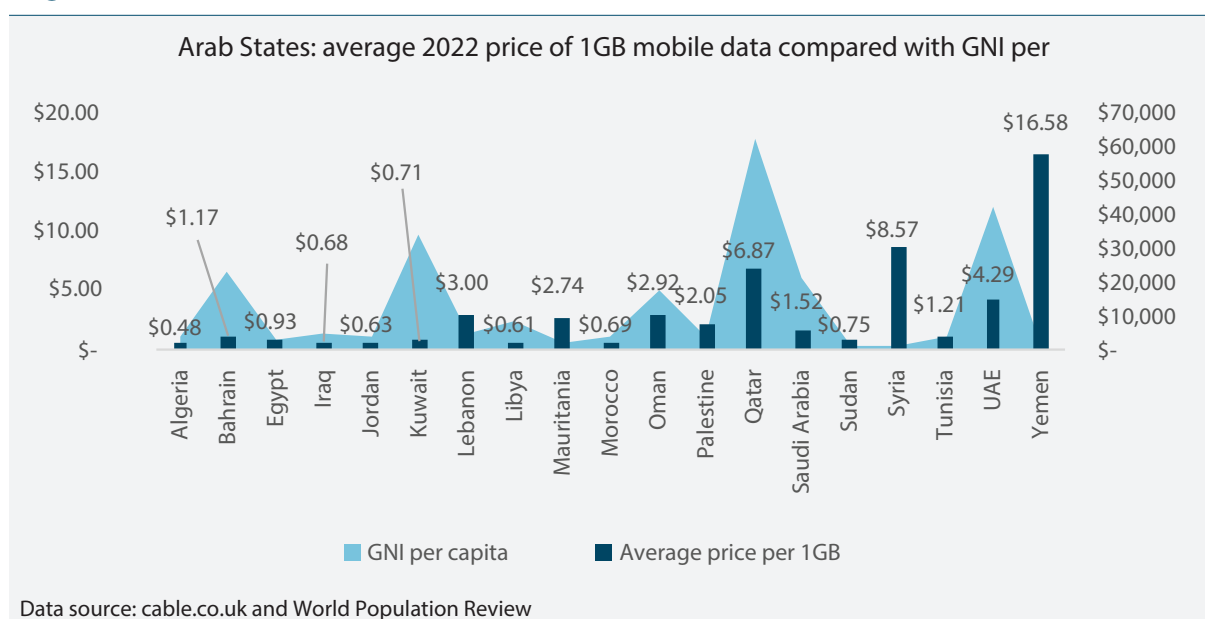
formula in Microsoft Excel (MS Excel), this drops to 18.6% in Egypt, and 1.8% in Sudan<sup>13</sup>. While this study refers to the general population, it is relevant as an illustration of the inter and intra state disparity in the availability and adoption of digital technologies in the region.

Strengthening access to digital technologies for education is complex. First, ensuring all schools and people are connected to the internet is a huge and multi-sectoral task. This is not an issue that Education Ministries can take on alone, or even lead on. A whole government response is necessary, involving Ministries of Communications, Civil Works, Finance, and others. This is, however, a vital equity issue, as Figure 7 illustrates. The average cost of 1 Gigabyte (GB) of mobile data ranges from \$0.48

in Algeria to \$16.58 in Yemen<sup>14</sup>. A comparison of these costs against average Gross National Income (GNI) per capita shows the relative unaffordability of mobile data for many people in some parts of the region<sup>15</sup>. This is a particular issue in Syria, Mauritania, Sudan, and Lebanon as well as Yemen.

Second, the global evidence is that investment in inputs such as digital devices for education without accompanying appropriate work on areas like curriculum adaptation, creating personalised learning approaches, and teacher professional development, is unlikely to improve student learning outcomes<sup>16</sup>. For Education Ministries this means aligning involvement in strengthening access with fundamental thinking about the nature of teaching and learning within the system.

**Figure 7**



<sup>13</sup> United Nations Economic and Social Commission for Western Asia (ESCWA). 2021. Digital divide and open government in the Arab region. Lebanon, United Nations

<sup>14</sup> Data available at: Cable. 2023. Worldwide mobile data pricing 2022. <https://www.cable.co.uk/mobiles/worldwide-data-pricing/> (accessed 1 June)

<sup>15</sup> Data available at: United Nations Development Programme. 2023. World Population Review: GDP per Capita by Country 2023. Available at <https://worldpopulationreview.com/country-rankings/gdp-per-capita-by-country> (accessed 1 June)

<sup>16</sup> World Bank, Foreign, Commonwealth & Development Office, and Building Evidence in Education. 2020. *Cost-Effective Approaches to Improve Global Learning – What does recent evidence tell us are “Smart Buys” for improving learning in low- and middle-income countries? Recommendations of the Global Education Evidence Advisory Panel.* <https://documents1.worldbank.org/curated/en/719211603835247448/pdf/Cost-Effective-Approaches-to-Improve-Global-Learning-What-Does-Recent-Evidence-Tell-Us-Are-Smart-Buys-for-Improving-Learning-in-Low-and-Middle-Income-Countries.pdf> (Accessed 16 January 2023), page 19

We offer three recommendations for education policymakers in this area:

- Seek to **build and take part in a coalition of ministries, Health, Justice, and Social Affairs, with an interest in strengthening access to the internet for public service delivery**. Work with others to build the case with Ministries of Communications, Finance, and Civil Works for government investment in last mile connectivity, emphasising the benefits for continuity in the education system and the long run economic returns to the country. In particular, advocate for work with telecoms providers to zero rate use of mobile data for educational purposes.
- Place **digital technologies and their use at the centre of any planned or current work on curriculum development, teacher professional development, or the development of learner-centred approaches** (for example, using technology for personalised learning). Prepare this ground even while work continues to strengthen access to the internet across the whole country.
- Consider including **digital inclusion as an aspect of any social protection programming planned** to support the most vulnerable students. Approaches could include providing targeted funding for access to mobile data for educational purposes.

