DEVELOPING RIGHTS-BASED EDUCATION SWAps IN SOUTH ASIA

From Evidence to Action

UNICEF REGIONAL OFFICE FOR SOUTH ASIA

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ACKNOWLEDGEMENTS

ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CSO	Civil Society Organization
DAC	Development Assistance Committee (of the OECD)
DHS	Demographic and Health Survey
DP	Development Partner
ECD	Early Childhood Development
EDI	EFA Development Index
EFA	Education For All
EMIS	Education Management Information System
EPI	Education Parity Index
FTI (EFA)	Fast Track Initiative (on Education For All)
GDI	Gender Development Index
GEEI	Gender Equality in Education Index
GEI	Gender-specific EFA Index
GER	Gross Enrolment Ratio
GMR	Global Monitoring Report (on Education For All)
GPI	Gender Parity Index
IDP	Internally Displaced Person
INGO	International NGO
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
NAR	Net Attendance Ratio
NER	Net Enrolment Ratio
NFE	Non-Formal Education
NGO	Non-Governmental Organization
PBA	Programme-Based Approach
PETS	Public Expenditure Tracking Survey
PRSP	Poverty Reduction Strategy Plan/Paper/Programme
PTA	Parent–Teacher Association
SFAI	School Fee Abolition Initiative
SIP	Sector Investment Programme
SMC	School Management Committee
SWAp	Sector-Wide Approach
TA	Technical Assistance
UPE	Universal Primary Education

FOREWORD

This publication seeks to support all those who are involved in education SWAps to proactively realize the potential of a SWAp to achieve a comprehensive, rights-based approach. There are already many useful publications that discuss the theoretical basis of a rights-based approach, identify a range of education-related rights and explore what rights principles mean when applied to the practice of education. This document does not attempt to repeat these, but offers a new perspective, focusing on education systems as a whole.

The document is aimed at countries in South Asia, in which the research and practice on which it is based was grounded, but will undoubtedly have wider application. The fact that it has emanated from an evidence base which studied *process* as well as plans and outcomes, rather than being written in the abstract and then field tested, makes it unique. The strength of this guide lies therefore in the fact that it is grounded in the reality of the situations it describes, and the processes it is trying to assist.

No context, education system or SWAp is the same and, whilst basic education rights are universal, ways of achieving them are highly contextualized. This is therefore not intended as a step-by-step 'how to' manual, but rather to support creative thinking, inspiration and reflection. It is hoped that the readers will take the opportunities provided by the SWAp modality to strengthen the development of inclusive and equitable education systems, capable of providing quality education to all children and unleashing the powerful potential of education to realize wider rights and national development.

Because the focus of this guidance is on systems and SWAps, the education-related rights that are explored most fully are those relating to *planned programmes of learning for children*, which can be identified as being a part of an 'education system'. This includes both formal and non-formal school-level (primary and secondary) education. There is also some reference to programmes to support the development of younger children, since these are often (but not always) included within the remit of education sector institutions. It is fully recognized that children have wider learning and development rights than those related to 'schooling' (or its equivalent) and that adults also have education rights, detailed discussion of which has not been possible to include in this guidance.

This guidance draws both on documented studies and on practical experiences of approaches within SWAps in different countries and regions. Particular use has been made of the findings and recommendations of the recent set of country case studies *Social Inclusion: Gender and Equity in Education SWAps in South Asia* (UNICEF, 2007a) which show the way in which sector-wide or programme-based approaches have incorporated processes conducive to social inclusion, and how far they have achieved those outcomes. The research itself became part of the process of the sector-wide approach and of two mid-term reviews. The studies from which this guide emerged are:

- Acharya, S. (2007). *Social Inclusion: Gender and Equity in Education SWAps in South Asia. Nepal Case Study*.
- Jayaweera, S. and Gunawardena, C. (2007). *Social Inclusion: Gender and Equity in Education SWAps in South Asia. Sri Lanka Case Study*.
- Nasreen, M. and Tate, S. (2007). *Social Inclusion: Gender and Equity in Education SWAps in South Asia. Bangladesh Case Study*.
- Seel, A. (2007). *Social Inclusion: Gender and Equity in Education SWAps in South Asia. Synthesis Report*.

The *DAC Reference Guide on Gender Mainstreaming in Sector-Wide Approaches* (DAC, 2001) is also acknowledged. All its key points are re-asserted and expanded here, but with the additional consideration of a wider range of dimensions of disparity (including ethnicity, caste, disability, language and child protection), many of which interact with gender inequality.

IN A RIGHTS-REALIZING EDUCATION SYSTEM …

- At least the basic levels of education are fully free to the learners at all times and no child is excluded from any level of education because of poverty or financial reasons.

- All children's needs are met through a network of flexible, responsive, inclusive, learner-friendly schools that deliver good quality, relevant education to *all* children in each and every community, locality or institution on a regular and continuous basis.

- All children have opportunity to *at least* commence their formal education in their mother tongue, as well as to attain full competence in any additional languages that are required for their full and equal participation in community and society.

- Alternative/complementary/special programmes are in place, as necessary, to reach the 'hard to reach' with quality learning opportunities, 'bridge' children into school and to support the inclusion of disabled children.

- Children, parents and community members participate in decisions about their education.

- Education provision does not compromise children's other rights, for example to safety, protection, family, language, culture or identity.

- Human and financial resources are set at a level, and effectively managed and allocated, to achieve and maintain the above.

RIGHTS, SYSTEMS AND SECTOR-WIDE APPROACHES

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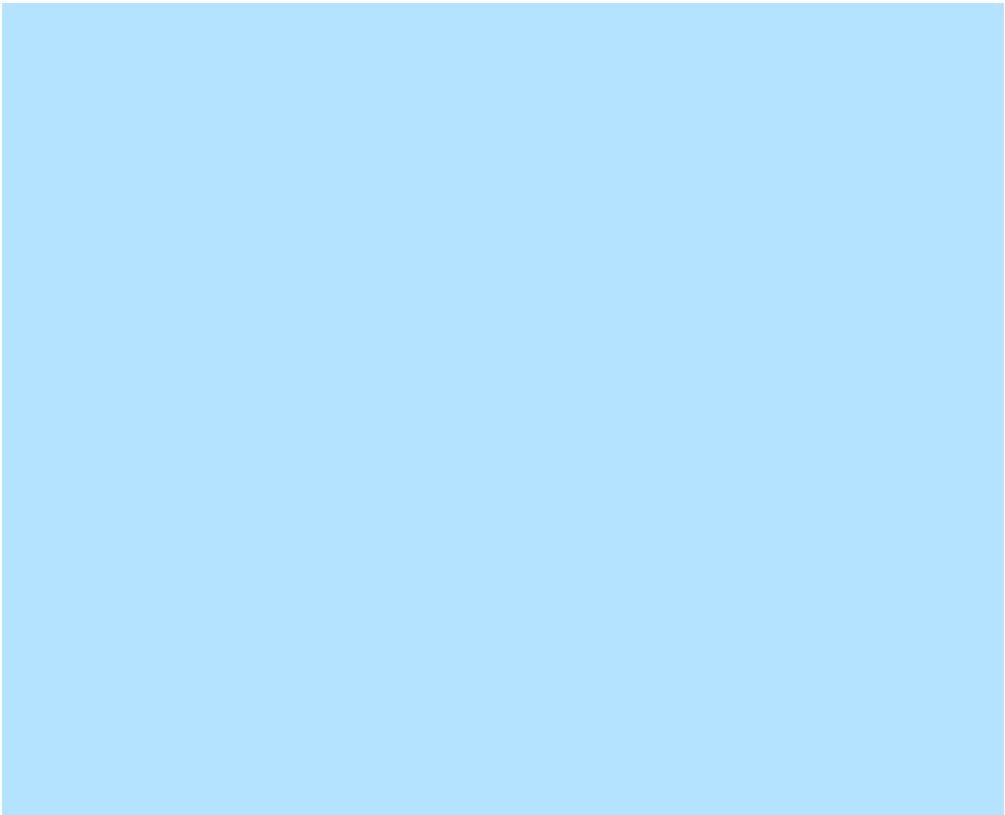
DELIVERING RIGHTS-BASED EDUCATION THROUGH SWAps

Everyone has the right to education … without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

Universal Declaration of Human Rights (1948).

The right to education is a fundamental human right for every child, a principle which has been enshrined in many international commitments and conventions. Yet sixty years after the Universal Declaration of Human Rights in 1948 and nearly twenty years after the UN Convention on the Rights of the Child in 1989, large numbers of children in South Asia are still denied access to free, quality basic education.

Good progress is being made, with the number of primary-age children out of school worldwide falling from an estimated 115 million in 2001/02 to 93 million in 2005/06 (UNICEF, 2007b). However, this is still close to 15 per cent of the children worldwide in this age group, and more than three-quarters of these children live in sub-Saharan Africa and South Asia.

Consideration of the education-related rights that are articulated in the CRC, as well as of the principles of universality and non-discrimination, sharply focuses our

concern on those children not yet accessing education of any meaningful quality, or for any reasonable duration. There are also those whose learning opportunities are jeopardized because their other basic rights (e.g. to clean water, protection or non-discrimination) are not upheld within the school. It is increasingly understood that measures to realize *all* children's equal rights *to*, *in* and *through* education are not only a moral imperative, but also the only way to truly achieve and sustain the education MDGs and EFA goals. A rights-based approach is not a distraction or an add-on, but an effective framework for bringing about sufficiently comprehensive change. This guide outlines the elements that might be part of such a framework.