Improving access to digital technologies is important across the board. However, in the short-term programming in this area is most likely to be a useful policy tool for the following groups of Arab States:

- **Access Building:** States with a focus on building out access to harder to reach parts of the community, for example in rural areas, may find digital technologies a solution to issues such as limited numbers of subject specialist teachers, or a lack of school buildings. In Maghreb countries where the cost of mobile data is relatively high compared with average incomes, ensuring affordability will need to be a focus.
- **Learning Building:** This group includes some of the richest states, with the best performing education systems in the region. In several cases, building digital technologies into the approach to teaching and learning, including as a way of ensuring the stability of provision in emergencies, has been identified as a priority in planning documents. It will be important to develop digital work alongside new ways of thinking about curriculum, teaching, and assessment.





## 4. Gender-transformative Education

The second of the issues listed as a priority for Track 1 of the TES is gender-transformative education. The UN Girls' Education Initiative (UNGEI), UNICEF and partners defined this in a 2021 publication. Crucially, this makes the point that "gender transformative education moves beyond simply improving access to education for girls and women towards equipping and empowering stakeholders – students, teachers, communities, and policy makers – to examine, challenge, and change harmful gender norms and imbalances of power that advantage boys and men over girls, women, and persons of other genders"<sup>17</sup>.

### Box 3

#### Existing National Gender-transformative Education Commitments

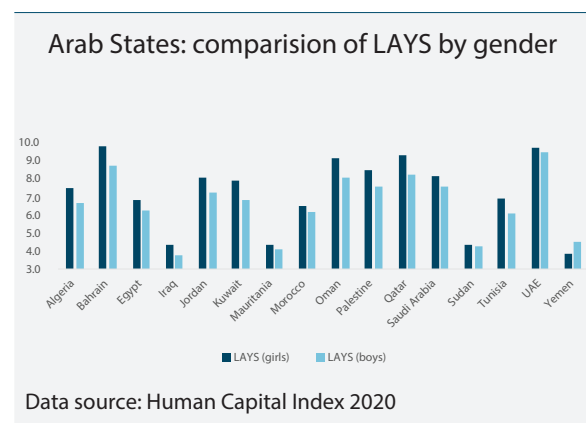
According to UNESCO's recently published Regional Analysis of TES National Commitments:

- Nine states made commitments to address gender equality in education, many focusing on the sub-goals of SDG4 as they relate to gender. For example, Mauritania's statement includes a commitment to stepping up work to improve results for girls in education, including better coordination of programming in this area.

Measuring gender equity in education has historically focused on parity of access, and the gender parity ratio is one of the principal indicators being used in tracking progress towards SDG4. On that measure, the evidence is that most Arab States are on track. In our companion paper mapping progress towards SDG4 across the region, an analysis of Voluntary National Reviews produced by member states notes that 11 of the 19 state or imply gender parity or near gender parity in enrolment data. Cross checking against expected years of school data suggests that boys spend longer in school on average than girls in some states, but except for Yemen, the gap is not significant.

Meanwhile, the evidence is also that across the region girls learn more than boys do, with as Figure 8 summarises<sup>18</sup>. The exceptions are in Sudan, where LAYS are the same for boys and girls, and Yemen, where girls are at a disadvantage in terms of their learning outcomes:

Figure 8



<sup>17</sup> Plan International, Transform Education, United Nations Girls' Education Initiative, UNICEF. 2021. *Gender Transformative Education – Reimagining education for a more just and inclusive world*. New York, United Nations Children's Fund

<sup>18</sup> No gender disaggregated data are available for Lebanon. Libya and Syria are not included as they are not yet part of the Human Capital Index project.

However, these measures of parity do not address the full extent of what is meant by gender transformative education. According to UNESCO's Strategy for Gender Equality for 2019-2025:

"Gender bias and gender-based discrimination still permeate the entire education process in far too many settings, and education systems often perpetuate rather than challenge gender inequalities. This is embodied in the teaching and learning process, including differential engagement, expectations, and interactions by teachers with their male and female students, as well as gender stereotypes in textbooks and learning materials. Inadequate resources and infrastructure to ensure safe and enabling learning environments, and insufficient policy, legal and planning frameworks, linked to enforcement measures, that respect, protect and fulfil the right to education, are too often the norm"<sup>19</sup>.

We offer one initial policy recommendation that could be applied across the region:

- Undertake a **review of learning materials across the education system**, using a gender transformation lens to assess the extent to which these are perpetuating or reinforcing gender stereotypes. Use the results as the basis for revising materials, particularly in conjunction with curriculum reform or teacher professional development activities.

Designing and delivering policies that will result in gender-transformative education also involves diagnosing gender identity related issues that truly affect children and young people at state and subnational level. Here, two considerations are important: the availability and interpretation of data to understand better what impact gender has on access to education and learning on the

one hand, and the readiness to use differentiated policy levers to benefit girls, boys, and children and young people who do not define themselves within traditional gender and sexual orientation norms.

Choosing appropriate interventions will therefore be highly specific from state to state. The selection of options presented below is therefore necessarily indicative rather than exhaustive. We also note that in all cases policies should not be confined to a single gender. We have therefore used non-gendered terms when presenting policy ideas below:

Issues that currently affect more girls than boys in many Arab States include:

- **Early marriage**, particularly among children from refugee communities or living in conflict affected states. As discussed in Section Three, this phenomenon is often linked with premature exit from school and social taboos around sexually active and pregnant young women being in school. Two possible policy actions, beyond those already mentioned in Section Three include:
  - Collaborate with Ministries of Justice, Social Affairs, and Health to **ensure the minimum legal age for marriage is appropriate and supports young people's rights to a full education** regardless of their marital status. According to UNICEF data, there is currently no legal minimum age for marriage in six countries in the region, while the legal minimum is below 18 in another seven states<sup>20</sup>. It is essential to apply the law on minimum age for marriage to girls and boys equally.
  - Consider designing **part time and online access courses for young people who have been excluded** from education as a result of early marriage.

<sup>19</sup> UNESCO. 2019. From access to empowerment: UNESCO strategy for gender equality in and through education 2019-2025. Paris, United Nations Educational, Scientific and Cultural Organization, page 6.

<sup>20</sup> Girls Not Brides. Undated. Top 20 Child Marriage Prevalence and Burden. <https://www.girlsnotbrides.org/learning-resources/child-marriage-atlas/atlas/> (Accessed 1 March 2023)

➤ Girls on average are learning more than boys in the Arab States, and in the majority of countries can expect to spend more years in school. UNESCO’s recent report on girls and Science, Technology, Engineering and Mathematics (STEM) education also suggests that the region produces more female graduates in maths and science than other parts of the world<sup>21</sup>. However, the risk remains of **gendered choices and steers in education**, particularly when students specialise in higher secondary grades. For example, in Lebanon, almost all students taking the humanities Baccalaureate in 2018 were girls, while boys dominated the natural sciences stream. We offer one possible policy action to combat this risk:

- Incentivise **qualified females to take up teaching positions in schools in maths and science**, to encourage more girls to focus on STEM subjects through positive role models. Consider a similar approach with qualified males taking up teaching positions in humanities and social sciences subjects.

Issues that affect currently more boys than girls in many Arab States include:

➤ **Early entry into the labour force**, particularly among children from refugee communities or living in conflict affected states. As discussed in Section Three, this phenomenon is often linked with premature exit from school and to low paid, poorly regulated work. In the Arab States, the International Labour Organization (ILO) estimates that 2.4 million children are working, of whom 1.9 million are engaged in hazardous work<sup>22</sup>. Three possible policy actions, beyond those already mentioned in Section Three include:

- Collaborate with Ministries of Justice, Social Affairs, and Labour to **ensure the minimum legal age for employment is appropriate**, that a clear distinction is made between part-time work that adolescents may do without interrupting their education, and full-time labour. International child labour standards set the minimum age for light work at 13 years and general employment at 15, while the minimum age for hazardous work is 18. Work with Ministries of Labour to clarify the relationship between starting ages for employment and the end of the legal framework for mandatory education.
- Consider working with Ministries of Social Affairs and Labour on **developing a multi-sector campaign aimed at linking staying in school with access to TVET and improved long run economic prospects** as a member of the workforce. This is also highly important for girls, given relatively low rates of participation in work in the region.
- Consider **designing part-time and online access courses for children who have been excluded from education** as a result of early entry into the workforce.

➤ According to available evidence, **boys are learning less than girls** in almost all Arab States. This finding reflects the experience of many parts of the world, although it is particularly stark in the region. There are currently many theories about why this is the case, but comparatively little concrete evidence. The World Bank in a recent blog suggested that “interventions that target the quality of education, particularly the ability of teachers to motivate and find connections to students’ lives, hold high expectations, and focus on individual

<sup>21</sup> UNESCO. 2017. Cracking the code: girls’ and women’s education in science, technology, engineering and mathematics (STEM). Paris, United Nations Educational, Scientific and Cultural Organization.

<sup>22</sup> International Labour Organization. 2020. Child Labour: Global estimates 2020. Children in child labour. [https://www.ilo.org/ipecc/ChildlabourstatisticsSIMPOC/WCMS\\_817699/lang--en/index.htm](https://www.ilo.org/ipecc/ChildlabourstatisticsSIMPOC/WCMS_817699/lang--en/index.htm) (Accessed 1 March 2023)

<sup>23</sup> Saavedra, J., Bixi, H., Welmond, M., and Gregory, L. 2022. What about the boys? Addressing educational underachievement of boys and men during and beyond the COVID pandemic. World Bank Blogs. 23 February. <https://blogs.worldbank.org/education/what-about-boys-addressing-educational-underachievement-boys-and-men-during-and-beyond>

talents and needs, appear to be crucial for underachieving boys<sup>23</sup>. Two possible policy actions include:

- Take steps to understand more about where learning starts to become problematic for some children and young people, **using low stakes (preferably invisible) formative assessment approaches in early grades to isolate issues** such as difficulty in attaining foundational literacy and numeracy skills.
  - Assign **learning assistants to learners who appear to be at risk, asking them to work with individual students or small groups** to understand better where learning is proving difficult, as well as other factors in a pupil's life that may be contributing to weak learning outcomes.
- ↳ Building gender-transformative approaches in education is critical across the board. However, in the short-term

programming in this area is likely to be a particularly useful policy tool for the following groups of Arab States:

- **Access Challenged:** This group includes those states where girls' access to education is weaker than other parts of the region. Progress towards gender parity and equity in terms of learning outcomes could be greatly strengthened through gender-transformative approaches. Ministries of Education should approach development partners for their technical and financial support in this area.
- **Learning Building:** This group includes some of the richest states, with the best performing education systems in the region. Many have already attained near or actual gender parity in access to education. Building a gender-transformative approach is therefore the next step in creating learning approaches that are truly fair to children and young people, whatever their gender and lived experience.

## 5. Safe Schools

The third of the issues listed as a priority for Track 1 of the TES is safe schools. This area is also the subject of SDG4 sub-goal 8: *“build and upgrade education facilities that are child, disability, and gender sensitive and provide safe, non-violent, inclusive, and effective learning environments for all”*.