Over the past decade of international assistance to education, Sector-Wide Approaches (SWAps) have become the dominant approach, intended to accelerate progress on the MDGs and EFA goals. There is no single definition of a SWAp; rather, it has been increasingly recognized

that a SWAp is a partnership process rather than a rigidly-defined funding mechanism. In essence, a SWAp can be seen simply as an approach to support the education system to work *as a coherent system that is able to achieve its goals*. Referring to a SWAp thus implies *both* the coherent, long-term plan and programme for the education sector (with institutional structures and mechanisms to match) *and* a modality of financial assistance and technical support that enables governments, with the support of the wider society, to create and sustain such a system.

In theory, there is neither an explicit linkage, nor a contradiction, between a SWAp and a rights-based approach in education. Nevertheless, there are potential significant benefits in linking the two. SWAps are intended to bring about a coherent approach to the sector, which creates the potential for addressing the complex and interlinked factors of inequality and social exclusion in a more effective way. SWAps in education seek to accelerate progress towards both international and national

goals, but in many countries the 100 per cent UPC target, let alone wider goals, will not be reached without a deeper understanding of the barriers that leave some children excluded, or not learning effectively. SWAps emphasize longer-term and more supportive partnerships between governments, civil society and international development partners. This provides new opportunities for achieving deep change in attitudes, practices and ways of working for all partners involved.

It is clear that many children in South Asia do not yet enjoy their right to a good quality education, in a supportive, protective context free of discrimination. The interactions between poverty, gender inequality and social exclusion are reflected in marked disparities in educational demand and access, between the most advantaged and disadvantaged groups and individuals. This document analyses what the right to education means and suggests how SWAps can be an approach or instrument to progress towards the realization of the right to education.

2

SECTOR-WIDE APPROACHES

> **Over time, it has been realized that a SWAp is an approach and a process, rather than a specific product following a rigid ideal … SWAps aim to improve systemic efficiency and effectiveness and thus to achieve better outcomes in terms of access, completion, quality and equity.**
>
> *Seel (2006). Addressing Social and Gender Disparity in South Asia Through SWAps and PBAs in Education: How Can We Use World Experience?*

2.1 THE DEVELOPMENT OF SECTOR-WIDE APPROACHES

Over the past decade there have been substantial changes in the way in which educational development is conceptualized and how international assistance to the sector is managed. From the mid-1990s there began a trend away from traditional project approaches. The new concept at that time was of a 'Sector Investment Programme' (SIP). These aimed to support governments in planning coherently for the whole sector within the context of an over-arching, realistic and costed policy framework, backed by concurrent attention to macro-economic stabilization and public service reform. Funding was to be provided flexibly as a part of government budgets, with governments and ministries of education (at different levels) able to make choices about resource allocation. Financial procedures were to be harmonized and monitoring at sector and programme level integrated, to meet diverse reporting needs. Donors would give up their control over specific project interventions, but gain participation as 'Development Partners' in education policy dialogue and broader budget framework negotiations.

However, as implementation has got underway, it has been realized that 'one size does not fit all'. Neither governments nor international partners in any context have been able to implement a SIP as originally conceived. It has been accepted that national and local realities are the proper starting point for any sector programme. Therefore, over time, the term 'Sector-Wide Approach' (SWAp)[1] has been adopted in preference to 'SIP', to describe what is more of a *direction, process* and *ethos* than a rigid blueprint or narrowly-defined funding mechanism. While the term 'SWAp' is strictly speaking something of a misnomer, in that the modality is often applied to a sub-sector, there is nevertheless a sufficiently widely shared understanding of the

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[1] Sometimes the term Programme-Based Approach (PBA) is also used.

characteristics of a SWAp for it to be a useful term. A summary of these characteristics put forward by ODI provides a useful working definition.

In South Asia, programmes are not yet 'pure' SWAps. Sri Lanka most closely resembles the theoretical model of a SWAp, while Bangladesh has many characteristics of a giant project, with funding being pooled through the ADB. Nepal has a core document which outlines aspirations, funded by a pool of seven donors giving sector budget support according to an annual plan, with many large and small projects operating in parallel, outside the framework (UNICEF, 2008a). However Nepal, in its proposed School Sector Reform, due to begin mid-2009, is moving much closer to a more comprehensive education sector plan.

EFA and the MDGs, PRSPs, Donor Harmonization and the Fast Track Initiative on EFA

The *EFA Goals* developed at the World Conference on EFA (Jomtien, 1990) and strengthened and re-affirmed at the World Education Forum (Dakar, 2000) do not constitute an international rights commitment per se, but do acknowledge that education is a right. Goals 2 and 5 (in modified form) are also Millennium Development Goals (MDGs) (see Annexes 2 and 3).

Increasingly, education sector level support through SWAps is set within the context of support to *Poverty Reduction Strategy Programmes (PRSPs)* that seek to chart an overall path towards achievement of the

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A SWAp includes support that:

- Is sector (or sub-sector) wide in scope;
- Is based on a clear sector and strategy framework;
- Is based on long-term plans;
- Includes host country ownership and strong coordinated partnership with external agencies;
- Is developed and implemented with the involvement of, and partnership with, all local stakeholders;
- Includes the involvement of all main external agencies;
- Is based on common implementation arrangements and effective donor coordination;
- Relies on local capacity; and
- Includes provision for results-based monitoring.

Source: ODI (2000).

Equally important:

A SWAp is NOT:

- Just a financing modality (basket fund, budget support, …)
- Government decides, donors accept
- Donors decide, government accepts
- Government and donors crowding out civil society and the private sector.

Source: UNICEF (2008b).

MDGs and to guide progress in the relevant sectors, and costed in *Medium Term Expenditure Frameworks (MTEFs)*. Related to these overall changes in aid modality, most donor agencies have now committed to a harmonization agenda set out in the *Paris Declaration on Aid Effectiveness* (2001).

The Education for All – Fast Track Initiative (EFA-FTI) 'was launched in 2002 as a **global partnership between donor and developing countries** to ensure accelerated progress towards the Millennium Development Goal of universal basic education by 2015. All low-income countries that demonstrate serious commitment to achieve universal primary completion can receive support from FTI. FTI is built on **mutual commitments**. Partner countries have put primary education at the forefront of their domestic efforts and develop sound national education plans. Donors provide coordinated and increased financial and technical support in a transparent and predictable manner. **FTI is a global education partnership that aims to support and promote:**

- Sound education plans
- Better coordination
- Country-led programs
- Predictable aid
- Measurable results & best practices'[2]

GENDER AND EQUITY IN EDUCATION SWAps: ACHIEVEMENTS AND CHALLENGES TO DATE

Positive Achievements
- SWAps are increasing resources to primary education through cost sharing at higher levels.
- SWAps in different parts of the world are identifying gender/social inequality as a key issue to be addressed at a strategic level, setting equity-related objectives and attempting to implement a range of strategies to increase all children's access to good quality basic education.
- SWAps have brought about improvements in equity in resource allocation by geographic location and improved prioritization and sequencing of strategies and resources, enabling effective implementation of policy priorities in a more systematic manner.
- Particular progress has been made in increasing girls' access to school through strategies such as cost reduction/and classroom/construction in rural areas, which have benefited from improved efficiency attributable to the SWAp modality.
- There is some evidence of enhanced trust between governments and poor communities through strengthened transparency in educational service delivery, as well as some local economic benefits in poor communities (e.g. through the decentralization of some procurement functions to school level).

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[2] *Education For All Fast Track Initiative Fact Sheet, 17 July 2007.*

Problems and Challenges

- A focus on sector-wide efficiency and national development objectives over individual rights can lead to a de-prioritizing of the 'hard to reach' groups as 'too expensive to reach'.
- The top-down, centralized and 'formal' approach of many SWAps can lead to weak involvement from civil society, a lack of recognition of informal processes and the reinforcement of existing gender and social biases.
- The focus (over some years) in some SWAps on central-level capacity-building and agreeing on mechanisms has diverted attention away from the present, urgent needs of poor communities, allowing another generation of children to 'slip through the net'.
- There is variation in the quality and depth of analysis that takes place, of patterns of educational disparity, the key causal factors and of how these interact. Analyses often fail to be multidimensional and to relate one factor to another. There continues to be less attention to gender than to poverty, and still less attention to other forms of social exclusion.
- As a result, strategies that are identified can prove inappropriate or inadequate/ insufficient. Strategies devised to address gender disparity or social exclusion tend to focus overly on physical access and enrolment. There is less attention to 'equity in quality', more nuanced approaches to address attitudinal barriers or addressing the specific life situations of multiply-vulnerable 'hard to reach' children. Many countries, despite developing 'comprehensive' education policy frameworks as a part of SWAp development, continue to lack clear policies related to minority languages in education, or modalities of provision for disabled children.
- SWAps are not necessarily founded on good consultative processes either with disadvantaged individuals and communities themselves or professionals with understanding of specific equity issues.
- There has been limited use of the DAC guidelines for gender mainstreaming in SWAps in practice, and no guidance exists pertaining to other forms of social exclusion. The degree and approach to addressing gender and social exclusion issues is highly dependent on individuals and the overall 'donor mix' in a country (including the level of agreement and coordination in support of government efforts).
- Some development partners perceive themselves to be losing the diversity and richness of experience, field-based understanding and interpersonal relationships which project interventions had provided.

Source: Seel (2007).

2.2 THE POTENTIAL OF SWAps TO SUPPORT A RIGHTS-REALIZING EDUCATION SYSTEM

2.2.1 Accelerating the Realization of Education Rights

SWAps were developed as a pragmatic mechanism for more effective development assistance. Whilst they are gradually being linked more explicitly to poverty reduction frameworks and achieving the EFA goals, they do not of themselves imply a rights-based or inclusive approach. However, it is often being discovered in practice that even the narrowly-defined MDG will not be achieved without attention to wider rights and social exclusion issues. It is also being realized that SWAps have a strong potential to support a more rights-based approach. This potential is summarized in the box below.

2.2.2 Implications for Education Systems and SWAps

In countries where there are complex patterns of social exclusion, combined with a number of the access and quality issues illustrated above, the challenges for the education system and SWAp are considerable. It is the responsibility of the duty bearers to develop a system of education that addresses the 'demand' and 'societal' barriers, to ensure that the system helps to break down (rather than inadvertently creating) barriers to access and to learning and in addition actively

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HOW A SWAp IN EDUCATION CAN IMPROVE ATTENTION TO GENDER EQUALITY AND SOCIAL INCLUSION[3]

- Improved policy coherence within the education sector.
- Development of a costed, coherent programme framework and plan requiring the costing of alternatives, prioritization and targeting (avoiding duplication, wastage and contradictory policy and approaches).
- Mainstreaming of innovative approaches piloted in projects (often targeted at 'hard-to-reach' groups).
- Improved linkages of formal and non-formal approaches within a coherent, flexible system.
- New partnerships for addressing gender and social equity to provide the environment in which the energies and expertise of different government partners, civil society and development partners can be maximized by working in the same direction towards clear goals.
- A longer-term time-frame conducive to supporting attitudinal change in complex and sensitive areas.
- Enhanced linkages with the private sector[4] and across government policies in other sectors, to reinforce the equity and inclusion dimensions of education policy.

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[3] The boxed text is taken from Seel (2007) and constitutes a summary of points from a range of previous studies referenced therein.

[4] Cf. Maldives Teacher Resource Centres for an innovative partnership with the private sector, providing access for teachers and proposed others on remote atolls to on-line learning and exchange.

protects and promotes children's education-related and wider rights.

The system needs to reach:

- Those who have never enrolled, many of whom are from the 'extreme poor', live in remote areas, in areas disrupted by conflict and/or in life situations that make them 'hard to reach' (for example living outside their own families, in illegal and harmful forms of work, or disabled children hidden away at home).
- Those who have been 'pulled out' of school because of poverty, conflict, early marriage, the need or desire to work (some then becoming 'hard to reach' as a result).
- Those whose schooling has been disrupted due to a sudden onset emergency.[5]
- Those who have been, or are at risk of being, 'pushed out' of school because of discrimination, boredom or non-learning due to poor 'quality' in the widest sense.
- Those who are at risk of not learning because of irregular attendance patterns due to family circumstances such as economic needs or the need to care for a sick relative or younger child, and girls beyond puberty who for cultural reasons as well as provision of adequate facilities do not attend during their menstruation time.

- Schools that are not yet delivering a good quality and rights-realizing education, many of which are located in the poorest and more vulnerable communities.
- Children who have differentiated learning needs within classes and schools.
- All schools and education programmes in the country (including those outside the state sector), to ensure that rights are upheld and no child suffers discrimination within the system.

Many education SWAps and large programmes are organized around three goals related to 'access, quality and management', including components such as school construction, textbooks, teacher training and fee elimination, usually with an accompanying component of capacity-building. A consideration of the many factors explored above that constrain the realization of children's educational rights suggests that this approach is likely to need considerable 'unpacking' (exploring in more depth and detail). In addition to the common emphasis on general 'pro-poor' policies, it is likely that there will need to be attention to addressing attitudinal barriers, targeting for equity and ensuring sufficient focus on the hidden and 'hard to reach' children whose rights are the furthest from being realized.

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[5] Further discussed in Chapter 6.

3

A RIGHTS-BASED APPROACH TO EDUCATION

Education Rights are universal ... and must be applied without discrimination.

UNICEF/UNESCO (2007). A Human Rights-Based Approach to Education for All.

3.1 WHY A RIGHTS-BASED APPROACH?

Although planning for education supposedly includes all children, research and data shows us that many children have neither access to education (including transition between levels), nor equal opportunities to learn when in a school or system. Figure 1 shows some data on access to primary education for South Asia.

The rights of many children to an education are not realized in this situation. Girls, rural children and children from poor households are less likely to attend primary school than boys, urban children and children from wealthier households. At the secondary

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Figure 1   **Primary school net attendance rate, South Asia**

Source: Household surveys (DHS, MICS), 2000–06
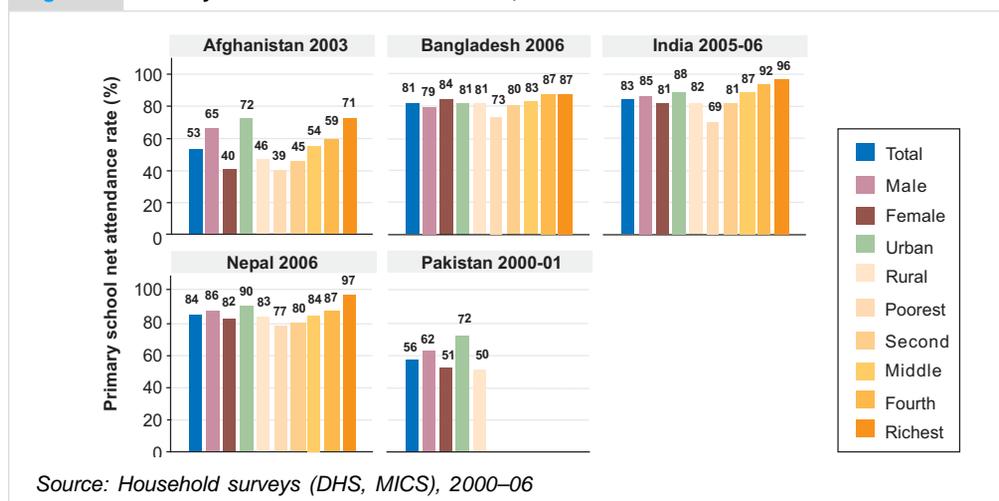
Figure 2 **Secondary school net attendance rate, South Asia**
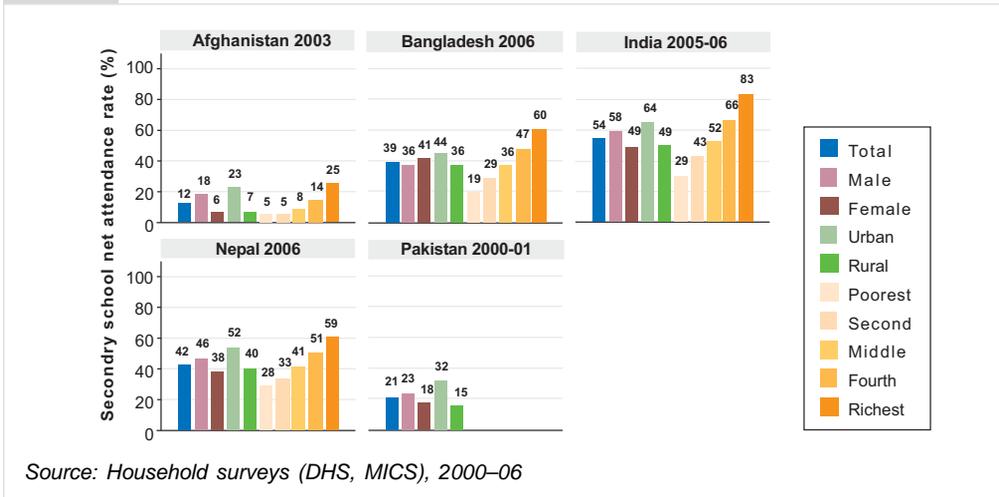
Source: Household surveys (DHS, MICS), 2000–06

level of education these disparities are even greater, as Figure 2 shows.

Until recently, data on access to education was often not disaggregated beyond gender, in spite of occasional studies conducted by concerned agencies. Household surveys, such as the MICS surveys by UNICEF, are particularly useful in this context because they collect detailed data on the characteristics of the population, including data on groups that are excluded. In addition, some countries are collecting data related to marginalized groups; for example, India collects data on scheduled castes and tribes while Nepal disaggregates according to gender, Dalits (low caste) and Janajatis.

Later in this guide (Chapter 12) there is a discussion on a recently-developed

composite **Education Parity Index**, by which the progress of disparity reduction in an education system can be measured in relation to the access of marginalized groups to education. In a rights-based approach, this index would sit alongside the overall progress towards Education for All and the MDGs.

3.2 UNDERSTANDING RIGHTS TO, IN AND THROUGH EDUCATION[6]

Children have rights to learning and development, which apply to all 0–18 year olds at all times. Children begin learning from birth and learn through everything that they do and experience, whether or not this learning is planned or intended.