### Box 4

#### Existing National Safe Schools Commitments

According to UNESCO’s recently published Regional Analysis of TES National Commitments:

- Ten states made commitments to support students’ and teachers’ mental well-being. For example, Jordan’s statement includes a commitment to implementing its Towards a Safe School Environment Program, including provision of psychosocial support to those in need.

In our companion paper mapping progress towards SDG4 across the region, an analysis of Voluntary National Reviews (VNRs) produced by member states shows that 11 of the 19 makes some reference to parts of this sub-goal. All 11 comment on the fabric or availability of learning spaces themselves, some including references to access for learners with disabilities. However, explicit references to the other parts of the sub-goal, related to non-violence in all forms, are less common, with just one state discussing attacks on schools and another on the launch of its child protection strategy.

Yet the issue of school safety is not new. The UN Safe Schools Declaration was developed in 2015. Endorsing member states commit to

respecting the civilian nature of schools and commit to collecting and sharing data on attacks against education, to prosecuting war crimes involving education, and to providing assistance to victims of violence<sup>24</sup>. They also commit to developing conflict sensitive education systems that promote respect between social and ethnic groups. To date, ten of the 19 Arab States have endorsed this declaration. Those that have yet to do so include 45% of the regional population.

The Global Partnership and Fund to End Violence Against Children launched its Safe to Learn Campaign in 2018. This supports governments to consider all aspects of safety in education, from the fabric of school buildings, to tackling forms of physical and mental violence that may be present in learning environments, to issues around staying safe online.

To date, two Arab States have endorsed the wider End Violence call to action on ending all forms of violence against children (SDG16.2) and two are among the 38 pathfinder countries working within the Global Partnership. Jordan, which became the 15<sup>th</sup> country to endorse the Safe to Learn framework in 2021, has completed a diagnostic study of national progress on reducing and responding to instances of violence in its schools<sup>25</sup>. As part of this work, Jordan has produced an Arabic language resource for other countries in the region considering doing similar work. This is a valuable regional public good.

In 2019, UNESCO published its Global Status Report on school violence and bullying<sup>26</sup>. This links to much of the focus of the Safe to Learn Framework, and identifies six drivers of school-based violence, the first four of which are

<sup>24</sup> Global Coalition to Protect Education from Attack. 2015. *The Safe Schools Declaration*. <https://ssd.protectingeducation.org/>

<sup>25</sup> Safe to Learn and UNICEF. 2021. *Diagnostic Study of National Efforts to Reduce and Respond to Violence in Ministry of Education Schools in the Hashemite Kingdom of Jordan 2020 – 2021*. New York, End Violence Against Children

<sup>26</sup> UNESCO. 2019. *School Violence and Bullying: Global Status Report*. Paris, United Nations Educational, Scientific and Cultural Organization. Available at <https://unesdoc.unesco.org/ark:/48223/pf0000246970.locale=en>

linked explicitly to the vulnerabilities discussed throughout this paper:

- ✎ Disability
- ✎ Gender
- ✎ Poverty
- ✎ Ethnic, linguistic, or cultural differences (including migrant or refugee status)
- ✎ Physical appearance
- ✎ Sexual orientation, gender identity and expression

Safety in education is an especially important issue for the Arab States given the high prevalence of conflict and protracted crisis in many parts of the region. The evidence is that emergency raises real risk levels in terms of:

- ✎ Access to schools and the physical safety of buildings
- ✎ The safety of journeys to and from school
- ✎ The incidence of physical and mental violence in learning environments, between students and between staff and learners

At the same time, emergency can have a negative impact on families' perceptions of whether it is safe to go to school, with far reaching implications for learners. As discussed in Section Three, for the most vulnerable families the decision about whether to continue with education is a difficult one, and safety as well as the quality of learning is an important factor when assessing the opportunity cost of education to the individual.

As the COVID-19 pandemic demonstrated on a global scale, situations where schools have to close and the replacement of face to face education with digital alternatives also increases risks associated with online safety. One of the GEEAP's main recommendations in its 2022 publication on learning post-COVID is that schools should remain open if at all possible – something which resonates with the Safe Schools Declaration's focus on ensuring that schools are not co-opted for military or other purposes during a crisis.

Working with both the Declaration and the multiple resources of the Safe to Learn Campaign, along with those produced by UNESCO and other parts of the UN system should be central to the policy approach Arab States take to building the safety of their schools, with both equity and stability in mind. We offer six policy actions for education leaders in member states to consider:

- ✎ Collaborate with Ministries of Justice and Interior to **endorse officially the 2015 UN Safe Schools Declaration** if this has not already been achieved. Consider pairing this work with a **public communications campaign to highlight the government's intent**, building perceptions particularly among the families of vulnerable pupils, that schools are safe spaces for every learner.
- ✎ Work with Ministries of Justice and Interior to **endorse the wider call to action on ending all forms of violence against children**, becoming part of the End Violence partnership. As part of this action, **take steps to join the Safe to Learn movement**, making use of its resources, and in particular the Arabic language diagnostic tool, to develop a clear plan for reducing and eliminating risk and violence in schools. Where possible, use local expertise but consider approaching a development partner to provide resources for this piece of work.
- ✎ Commission or conduct an **audit of the fabric of the existing school network and its safety**. Where possible, use local expertise but consider approaching a development partner to provide resources for this piece of work. Use this to develop a costed plan for improving the safety of schools, working with Ministries of Finance, Planning, and Civil Works to secure the resources and expertise needed. Ensure plans include recurrent budget allocations for ongoing maintenance. Use plans, where needed, to approach development partners to make the case for financing capital works.