However, given the complex demands of the modern world, there is also a specifically

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[6] *This approach was first popularized in the EFA Global Monitoring Report 2003/04. Adapted from Wilson (2003); see also Subrahmanian (2003).*

defined right to education as a *planned programme of learning*, usually in the form of 'schooling'. The exact age to which this right applies varies slightly between countries, but is usually from around 5–7 up to age 17–18.

There are rights *to*, *in* and *through* education. *All* children, *equally*, have the right to education; namely to access, attend and complete a full cycle of education, regardless of any differentiating factor, including gender, economic situation, class, caste, ethnicity, linguistic identity, personal abilities or talents, or having a disability or special need.

The right to education has no meaning unless 'education' implies an effective process that results in learning and development. Thus children also have rights in education, namely that the education is of good *quality*, in the widest sense. The educational process (methodology) must take account of children's age, stage of development, linguistic and cultural background and individual abilities. The content (curriculum) must be broad and balanced, relevant to the child's socio-cultural background, and prepare each child not only for future employment but, more fundamentally, for living a fulfilled life and contributing to a peaceful, tolerant and environmentally sustainable community and society. Schools must not discriminate against any child and must also actively uphold children's protection rights, including freedom from abuse, humiliation or violence.

Children also have rights through education. Good quality education, by its very nature,

has a rather special role as a vehicle for advancing and promoting wider rights and reducing discrimination and exclusion. An education in which children are actively learning (rather than passively absorbing what they are told) gives children skills such as expressing their views, listening to and working with others, reading with an open and critical mind, showing curiosity and taking responsibility. All of these, as well as opening up opportunities for meaningful and dignified employment, promote their rights to participation and citizenship, both now and in the future. Education is also a key vehicle for child protection, health promotion and developing a wide range of skills for life and livelihoods.

3.3 RIGHTS PRINCIPLES AND CONCEPTS AND HOW THEY RELATE TO EDUCATION

As countries, organizations and institutions have attempted to put their rights commitments into practice, a set of concepts and principles has developed to support this process. These are discussed here in relation to their implications for education (adapted from UNICEF/UNESCO, 2007). (See Annex 1 for a summary of international and rights commitments and conventions as they apply to education.)

● *Education-related rights are universal*. All children of the relevant age of schooling in a particular country have a right to education. Quality education is the right of each child, regardless of whether or not there is any perceived socio-economic benefit to society of educating him/her. Children also hold

education rights regardless of their legal status, for example if they are migrants or refugees or if their birth has not been registered. Targets for educational enrolment and completion must therefore be 100 per cent rather than being content with reaching 95 per cent, for example.

● *Education rights are inalienable and indivisible*. All human rights have equal status and cannot be ranked in order of importance. Human rights cannot be taken away from any child, for any reason. For example, a girl does not lose her right to education because she has become pregnant or has married. Children do not lose their right to education because they have infringed the law, or for any reason live away from their families.

● *Rights are interrelated*. Achieving one right usually helps to achieve other rights, and this is especially the case with education. However, the right to education should never be pursued at the expense of children's other rights to safety, protection, to live with their families, or to language, culture and identity. This implies ensuring that strategies for access, quality and child protection/welfare work together, avoiding an over-focus on ensuring school enrolment and attendance without regard to the actual experience of children in school.

● *Education rights must be applied without discrimination*. No child should be denied their right to an education on the basis of their economic status, gender, social status, caste, disability or

any other reason. In practice, this often implies much more than a passive 'equal treatment', but a strong emphasis on actively reducing exclusion and discrimination for those children who are most marginalized and disadvantaged in education.

● *Education rights can be thought of in terms of 'rights holders' and 'duty bearers'.* All people are both rights holders and duty bearers. In an education system, the key *rights holders* are all children in the country, who have rights to quality education provision whether or not they are currently within the system. The key *duty bearers* are all of those who are responsible for delivering that education, for example parents, teachers, headteachers, parents, administrators and Ministers of Education.

● *Children, parents and communities have a right to participate in decisions about education.* All people are empowered to claim their rights, rather than simply waiting for policies, legislation or the provision of services. Education should enhance children's capacity to participate in their wider community and society, both now and in the future. A rights-based approach requires the development of laws, administrative procedures and practices to ensure the realization of entitlements, as well as mechanisms to enable people to address violations.

● *Education rights can be achieved through progressive realization*. It is impossible to realize every right immediately. Governments may need to

make short-term priorities that appear to give preference to certain children more than others, if this is the most effective way of reaching all children as quickly as possible (for example, prioritizing secondary education for some girls in order to increase the supply of female teachers to encourage more girls to enrol). Plans and strategies should set an end-point for when all children will be in school with benchmarks along the way for reaching that goal, if necessary allocating *additional* funds for the 'last 10 per cent' who are the hardest to reach with quality education.

3.4 WHAT PREVENTS CHILDREN FROM REALIZING THEIR RIGHTS?

The following sections explore the reasons why so many children – and especially girls – are unable to attend school even at primary level. That is, why they are prevented from realizing their right to education. While there are many and varied reasons, it is important to be aware that many children do not just fall into a single category, but suffer 'multiple disparities'. Thus, for example, many children belong to marginalized groups who also are poor and live in remote areas.

Country reports from the Mid-Decade Assessment of Education For All, conducted throughout Asia in 2007–08, highlight the following as disadvantaged groups (J. Jennings in UNICEF, 2008a), and it is clear that many of them are interdependent:

- Children from remote and rural communities
- Children from religious, linguistic and ethnic minorities as well as indigenous peoples
- Children from migrant families
- Persons/children with disabilities or with special need
- Street children, working children, children in difficult circumstances (conflict or disaster areas)
- Orphans and abandoned children
- Children of very poor families
- Girls, especially from rural/ethnic communities.

Exclusion comprises a complex web of inter-linked dimensions of poverty (linked to location and livelihood), gender, caste/status-based exclusion, ethnicity/language and disability. Children without adequate care and protection are particularly vulnerable to educational exclusion, and such children are not reached by general pro-poor policies. In South Asia, too, there is a compounding effect due to the prevalence of conflict and natural disasters (and HIV/AIDS).

The case of Dalits provides an example of the complexity of factors which prevent access to education for some children and is illustrated here. In this particular case there may be factors common with other disadvantaged children, but the example also illustrates that it is the compounding factors of both gender and caste which create the barriers and that particular types of discrimination, in this case the treatment by higher castes, will need to be addressed in a particular way.

BARRIERS TO EDUCATION OF DALIT GIRLS IN NEPAL

- Parents and guardians generally illiterate, with little awareness of the importance of education, particularly for girl children.
- Financial constraints, including avoidance of Dalit government scholarship because of the stigma attached.
- Pull factor of domestic responsibilities, coupled with ability to earn money from 13–14 years of age.
- Difficulty to reconcile situation at home with need to study, i.e. no parental support, densely populated houses with bad lighting.
- Peer pressure from non-school-going friends.
- Lack of aspiration as the only professional option is the traditional sweeping job.
- Discrimination, or the perception of discrimination, by higher caste peers and teachers at school.
- Finances drained by other sources (religious festivals and in some cases alcohol) rather than education of children.

Source: UNESCO (2005).

THE IMPACT OF EXCLUSION

A Baseline Survey in **India** which was undertaken in 2005 by the National Sample Survey Organization in 43 districts in the country, highlighted significant disparities in attendance rates and also learning achievements between children from scheduled castes and other castes. The percentage of children (6–14 years) attending school was 72.5 per cent for SC compared with 83.6 per cent for children from other castes. For scheduled tribes the figure was even lower, at 66.4 per cent.

In **Nepal**, Dalits lag behind other social groups in terms of educational attainment. Whereas the national average for people aged 6 years and above who have never attended school is 44 per cent, the figure is 76 per cent for terai Dalits and 43 per cent for hill Dalits (World Bank and DFID, 2006, p.29; based on analysis of NLSS II 2003/04).

Reasons for the exclusion of Dalits include insufficient education facilities, poor teaching methods and discriminatory attitudes towards Dalits by teachers and children of other caste groups. For example, a study in Nepal found that lower caste groups were more likely to suffer corporal punishment. Limited and inequitable distribution of budget affects the poor (and thus many Dalits) more, and their exclusion from savings and credit schemes has further increased their poverty.

Source: Barr et al. (2007).

3.4.1 Unequal Access: Poverty, Gender Inequality and Social Exclusion

Figures 3 and 4 give an overview of primary school net enrolment rates and survival rates in South Asia, clearly showing major

| Figure 3 | Primary school net enrolment rate or net attendance rate, South Asia |

Source: UNICEF (2007b); UNESCO Institute for Statistics (2008) Data Centre, stats.uis.unesco.org

| Figure 4 | Survival rate to last grade of primary school, South Asia |

Source: UNESCO Institute for Statistics (2008) Data Centre, stats.uis.unesco.org

inequities across the region, and between girls and boys.

These tables do not, however, provide the level of disaggregated detail necessary for governments to be able to develop policies and strategies to address the disparities suffered by underserved groups. Similar analysis is needed for other disparities and disaggregation needs to form a major part of the data gathering within a SWAp, as a basis for meeting the needs of children in these categories.

Factors resulting in unequal access are:

● ***Poverty and vulnerable livelihoods:*** Poor children are less likely to enrol in school, to complete the primary phase or achieve satisfactory learning outcomes. Poverty is inextricably linked with livelihood and location. Many of the poorest families live in rural areas, dependent on traditional agricultural occupations. Meanwhile, owing to rapid rural–urban migration, an increasing number live in the ever-growing urban slums. In both rural and urban areas, poor children are the most likely to be required to work to support themselves or their families, which affects their ability to attend school regularly, especially at certain times or seasons. Natural events such as floods or cyclones tend to disproportionately affect the poorest, further disrupting educational access and continuity.

In South Asia, Huebler's study (Huebler, 2008) shows that attendance at primary school increases consistently from the

lowest income quintile to the highest. At secondary level the picture is even more marked: in Nepal, for example, there are almost four students from the highest income quintile for every one from the lowest; while in Bangladesh – where the differences at primary level are small – at secondary level there are nearly five students from the highest income quintile for every one from the lowest.

Poor children have lower levels of health and nutrition than their better-off peers, which puts them at a disadvantage in learning and means they are more likely to be absent from school. Because of the linkage between education and poverty, poor children are also far more likely to have parents with little or no formal education. This might mean that parents are less convinced of the benefits of education and are also less able to support and encourage children in their studies.

- *Remoteness:* Many of the poorest children live in geographically remote communities. Across Asia, such environments include high mountains, island archipelagos, forest interiors or desert regions. Such areas tend to be the last to see the benefits of economic development and the provision of services, including education and transportation. In many Asian countries, it is in the remoter regions that indigenous and tribal peoples, cultures and languages have survived and maintained their distinctiveness, thus there is often an overlap between

remoteness and social issues related to these population groups (discussed further below).

- *Illegally settled groups:* In many countries in the region, groups of people have migrated from their home areas and settled illegally in other areas, for a variety of reasons including poverty, conflict and social exclusion. Often these settlements are in urban slum areas, but may be on the fringes of other areas, such as national parks where there is a more reliable food supply. In such circumstances, government services such as education are not always provided.

- *Gender:* Gender discrimination against girls and women exists in almost every society. Women experience deeper levels of poverty and lesser access to services, resources, legal rights, power and decision-making than men. In many societies there continues to be a lower valuing of education for girls, lower expectations of girls, and the practice of early marriage, even if banned in law. These factors have the effect of directly reducing girls' enrolment and persistence in school, as well as indirectly influencing their educational opportunities through undermining their confidence and self-esteem.

In poor families, gender norms affect the types of work undertaken by girls and boys, and thus their patterns of school enrolment, attendance and completion. Many rural girls work

particularly long hours on domestic and subsistence tasks within the household. In urban areas, gendered patterns of child work and exploitation are more complex. For example, girls often predominate in more 'hidden' forms of work, including as domestic servants and sex workers, whilst boys are often more prominent in the informal economy and are more visible as street children.

Persistence and attendance of girls in education can also be affected by gender discrimination in the learning process, lack of facilities to manage menstruation privately, societal attitudes to puberty and menstruation and safety on the way to school and within it (Ollieuz, 2008).

- *Caste, social or occupational status:* Caste-based discrimination is significant in a number of South Asian countries, though in some it may go officially unrecognized. Caste discrimination, entrenched over many generations, has led to a combination of economic poverty and profound social exclusion – creating excluded communities with very little experience of the potential benefits of education and low levels of confidence and self esteem, putting them at great educational disadvantage. Those who do enrol face exclusionary practices within the school, related to their untouchability and the Hindu notions of 'purity' and 'pollution'. Other similar forms of status-based discrimination exist across South Asia, for example discrimination against sex workers and their children, which has a similar impact on the education of children.

- *Language, ethnicity or race:* Some linguistic minorities, ethnic or racial groups are disadvantaged in comparison with others in their societies who are considered the 'mainstream' or 'majority' language or culture. In South Asia this is particularly the case for ethnic minority, indigenous and tribal groups, whose cultures and languages are generally under-represented, or not reflected, in mainstream institutions, politics or the media. Such groups are disadvantaged in education due to general factors of poverty and geographical remoteness and to a lack of congruence between the language and culture of the home and that of the formal education system.

- *Disability:* Children with disability now constitute the group of children most likely never to have attended school. They include children with general cognitive/intellectual disability, specific learning difficulties, physical/motor disabilities, sensory impairments, speech impairments or emotional difficulties. Many such children are hidden away at home, or institutionalized. Disabled children suffer from discrimination, the belief that they cannot learn, a lack of understanding (or even fear) of disability and a lack of knowledge of how to support disabled children to learn and develop, linked in turn to a lack of support for poor or isolated families.

- **Inadequate care and protection:**
  Because of economic stress or family
  breakdown, many children live without
  the presence of parents or other adult
  carers. For others these adults are
  physically present but unable to give
  children adequate care, attention and
  protection, or may even subject the
  children to active abuse. Other children
  have 'moved out' from their families, for
  example running away because of
  problems or abuse, being sent out to
  work, or being married off at an early
  age. Still others live in institutions that
  do not provide adequate care and
  support, including some in prison or
  detention. Many such children do not
  access a full cycle of good quality
  education. Even if they do go to school,
  their life situations put them at risk of
  poor attendance, low self-esteem,
  poorly developed social and emotional
  skills and thus of educational
  underachievement.

- **Conflict:** Conflict exacerbates poverty,
  gender-based violence, family
  breakdown and social exclusion.
  Children affected by conflict are at high
  risk of an undermining of their rights to
  education. Education services are often
  disrupted, security concerns affect
  attendance, the trauma of conflict very
  negatively affects children's learning
  capacity (and also their teachers' ability
  to work effectively) and increased
  poverty as well as loss of adult family
  members increases demands for
  children's labour. Children, especially

teenage boys, are also at risk of direct
involvement in conflict, and can
become internally displaced (IDPs) or
refugees (see Chapter 6).

- **Sudden onset emergencies:** Natural
  disasters also disrupt education, and
  those already vulnerable will be more
  at risk of not re-entering the education
  process, as new roles and
  responsibilities are taken on with loss
  of parental livelihoods when family
  members are lost or injured. Again,
  such vulnerable children are at higher
  risk of becoming IDPs or refugees.

- **HIV/AIDS and other communicable
  diseases:** HIV/AIDS is another factor
  that has seriously undermined
  children's educational rights in many
  countries, disproportionately affecting
  the poorest. Some children are
  sufferers themselves, whilst many
  more are affected by the illness or
  death of family and community
  members. High prevalence of HIV/AIDS
  exacerbates poverty and gender
  inequality and increases the incidence
  of child work, particularly for girls in
  caring roles. In some Asian countries,
  there are concerns that other
  epidemics, notably avian influenza,
  might emerge as a further 'exacerbator'
  of poverty and inequality. Both HIV/AIDS
  and other communicable diseases,
  such as leprosy and tuberculosis, carry
  stigma which can often 'chase' a child
  away from school.

SOME RESEARCH INTO EXCLUSION IN SCHOOL WATER AND SANITATION

A desk study into water and sanitation related exclusion in schools in South Asia (Ollieuz, 2008) highlighted problems faced by several groupings of children. As has been mentioned previously, the most disadvantaged children suffer from multiple disparities.

Dalits

Both in India and Nepal, Dalit children face restrictions regarding the use of water at school. They either have a separate tap, or they have to wait until a non-Dalit can pour them water. In India, that is the case in one out of four villages. Related to this, Dalits are often not allowed to use the same cups as the other students, they have to sit separately to eat lunch, they are not allowed to fetch water for the teachers, they are in some cases served inferior mid-day meals, etc. No information is currently available with regard to their use of school toilets: it seems, however, plausible that children are discriminated against in relation to use of school toilets.

In several other countries in the region, it is much more difficult to get data on how caste manifests itself at the school level. The numbers of Dalits are not so large, but equally the problem is much less acknowledged.

- In Bangladesh 11 per cent of the population are Hindu. Furthermore, many Hindu Dalits converted to Islam and have simply become 'Muslim Dalits'. In all, it is estimated that there are 5.5 million Dalits in Bangladesh.
- A similar situation pertains in Pakistan, where it is estimated that there are two million Hindu Dalits.
- Sri Lanka has three different caste systems. The security situation and the fact that caste is taboo make it difficult to obtain reliable data. It is however clear that untouchability is an issue, for example amongst the internally displaced people in Jaffna and the sanitary labourers and street sweepers of Indian Tamil origin.

Ethnic minorities

Evidence shows that some ethnic minorities are treated like Dalits and as a consequence are discriminated against in relation to water and sanitation. In India this seems to be widespread, while it is unclear how the situation is in other South Asian countries.

Children affected by communicable diseases

Diseases like HIV/AIDS, leprosy and tuberculosis are at first sight remarkably different. Children affected by them however face very similar discrimination, which in many cases can be compared to being treated as untouchables. This includes children who

➤ live with the disease, children who have a member of the household living with the disease and children who have lost a parent to the disease. Water and sanitation related exclusion is documented for all three cases, but only with regard to HIV/AIDS in India is there evidence of denied access to water and toilets at school. In addition, symptoms of arsenic poisoning are often incorrectly associated with leprosy, with victims facing similar discrimination, including restricted access to water.