- ✎ Work with Ministries of Justice, Interior, Health, and Social Affairs to **commit to and legislate for ending all forms of corporal punishment**, including in but not confined to school settings, drawing on resources from the End Corporal Punishment campaign<sup>27</sup>. To date, one Arab State – Tunisia, has ended all forms, and another – UAE, has committed to doing so, while three have no legislation to prevent any form of corporal punishment. Of those that have some legislation in place, eight have not yet eliminated corporal punishment in schools.
- ✎ Create or commission **professional development content for teachers, school directors and other staff, particularly counsellors and supervisors, aimed at supporting the physical and mental safety** of all learners. Encourage school directors and counsellors to build open discussion about bullying, cyber safety, and other related topics into the everyday life of the organisation, its staff, and pupils.
- ✎ Ensure a **safe schools lens is applied to all planned work on developing a new Education Sector Plan, SDG4 delivery plan, curriculum review, or crisis response plan for education**. Ensure this covers all aspects of the sub-goal within SDG4. This is critical to underpinning other investments in strengthening access and sustained participation, as well as in improving learning outcomes.

Creating safe and effective learning spaces free of all forms of violence is critical across the board. However, in the short-term programming in this area is likely to be a particularly useful policy tool for the following groups of Arab States:

- ✎ **Dynamics Affected:** Ensuring the safety of learning spaces is fundamental in situations where conflict, displacement, or other shocks influence families' perceptions of whether it is safe or even possible to attend school. In some

situations, the focus will be on ensuring that learning environments and their populations remain safe from different forms of attack. In others, there will be more emphasis on ensuring bullying is tackled in situations where some learners' circumstances mark them out from their peers.

- ✎ **Access Challenged:** This group of states is where basic access to school is weakest in the region. Being able to assure learners and their families and communities that schools are safe spaces, free of any kind of violence or bullying is a powerful tool in persuading more children and young people not currently in school to enrol and participate. In particular, ensuring that children who are older than others in their grade, are protected from bullying is important in avoiding drop-out or reluctance to enrol.
- ✎ **Learning Challenged and Learning Deficit:** Weak learning outcomes are closely associated with drop-out. If weak learning is compounded by the belief that learning environments are unsafe in some way, families and learners are more likely to take the view that the opportunity cost of education is unacceptably high. Both these groups are vulnerable to drop-out, and ensuring safety and freedom from any form of violence in school is one way to mitigate against that while work is ongoing to strengthen learning outcomes.

<sup>27</sup> End Violence Against Children and End Corporal Punishment. 2023. Main website. <https://endcorporalpunishment.org/>





## 6. School Health and Nutrition

The fourth of the issues listed as a priority for Track 1 of the TES is school health and nutrition. While this is not explicitly included as part of SDG4, interest in links between health, nutrition, and learning is growing. This is particularly evident in work around early grades and evidence of the impact of nutrition on cognitive development.

### Box 5

#### Existing School Health and Nutrition Commitments

According to UNESCO's recently published Regional Analysis of TES National Commitments:

- Eleven states made commitments to related to providing health services in some form within schools. For example, Oman's statement includes a commitment to ensuring the availability of a school nurse, as well as access to psychosocial support for learners in every school.

UNESCO's 2020 publication on school health and nutrition – produced with multiple partners including the World Food Programme (WFP), World Health Organisation (WHO) and UNICEF – describes an investment in school health and nutrition as “highly cost-effective” and claims that “healthy, well-nourished children and adolescents learn better, and as adults they lead healthier and more productive lives”<sup>28</sup>. To date, nine Arab States have committed to providing health services in schools<sup>29</sup> and a different group of eight to investing in mental health services for students and teachers<sup>30</sup>.

While much rigorous research exists on health interventions in schools, this is overwhelmingly analysed from the perspective of public health outcomes, rather than impact on education outcomes. The GEEAP did not include health services in its 2020 Smart Buys paper, while among the many systematic reviews that exist, schools are universally treated primarily as a convenient location to treat children and young adults.

One 2015 systematic review of approaches that may support improvements in learning outcomes in low- and middle-income states does include consideration of some health and nutrition interventions. The review found that: “the results indicate the effects of [school based health] interventions have mostly been beneficial. However the average effects are relatively small in magnitude.”<sup>31</sup> It also found a stronger link between school feeding programmes, some of which were linked to broader social protection programmes (discussed in Section Three), and improved participation in school: “The available evidence suggests school feeding programmes may improve school participation and learning outcome in some contexts. The large effects reported in some contexts suggest school feeding has the potential to improve primary age children's school attendance, the outcome where we saw the most consistent positive effect across different contexts, as well as learning.”<sup>31</sup>

This evidence on school feeding is especially important in the Arab States given the evidence on poor nutrition among very young children in some parts of the region. The Human Capital

<sup>28</sup> UNESCO, FAO, Global, Partnership for Education, UNICEF, UNSCN, World Bank Group, World Food Programme, and World Health Organization. Undated. Stepping up effective school health and nutrition. A partnership for healthy learners and brighter futures. Paris, United Nations Educational, Scientific and Cultural Organization, page 4

<sup>29</sup> Algeria, Iraq, Jordan, Libya, Palestine, Qatar, Syria, United Arab Emirates, Yemen

<sup>30</sup> Jordan, Kuwait, Libya, Palestine, Qatar, Saudi Arabia, United Arab Emirates, Yemen

<sup>31</sup> Snilstveit, B. et.al. 2015. Interventions for improving learning outcomes and access to education in low- and middle-income countries; A systematic review. London, International Initiative for Impact Evaluation (3ie), page 67

<sup>32</sup> Ibid, page 96

Index's health indicators focus on the basics of survival and rates of stunting in under-fives. A wealth of scientific evidence supports the link between adequate nutrition in the first five years of a child's life and their cognitive abilities in later life. This issue is therefore highly relevant to the education sector. Stunting is an issue in nine of the Arab States. For those countries, the median proportion of under-fives affected is 23% globally, and 7% in the region. Fully 46% of under-fives in Yemen are stunted, followed by 38% in Sudan.

Meanwhile, the third edition of the World Bank's Child and Adolescent Health and Development (2017) includes a chapter that focuses on the impact of health interventions on education outcomes. The authors cite a range of sources that make a connection between student health on the one hand, and their ability to enrol in, attend and learn at school:

"Poor health is a major barrier to educational achievement (Glewwe and Miguel 2008). Addressing chronic health conditions is essential for increasing school enrollment, while preventing and treating acute illness are critical for reducing absenteeism. Even if they are healthy enough to attend school, children in poor health are less able to learn. For example, children with insufficient calories and micronutrients may lack the energy to focus in class, limiting their ability to learn (Gomes-Neto and others 1997)."<sup>33</sup>

**They find overall that:**

*"While the size of some of the effects are large and appear to be statistically significant, making these inferences... hinges on assuming that normal approximation is valid for a very small number of studies... Evans and Popova (2015)... concluded that they largely agree that school-based health*

*interventions have a significant impact on access indicators... but are not effective in improving test scores."*<sup>34</sup>

From the perspective of ensuring inclusive, equitable, safe, and healthy schools, with this track's focus on access and participation, health and nutrition is key. As with safe schools, Arab States can benefit from the existence of a well-established global movement, with accompanying support and tools.

WHO launched its Global School Health Initiative in 1995. Over the past quarter of a century, more than 100 UN member states have introduced or developed some form of school-based health service. In 2021, WHO published a comprehensive global school health guideline in partnership with UNESCO. This expresses the expectation that national governments will use this tool, and other WHO resources, to develop or review and invest in their national school health services.

WHO recommends a process at national level in the design of school health services, sequentially comprising a needs assessment, landscape analysis to see what is already in place, and a prioritisation exercise. WHO's identification of possible health interventions in schools is exhaustive. It is also categorised based on the strength of rigorous evidence to support each intervention's contribution to improving health outcomes. The inference is that by improving health, education impact will follow.

Table 5 summarises the categorisation of all 87 interventions considered:

<sup>33</sup> Plaut, D., Thomas, M., Hill, T., Worthington, J., Fernandes, M. and Burnett, N. 2017. Getting to Education Outcomes: Reviewing Evidence from Health and Education Interventions in Disease Control Priorities, Third Edition (Volume 8): Child and Adolescent Health and Development. November, 307-324. Section Five. Available at [https://elibrary.worldbank.org/doi/10.1596/978-1-4648-0423-6\\_ch22](https://elibrary.worldbank.org/doi/10.1596/978-1-4648-0423-6_ch22)

<sup>34</sup> Ibid

Table 4: Categorization of WHO's 87 identified possible health interventions at schools

Category	Essential everywhere	Suitable everywhere	Essential/Suitable in certain areas
General/cross cutting	15	3	0
Positive health/development	4	3	0
Unintentional injury	4	0	0
Violence	3	0	0
Sexual/reproductive health, including HIV	8	0	1
Communicable disease	6	1	4
Noncommunicable disease, sensory functions, physical disability, oral health, nutrition, and physical activity	16	1	2
Mental health, substance abuse, and self-harm	15	1	0
Total	71	9	7

Source: adapted from WHO 2021<sup>35</sup>

Working with the Global School Health Initiative and making use of the guideline should be central to the policy approach Arab States take to using health and nutrition initiatives to build equity and stability into their education systems. We offer five specific policy actions for education leaders in member states to consider:

- ▾ Collaborate with Ministries of Health and Social Affairs to **making a formal commitment to supporting school-based health interventions** if this has not already been achieved. Consider pairing this work with a **public communications campaign to highlight the government's intent**, building perceptions particularly among the families of vulnerable pupils, that schools are spaces where learners can also receive health and nutrition support.
- ▾ Work with Ministries of Health and Social Affairs to **conduct a school health needs assessment, using the WHO guidelines**. Follow this up with a landscape analysis of what is already available. Where possible, use local expertise but consider
  - ▾ approaching a development partner to provide resources for this piece of work.
  - ▾ Use the needs assessment and landscape analysis to **commission or conduct a prioritisation for health and nutrition services in schools and develop a costed plan for strategic interventions in schools** aimed at protecting the most vulnerable students first (for example, via provision of means tested free meals), working with Ministries of Finance, Social Affairs, and Health to secure the resources and expertise needed. Ensure plans include recurrent budget allocations using them, where needed, to approach development partners to make the case for financing capital works.
  - ▾ Create or commission **professional development content for teachers, school directors and other staff, particularly counsellors and supervisors, aimed at supporting the physical and mental health** of all learners. Encourage

<sup>35</sup> World Health Organization. 2021. Guidelines on school health services. Geneva, World Health Organization. Pages xx-xxii.

school directors and counsellors to build open discussion about diet, exercise, and healthy lifestyles into the everyday life of the organisation, its staff, and pupils.

- Ensure a **healthy schools lens is applied to all planned work on developing a new Education Sector Plan**, SDG4 delivery plan, curriculum review, or crisis response plan for education. This is critical to underpinning other investments in strengthening access and sustained participation, as well as in improving learning outcomes, particularly at foundational levels.

Health and nutrition programming is most likely to be a priority policy tool for the following groups of Arab States:

- **Big States:** Six out of seven of the region's Big States group (excluding Saudi Arabia) has a significant issue with stunting of children aged under five. This is likely to be linked to relative rates of poverty in the population, as well as the scale of this group of countries. At macro level, governments in the Big States will obtain much better value for their investments in education if programming is accompanied by health interventions in fundamental

areas such as nutrition and vaccination. School feeding is a feature in many education sector plans already.