Menstruating girls

Research from Africa shows that 1 out of 10 girls do not attend school during menstruation or drop out at puberty because of the lack of appropriate sanitation facilities at school. Only anecdotal evidence is available about the situation in South Asia, a region where menstrual hygiene and management are seldom discussed. Several factors, however, point at challenges adolescent girls face. School sanitation is poor in South Asia: without safe and private girls' toilets, water and soap for hand washing, and privacy to wash and dry menstrual rags, adolescent girls find it hard to attend school during menstruation. Societal attitudes towards menstruation and adolescent girls play a role as well. Menstruating women are considered unclean and are often expected to stay at home or seclude themselves. After menarche, in some communities, mobility of girls is restricted. It is not clear the extent to which these factors prevent girls from attending school.

Children with disabilities

Attitudes towards disability are in large parts of South Asia shaped by the perception that disability is a punishment for sins. People with disabilities are therefore to some extent marginalized. Many schools do not admit children with disabilities and very few children with disabilities continue their education beyond primary level. Toilets are mentioned as barriers at school but evidence shows that other factors (like attitude, transport to and from school, and technical assistance in the classroom) are stronger hindrances that prevent children from enrolling.

Source: Ollieuz (2008).

3.4.2 Unequal Opportunities and Outcomes

The above discussion focuses on factors within society that create differential *demand* for education and differential ability to take the advantage of educational opportunities. However, equally significant – as well as more in the direct control of the duty bearers – are the *supply* factors that create barriers for some children in achieving their rights to, in and through education. The box on the next page summarizes some of these.

DISPARITY IN PROVISION OF EDUCATIONAL RIGHTS

Rights *to* Education: 'Equity in Access'

Education is not free and/or affordable for all children
- Direct charges are made for education (fees).
- Indirect charges are incurred, which the poorest cannot meet.
- There is no compensation for the 'lost opportunity' costs of education or mitigation of the effects of poverty, ill health, poor nutrition or HIV/AIDS.
- Stipends and incentives do not extend to children who do not live in their own families or communities.

Schools, or other basic education opportunities, are not accessible to all children
- There is insufficient identification of out-of-school children, especially those who are 'hidden' or 'hard to reach'.
- There is insufficient provision of schools in remote, indigenous and minority areas, or in fast-growing urban slums.
- School schedules and calendars do not make it possible for all children to attend regularly.
- NFE provision is insufficient in coverage and flexibility to meet overall demand and the needs of a range of hard-to-reach groups.
- There is no provision for pregnant girls or for school-age mothers.
- Regulations such as birth registration, as a requirement for school entry, are applied discriminatorily.

Schools are not equally welcoming and acceptable to all communities, groups and individuals
- There is no effective mechanism for community participation in school management and decision-making, or some segments of the community are excluded.
- Schools discriminate against, or do not actively welcome, children from certain groups.
- Water and sanitation facilities are inadequate or not made equally available to all, disadvantaging girls, disabled children or excluded caste groups.
- Schools do not provide adequate security for children, particularly for girls.
- There are not enough women teachers who can provide positive role models and support to girls.
- There are no, or too few, teachers who share the language and culture of the local community.

▶▶

▸▸ **Rights *in* and *through* Education: 'Equity in Quality'**

There is unequal provision of quality schools
- Schools do not have equal provision of well qualified and competent teachers, with remote rural areas being particularly disadvantaged.
- Schools do not have equal facilities and resources, with schools serving the poorest communities often the most disadvantaged. Schools that have the biggest challenges are the least well equipped to cope.
- There is no system to ensure minimum standards are upheld in non-state schools, for example private schools, NGO schools or Madrasas.
- There is inadequate resourcing of NFE programmes for these to be able to provide parity of opportunity.

Schools do not provide equal opportunities for all children
- The curriculum and related books and materials do not adequately reflect the diversity of the society, or are biased or stereotyped.
- The ethos is not 'learner-friendly' and this particularly disadvantages children with low levels of confidence, or with special needs.
- Societal prejudices are unconsciously reproduced in the school, creating differential expectations and treatment of girls, or certain socially-defined groups.
- Teachers are not equipped to promote equality and ensure non-discrimination.
- Teachers are not confident with a sufficient range of methodological approaches to support and motivate children of differing backgrounds, abilities and needs across the full range of learning areas.
- The mother tongue of the children is not used in the school and/or teachers are not equipped with skills to teach literacy, or to support second-language acquisition.
- Energies and resources are disproportionately focused on examinations.
- Teachers focus their energies on private tuition for better-off pupils rather than on teaching their regular classes, to the detriment of children who cannot pay for this extra attention.
- Overt discrimination, or outright abuse and harassment, occurs in schools and is not effectively challenged.
- School managers and headteachers have inadequate management skills to involve communities, teachers and pupils in decision-making and to promote equity and rights as an integral part of quality improvement.
- Teachers are often absent either because of attitudinal or economic reasons, or due to illness (particularly if HIV/AIDS-related) or family commitments.

BUILDING A RIGHTS-BASED SWAp
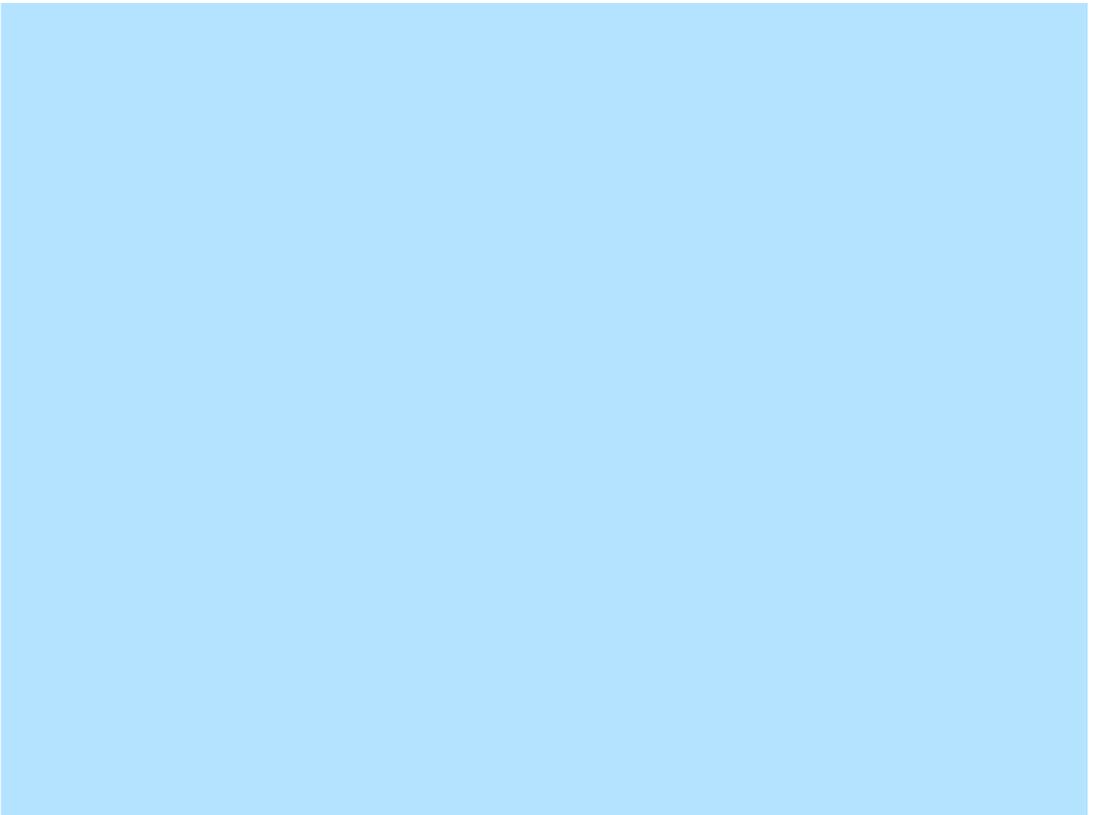
4

POLICY, PLANNING AND SWAp DESIGN

This chapter identifies and elaborates on the key stages leading to the design of a sector-wide approach in education. The order of these sections is for guidance only – in practice the development of a SWAp will be a complex iterative procedure which should be seen as a process of continual improvement rather than a linear exercise leading to a fixed outcome.

4.1 ACHIEVING A CONDUCIVE NATIONAL POLICY AND INSTITUTIONAL ENVIRONMENT

There are many factors in the wider policy, social and institutional environment that can support progress in the education sector towards equity, inclusion and rights. It is important to avoid staying in the sector – or government – box, being overly mechanistic whilst ignoring the political realities. Factors to consider include:

- **Strengthen political commitment**, **human rights and legal frameworks**

for rights, gender equality and social inclusion.

- **Develop poverty reduction strategies (PRSPs)** that are based on a rigorous analysis of the linkages between poverty, gender, social exclusion and rights.

- **Strengthen legislation that supports educational rights,** for example related to the 'right to exist', birth registration, non-discrimination or the status of minority languages; and improve enforcement and monitoring.

- **Support 'good governance', transparency initiatives and civil service reform,** which include strengthening of equal opportunities mechanisms and government-wide structures that facilitate mainstreaming of 'cross cutting' issues.

- **Promote a general culture of respect for children and for education.** Support

an active media and civil society that promotes debate, challenges exclusionary practice and makes people aware of their rights.

- **Strengthen structures and capacity for monitoring of political and economic change** in order to predict crises and thus take steps to cushion children and families most likely to be negatively affected.