- **Dynamics Affected:** Fundamental changes in the environment, whether due to conflict or displacement, economic shock, or other issues, make access to health interventions and adequate nutrition more complex. For this group of countries, building health and nutrition interventions into their education programming is an important way to strengthen the stability of the learning environment for all children and young people.
- **Access Challenged:** Learners who are out of school in this group of countries are likely to be the poorest and most vulnerable in society. Access to basic health interventions and adequate nutrition is likely to be similarly constrained. Offering programming that includes health benefits for learners in schools is therefore a useful way of encouraging more children and young people to enrol and participate in education.

## 7. Education in Emergencies and Crises

The final issue listed as a priority for Track 1 of the TES is education in emergencies and crises. If Section Three's focus on equity and inclusion was at the heart of the fairness issue discussed in Section One, maintaining education services for everyone, no matter the circumstances, is at the heart of the notion of stability. Member states' ability to keep education available has been tested on a global basis in an unprecedented way in recent years.

### Box 6

#### Existing Education in Emergencies and Crises Commitments

According to UNESCO's recently published Regional Analysis of TES National Commitments:

- Five states made commitments related to strengthening the sector's ability to provide continuity under difficult circumstances. For example, Algeria's statement includes a commitment to rolling out learning from a digital school pilot in one part of the country to build alternative ways of delivering education.
- Five states made commitments related to addressing exclusion from education based on legal and migratory status. For example, Yemen's statement includes a commitment to a particular focus on services for refugee and displaced children in areas of war conflict and natural disasters.

In common with the rest of the world, the Arab States are dealing with the aftermath of COVID-19's impact on education. At the same time, as discussed in Section Two, the difficulties faced by a whole group of countries in the region are compounded by more localised emergency situations and protracted crises linked to conflict and displacement of people. The evidence is that the needs of children and young adults become

more complex as crisis situations increase their vulnerabilities.

In this section, we outline a series of evidence-based recommendations for policymakers across the region to consider as they work towards building the more stability and resistance to shocks into their education systems.

### 7.1 Lessons from a global crisis

COVID-19 was an unusual emergency in its universal impact. Evidence will continue to emerge over the coming years, but it is already clear that impacts have been significant and far reaching for schools, learners, and educators alike. Work is ongoing to quantify and qualify these impacts, including learning loss, particularly on the basics of foundational literacy and numeracy, but also mental health issues, and in some cases, early exit from education.

The GEEAP's 2022 paper on learning during COVID-19 drew on the available global evidence and identified specific policy actions for education leaders, all of which are relevant to policymakers in the Arab States:

- **Prioritize keeping schools and preschools fully open...** While school closures hurt all students, the costs are highest for already disadvantaged groups including poor students... School closures also harm children by negatively affecting their mental health and in many countries their nutrition, again disproportionately affecting disadvantaged groups. Preventing these costs to children motivates keeping schools fully open.
- **Adjust instruction to... focus on important foundational skills.** Children have lost substantial school and learning time due to school disruption and the minimal effectiveness of most remote instruction... Governments should start

by understanding where students are: how much has learning, enrolment, and attendance fallen... They must then design a response that allows teachers to teach to the actual learning level of the child... This could include catch-up programs focused on foundational skills, use of adaptive software for schools that have computers, additional instruction time, and remedial tutors.

- ▾ **Provide teachers with simple teaching guides combined with strong monitoring and feedback systems** can help them structure their pedagogical approach and ensure that children learn effectively. Additional tutoring can also help children catch-up.
- ▾ **Make use of existing technology** [which will] be part of the solution in all education systems. In some cases, technology can be used to expand support to teachers and reach them with support material and training at scale; in other cases, it can be used as a classroom tool to improve teaching effectiveness. Moreover, simple steps to keep in touch with students via the phone proved effective in several countries and their use could be further explored.
- ▾ **Work with caregivers** whose enlarged role during the pandemic demonstrated how important this is to learning. Effective approaches include direct communication from schools to parents, engaging more with young children in educational activities, reading books to a child, or sharing simple exercises for the parent to use with their child by text or phone call<sup>36</sup>.

## 7.2 Forced migration and displacement

Exclusion from education because of forced migration affects many parts of the Arab States. In Section Two we demonstrated the relationship at state level between conflict and crisis on one hand, and weaker access to education and learning outcomes on the other.

According to UNHCR “displacement increased in the Middle East and North Africa in 2021, with a total of 16 million forcibly displaced and stateless people at year end, compared to 15.8 million a year earlier”<sup>37</sup>. The scale of this issue for the Arab States is reflected in the fact that Education Cannot Wait, the UN’s global fund for education in emergencies, has current programming in seven of the region’s 19 states<sup>38</sup>. Much of this work focuses on underpinning equitable access to school for displaced children and young adults.

Providing education for displaced learners is challenging for Ministries of Education. Even in cases where sufficient humanitarian assistance is forthcoming, there are multiple consequences for host education systems. These range from the overloading of public sector services designed for smaller cohorts, to aligning curriculum and language of instruction; from finding ways to manage qualification equivalency to tackling the impact of trauma on students from refugee populations.