- **Shape decentralization processes so that they effectively promote equity and participation.** Determine the balance between effective mechanisms for local level participation and the addressing of local level priorities, with targeting mechanisms and 'checks and balances' to ensure that poorer districts and regions are adequately supported and to avoid 'elite capture'.

- **Support other sectors, with encouragement of synergized cross-sectoral working.** For example, this could include working more closely with social sectors to support children in difficult circumstances; and, conversely, encouraging the development of schools as focal points for children's services.

- **Support national (and local) initiatives for children, gender equality or social inclusion,** for example in getting research findings shared, or arguing a case.

- **Keep schools and teachers non-political.** Encourage the development of schools as 'Zones of Peace' in contexts of conflict.

- **Intensify the emphasis on basic education and literacy in order to have an increased impact within poverty reduction initiatives across the sectors**, for example agricultural extension, health worker training, media development.

4.2 OVERARCHING POLICY DIRECTIONS THAT INFORM THE SWAp

Sometimes, SWAps can founder through being created in a policy vacuum. Detailed sector plans or frameworks need to be informed by clear overall long-term policy directions and aspirations. To achieve equity and inclusion, it is particularly helpful to have clarity of intended broad directions in relation to the following areas:

- **What constitutes 'free' (and compulsory) education?** What costs are borne, and by whom; which educational levels should be free and compulsory; what provisions are in place to mitigate indirect costs for some children; what mechanisms are in place to claim these provisions; how free and compulsory education will be enforced.

- **The overall goals and content of education,** including an expanded definition of what is understood by educational 'quality' and a coherent vision for schools, using terms that are well understood in the context.

- **What constitutes the 'sector'?** Does it include pre-primary/ECE, non-formal

and higher education? In terms of mainstreaming children and assisting transition, it should be inclusive of these levels, particularly as ECD and non-formal education are good strategies for bringing excluded children into the mainstream. Higher education would need to ensure that marginalized groups have access and can feed back into the development of the education sector (for example as teachers).

- **The roles and responsibilities of different actors and stakeholders at different levels in the education sector.** These include school managers and management committees, teachers, community members, parents, different administrative officers and also other bodies involved in education such as NGOs or the private sector. These roles, responsibilities and relationships need to be clarified in relation to any wider governance changes, for example any ongoing processes of decentralization or public service reform.

- **Definition of comprehensive minimum quality standards being aimed for or – better still – a set of levels of standards to be progressively achieved.** Some countries have found it useful to define a set of levels (e.g. *fundamental*, *basic* and *desirable*), so that resources and efforts can be focused first on those schools that have not yet achieved the fundamental level.

- **Desired pupil:teacher ratios for different stages/age groups and geographical locations – with stated minima and maxima.**

- **The need for special measures within an inclusive education approach that includes both the formal and non-formal education systems.** For example provision of extra teachers in classrooms where children have special needs, measures to reintegrate child soldiers, to reach street children or child domestic servants who currently cannot be reached by the formal system, or to ensure girls' access. Some of these measures need to be aimed at changing attitudes of teachers and other duty bearers. For example, in South Asia special measures are needed to overcome the discrimination experienced by Dalits.[7]

- **Equivalence of formal and non-formal education.** Non-formal education systems provide an opportunity for those children for whom the formal education system is not appropriate to complete at least a basic education. However, such education must be seen to be valuable by the children and their families, and not be a second class system. It is in fact a strategy to reach education for all. For this reason, there needs to be *equivalence* with the formal education system, for example a certificate that is equivalent to a primary leaving certificate. Any qualification should therefore enable children to

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[7] *For an analysis of issues and policy options related to improving social inclusion for Dalits in India and Nepal, see Barr et al. (2007).*

enter mainstream education at an appropriate point if they wish to do so, and also be equally acceptable to potential employers.

- **Non-formal education needs to be part of the overall sector framework.** This will facilitate children's transfer from non-formal to formal education, where appropriate, equivalence of qualifications , and allocation of resources. Non-formal education will probably always be needed to serve those not served by a traditional formal education.

- **The roles and status of community and national languages in education.** This needs to include clarity on their use at different stages, processes for language acquisition and literacy learning, languages for literacy and implications for teacher training/ professional development and deployment.

- **The roles of, and interactions between, government and non-government educational provision,** including the role of the state in quality assurance and ensuring universal access to quality provision.

4.3 CONSULTATION AND PARTICIPATION IN SWAp DESIGN

A first requirement for a SWAp that helps to achieve equity, inclusion and rights is that its design takes account of the stated priorities of the potential beneficiaries, especially those who are currently disadvantaged and excluded. This implies that they are able to participate meaningfully in its design. Thus stakeholders need to be positioned as actors in their own development. Factors to consider include:

- **When and for what purposes is consultation a need?** This needs to be planned into the SWAp cycle. Processes such as particular reforms may require consultation with those implementing and affected by the reform such as teachers, school management committees, district officials.

- **Who is included in consultation and design exercises?** Stakeholder consultation exercises need to actively include those whose voices are least likely to be heard and those who are currently denied their full educational rights. **Children,** both those in and out of school, can be actively engaged in meaningful dialogue about their education. **Parents** also need to be consulted.

- **Who does the consultation?** The undertaking of consultation should involve a range of stakeholders at different levels, including those with strong backgrounds in community facilitation. The consultation teams should include members of the groups to be consulted and equally include men and women.

- **Avoiding 'participation fatigue'.** Repeated consultations can place unnecessary burdens on poor people,

especially where the benefits of participating do not seem clear. It might prove possible to make use of recent exercises undertaken for other related purposes, for example by an NGO or for a PRSP or education policy reform. In this case, it is important to ensure that the education-related issues are explored in sufficient detail and that linkages to SWAp design are made explicit.

- **Building in ongoing opportunities for participation.** The full range of stakeholders, and particularly more disadvantaged children and parents, should have regular opportunities for ongoing participation in educational management and monitoring at the local level.

4.4 GENDER AND SOCIAL DISPARITY ANALYSIS

If the system is to support the realization of rights, then the SWAp design needs to be based on a thorough understanding and analysis of the *range and patterns* of disparities that exist in the context, the *extent* of different kinds of disparity, the *dynamics and interactions* and the *underlying causes*. It is also important to identify the groups who are particularly vulnerable in case of an emergency so that the response can be better targeted, as is further discussed in Chapter 6 of this guide. Activities to consider include:

- **Carry out thorough, multidimensional quantitative analysis of educational disparity,** by gender, caste (or other

social group), poverty level, disability and other relevant variables. Categories need to be agreed that are useful for identifying key relevant dimensions of educational disparity (not necessarily strictly medical, anthropological or linguistic), as well as being politically acceptable.

- **Explore the causes and interrelationships of disparities.** This could include SWAp-specific consultation exercises, existing research publications, specially commissioned studies and evidence from existing or previous policy initiatives or projects. One particularly important source of information should be studies undertaken by excluded groups themselves.

- **Undertake both of the above at different levels.** Individual schools and communities need to be able to undertake their own local analysis for responding to specific needs and priorities, and it is at this level that there can be active seeking out of the 'hidden' and 'hard to reach' children. Districts (or other intermediate levels) also need to have an overview of the main disparities that are operating locally, and how these fit into the national picture. At national level, it is important to have a picture of overall challenges and priorities, in order to prioritize both specific geographic regions or population groups and particular policy areas.

- **Analyse the political, cultural and historical context,** in order to identify

the forces that are influencing positive change in the direction of equity, inclusion and rights and, conversely, the forces and factors that might be obstacles.

● **Carry out ongoing analysis linked to monitoring of progress and policy review.** A tool for analysing an education sector programme from an equity and rights perspective is given in Chapter 13. This tool was used in the research carried out in Nepal, Bangladesh and Sri Lanka which led to this guide, and has been trialled in the field and revised.

4.5 THE SWAp STRATEGIC FRAMEWORK/PLAN

A fundamental element of a SWAp is that there is a robust, comprehensive, costed, strategy framework to guide the activities of the sub-sector or sector over a time-bound period. The framework needs to be flexible and implementable in the context. If the framework is to support a rights-based and inclusive system, then the following are important considerations:

● **The set of strategies devised is sufficiently comprehensive** to address the barriers to access and quality that have been identified during SWAp design, including attention to the aspects of a 'rights realizing' system. There is balanced attention to rights *to* and *in* education, recognizing their interdependence. Strategies are coherent and consistent through the use of unifying concepts and approaches.

● **Gender and equity are mainstreamed across all general components and strategies,** including those related to access, quality, management, teacher education, financing and institutional development.

● **There is appropriate balance between general mainstreamed strategies for all schools or individuals and targeted programmes for specific schools, groups or individuals.** For example, within the general strategy of provision of access to school for all children, there may be specific provision of transport/boarding facilities for girls who would otherwise not enrol for social or cultural reasons.

● **Emergency preparedness and responsiveness**, **as appropriate to the context, is built into the strategic framework.** The needs of children from vulnerable groups need to be specially considered, and suitable differentiated responses prepared.

● **Non-government and private education provision is included within the strategic framework,** as a strategy for reaching all children. Standards need to be set by government to apply to all providers, both government and non-government.[8]

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8 *UNICEF ROSA will commission a study on Risk Reduction for Vulnerable Groups in Education in Emergencies in South Asia in 2008. See also footnote 13.*

- **The framework sets the education sector (or relevant sub-sector) within the wider context.** It is clear how the education system and specific activities within the SWAp will link or interact with other sectors that impact on education (for example health, gender/women, social development, water and sanitation).