We offer four specific policy actions for education leaders in Arab States to consider:

- ▾ **Work with Ministries of Interior, Health, Justice, and Social Affairs to develop a multi-sector strategy for delivery of public services to refugees or other displaced children and young adults.** Use this as the basis of discussions and negotiations with development partners and multilaterals, seeking alignment

<sup>36</sup> Adapted from GEEAP 2022 report: Global Education Evidence Advisory Panel. 2022. Prioritizing learning during COVID-19: The most effective ways to keep children learning during and postpandemic. Washington DC, London, Florence: The World Bank, FCDO, and UNICEF Office of Research - Innocenti

<sup>37</sup> UNHCR. 2022. Global Report 2021 – Middle East and North Africa. 16 June. <https://reporting.unhcr.org/globalreport2021/mena#:~:text=Displacement%20increased%20in%20the%20Middle,15.8%20million%20a%20year%20earlier.>

<sup>38</sup> Education Cannot Wait. 2023. Where We Work. <https://www.educationcannotwait.org/our-investments/where-we-work>

of external humanitarian assistance behind a country strategy to avoid the administrative and diplomatic burden of managing multiple projects across different but related sectors. Ensure the strategy considers a range of scenarios both for scale of displacement and time horizon of emergency.

- ✎ Commission or conduct a **high-quality exercise to assess real costs of providing public services to displaced children** at the same standard as the rest of the population, as well as allowing for additional interventions that may be needed, for example in the areas of nutrition or psychosocial support. Use this to broker agreements on international humanitarian assistance. Where possible, use local expertise but consider approaching a development partner to provide resources for this piece of work.
- ✎ Create or commission **professional development content for teachers, school directors and other staff, particularly counsellors and supervisors, aimed at working with displaced learners**. Encourage school directors and counsellors to build open discussion about respecting difference and the experiences of learners who are new to the school into everyday life in their institution. This should include work with the families of existing students.

- ✎ Work with Ministries of Interior, Justice, and Labour to **ensure identity documentation is not a barrier to enrolling in school** for displaced learners. Pair this with internal work on the equivalency of educational qualifications, to allow learners to use their diplomas to access further education and employment.

The global experience of COVID-19 underlines the fact that stability should not be taken for granted in any education system, however rich or highly developed it may be. We therefore recommend that all groups of states identified in Section Two should include planning for keeping education open to all learners when circumstances change. Those in the Dynamics Affected Group may be able to share useful lessons and expertise with the rest of the Arab States.





## 6. Conclusion and Regional Recommendations

This paper has used the first of five thematic tracks developed for the 2022 Transforming Education Summit as its starting point for identifying a series of policy choices aimed at education sector leaders in the Arab States region. Track 1 focuses on inclusive, equitable, safe, and healthy schools, and considers these through five lenses:

- Inclusion and equity
- Gender-transformative education
- Safe schools
- School health and nutrition
- Education in emergencies and protracted crises

We have found many areas where these lenses overlap. This suggests these issues should not be looked at in isolation or tackled sequentially, but instead be built into a holistic response on the fairness and stability of education systems. If the aim is to ensure that all children access and participate in education, it is vital to address all the existing barriers to achieving that – from the risk of violence to poor nutrition, from weak learning outcomes to weak provision for children with disabilities and special educational needs.

In addition, most policy recommendations made in this report require Education Ministries to work in partnership with other parts of government, most commonly Ministries of Health, Social Affairs, Justice, Labour, and Interior. Equity and stability are not a sector-specific qualities. Rather they rely on collaboration between policymakers and implementers in the interests of children. While not easy to achieve in practice, whole government policymaking on issues that underline, protect, and privilege the universal right to education is important.

The importance of this is extensively made in UNDP's 2022 Arab Human Development Report, which lists investment in education, social care, and healthcare as the first of five priority actions for the whole region post-COVID:

"To advance towards cohesive and inclusive societies, a comprehensive approach to overcome divisions, invest in social services and build care and solidarity requires five priority actions. First, investing in social care, healthcare and education, a cornerstone for building trust and solidarity, requires undertaking necessary reforms for equality in access to social services, addressing factors that exclude vulnerable groups, tackling corruption and increasing engagement with communities within countries."<sup>39</sup>

At regional level too, there are opportunities for the Arab States to work together to strengthen the fairness and stability of education systems. We make here four high level regional recommendations for UNESCO and others to work on with education leaders from all states:

- **Make a strong regional commitment to support the right of every child in the Arab States to access and participate in education, on an equal and inclusive basis, and to be safe and supported to be healthy at school.** Ask member states to demonstrate their support by committing to the international frameworks mentioned in this paper and to work together to monitor progress on issues such as eliminating violence in schools. Use the full range of regional

<sup>39</sup> United Nations Development Programme. 2022. Arab Human Development Report 2022 : Expanding Opportunities for an Inclusive and Resilient Recovery in the Post-COVID Era. New York, UNDP

and international track events to support this regional campaign, and encourage all member states to include regional commitments in their education sector planning.

- ✎ Take steps to **produce and share more public goods that will support the development of stability and resistance to shocks in the region's schools**. Jordan's development of an Arabic language tool as part of its work on Safe to Learn is a good example of this. Encourage member states to work together to develop a regional research agenda to expand the evidence base on what works to improve access to and participation in education in Arab States specifically, as well as focusing on issues of particular importance to the region such as refugee education. At the same time, take advantage of Arabic as a common language across the region to develop and share more joint resources in areas like teacher professional development and curriculum.

- ✎ Debate and advance the **potential for highly developed economies to offer financial assistance, ranging from grants to development loans to support other countries** in the region. Pair this with work designed to share best practice and technical know-how between member states.
- ✎ Make a strong commitment to **transforming learning levels across the Arab States, recognising that outcomes are relatively weak** in all parts of the region, and seeking to build on recent gains made by some states participating in global benchmarking studies such as PIRLS 2021. Focus this on foundational literacy, numeracy, and socio-emotional skills, to help build the case for pupils staying in education for families where this is currently a marginal choice. Ensure plans centre on review and reform of teaching and learning methods, curricula, and assessment approaches.

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