- **Scope for carrying out pilots and other small-scale strategies on equity is built into the SWAp; those which are successful can be scaled up and incorporated into the mainstream programme.**

4.6 SWAp GOALS, OBJECTIVES AND TARGETS

Education SWAps need to be based around a set of clear goals and objectives for a time-bound period, to help ensure coherence and a common focus and direction. Shorter-term targets can also be helpful to ensure prioritization of certain actions. Some of the characteristics of a SWAp that supports equity, inclusion and rights are given here:

- **Objectives and targets are set with a view to an ultimate goal of 100 per cent access and completion of at least nine years of quality education.** Objectives and targets are set with regard to the progressive realization of basic education rights in the shortest possible time.

- **Where there are disparities (e.g. by gender, income group, caste or**

ethnicity), disaggregated enrolment, completion and achievement milestone targets are set to focus attention on *progressive narrowing* of these gaps.** In other words, success should not be judged only on increasing overall enrolments and completion, but also on improved equity and the reduction of disparity.

- **Objectives are set in relation to 'access, quality and management', recognizing the gender and equity dimensions of all three of these areas.** While it is very common, and important, for SWAps to set goals in relation to improving gender equity in access, it is also important to consider disparities other than (and interacting with) gender, as well as to aim for equity in both quality and access.

- **Targets are set for equitable learning outcomes,** for equity in quality of provision (in terms of teachers, facilities, resources, etc.) and for all schools to reach identified minimum standards for quality and inclusion.

- **Objectives and targets are sufficiently ambitious whilst remaining realistically achievable in the economic and political context.** It is important to be ambitious and strategies should be developed to mobilize additional resources where a lack of these constitutes the major constraint. At the same time, real capacity and institutional constraints should be acknowledged and it is important that unrealistic goals do not lead to negative

side-effects such as over-reporting of enrolments, the covering up of problems, or the use of practices that undermine the rights of individual children (e.g. grade skipping, forced attendance, making classes too large to enable meaningful learning).

4.7 TRANSITION TO A SWAp

Governments will not start to plan a SWAp from scratch. Rather, they will probably move from whatever projects and programmes were in place already to a newly developed SWAp structure. Also, they may develop and adjust the process over a number of programme cycles rather than all at once. Some principles to bear in mind are given here.

- · **Sufficient time must be given to support transition to a SWAp,** allowing for good gender and equity analysis, adequate consultation and sufficient capacity development.

- **Focus on the integration of lessons rather than the scale-up of projects.** Seek to undertake an objective, joint evaluation of the relative effectiveness and cost effectiveness of the different strategies being piloted under the key projects in operation. It is very helpful if donors can support their existing projects to act as 'policy pilots' to inform the SWAp whilst letting go of 'ownership' of any particular project, approach or model.

- **Maintain existing targeted programmes until new ones are ready to come on board** (to prevent children 'slipping through the net'). When projects are dismantled, children are caught in the transition. Consider how the needs of such children can be met as the project support finishes and while the new sector framework is being developed. Develop and implement a monitoring mechanism to track such children, to ensure that their needs are met.

Remember the children!

5

ENSURING RIGHTS TO, IN AND THROUGH EDUCATION

A concern with rights to education points to constraints in the family and within society that affect girls' access to education. Second, rights within education invite a focus on how school systems take girls' specific needs into account through curricula, teaching methods and the learning environment. Finally, rights through education raise the issues of how girls perform in school and the extent to which achievement translates into equal opportunities in the social and economic spheres. Gender inequalities can only be addressed by taking all three dimensions into account.

Global Monitoring Report 2003/04. Gender and Education for All: The Leap to Equality.

This chapter considers what the rights principles in Section 3.3 actually mean in practice, through identifying policies and strategies that can be implemented to support each principle.

5.1 EDUCATION-RELATED RIGHTS ARE UNIVERSAL

- **Strategies are put in place to ensure universal coverage of schools/educational programmes**. **Given the rights of children to live within their own family and community, schooling is provided near to children's homes wherever possible.** These strategies might include strategic school location, transport provision, multigrade or mobile schools or provision of ancillary services as well as the provision of boarding schools/hostel facilities where a boarding option is necessary for some children. Given that many of the poorest children (including

minority and indigenous children) live in remote areas, achieving equitable coverage of quality education opportunities often implies weighting resources towards remote multigrade schools.

- **Policies are put in place to mitigate the effects of poverty and social exclusion (including related factors such as ill-health and low levels of parental education) on the demand for children's labour, and on learning capacity in order that the target of 100 per cent enrolment and completion can be achieved.** Such efforts might include forms of social support to poor families, health and early childhood interventions in poor communities, adult (especially women's) literacy/ basic education programmes, support to livelihoods improvements, income generation or workload reduction through intermediate technology.

- **Teachers are deployed and managed with regard to the need for regularly-attending and competent women and men teachers in <u>each</u> school, with reflection of the linguistic and cultural backgrounds of the children.** This requires more detailed planning than simply attention to average pupil:teacher ratios. A rights-based approach implies the need for attention to *which* teachers go to which schools, ensuring class sizes are such that real teaching and learning can take place and that the needs of the smallest schools (often serving the poorest communities) are considered. Indeed, higher staffing ratios than the average are desirable in schools that face special challenges. There is also a need to ensure equity in terms of the actual hours of education that children of the same age and grade receive in different school types and areas. This might imply, for example, that strategies such as double-shifting in crowded urban schools is utilized only as a short-term measure.

5.2 EDUCATION RIGHTS ARE INALIENABLE AND INDIVISIBLE

- **Systems are put in place for reducing risk of loss of children's right to education in an emergency** by predicting and responding effectively to cyclical natural events, emergencies or outbreaks of conflict.

- **Children are actively encouraged to return to school after marriage, childbirth, or other event.** In many cases, schooling defers the age of early marriage. Teachers, or others who try to prevent return to school, are disciplined.

- **Relevant programmes to learn basic skills** needed for life and livelihoods are in place for youth and adults who have missed out on their basic education. This is likely to be a non-formal education strategy, within the principle of the right to life-long learning.

- **Out-of-school groups are given the right to alternative (non-formal) education programmes matched to their identified needs, offering equivalent quality and opportunity, and giving attention to specific needs that arise from their life situations.** Children who are targeted for such programmes might have been affected by child work or abuse, lived as street children, worked as domestic servants or been child soldiers. Programmes should be designed with attention to the backgrounds of the children and offer tailored support. There need to be linkages with the formal system that allow children to be bridged back into regular schooling where appropriate, as well as for older children to find employment (or generate income) as they become young adults.

5.3 RIGHTS ARE INTERRELATED

- **Children are given the right to enjoy at least a part of their education in their mother tongue, but are also able to learn the 'language(s) of power' in their community and society.** Effective approaches are used to support language development, literacy learning and the

learning of a second/subsequent language. Oral or minority languages that cannot be used as major languages of education are nevertheless respected and reflected in the classroom.

- **Children are protected from rights violations and abuse through the establishment of robust mechanisms, including independent monitoring and complaints mechanisms.**

- **The healthy development and all-round learning of children below school age is supported as necessary, to ensure that each young child develops his/her full potential and can enter primary school with an equal chance of settling well and learning effectively.** Where targeted interventions are identified as necessary to support poor and disadvantaged children and families, these are free to the users. Where formally organized, group child-care programmes are needed, these provide an appropriate care and learning environment for children of the relevant age.

5.4 EDUCATION RIGHTS MUST BE APPLIED WITHOUT DISCRIMINATION

- **Basic education – and, as soon as possible, all school-level education – is made fully free for all children**. **At the stage before secondary education can be made fully free, measures are taken to make it affordable and accessible on an equitable basis.** There needs to be

consistency and clarity on free education, including in relation to non-formal primary-level education, targeted ECD programmes and adult literacy. The School Fee Abolition Initiative (SFAI)[9] provides useful information and support for countries seeking to eliminate school fees. Where fees are to be suddenly abolished in a short time period, to ensure that other rights are not undermined it is important to take simultaneous action to support schools and teachers to cope with a sudden influx, with a particular emphasis on the needs of Grade One and children in their first few months of schooling.

- **Discriminatory beliefs and attitudes (e.g. on the basis of gender, caste, ethnicity, and in relation to communicable diseases) which result in children not exercising their right to education are directly challenged and addressed.** When girls, Dalits and other socially excluded groups gain access to education, this leads to the gradual breaking down of social barriers and discrimination, with the next generation often reaping the benefits of a dramatic change. However, excluded children cannot wait that long – there also needs to be more immediate action to challenge discriminatory attitudes, beliefs and practices. Many countries are finding that these actions can usefully be both 'top-down' and 'bottom-up'. On the one hand, excluded individuals and communities

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[9]   *In an effort to make sure no child is prevented from schooling because of financial reasons, UNICEF and the World Bank in 2005 launched the School Fee Abolition Initiative. The initiative aims to: build a knowledge base; provide guidance and support to countries; and facilitate the global policy dialogue and engagement of different constituencies. See www.schoolfeeabolition.org.*

ABOLITION OF SCHOOL FEES

Evidence from a wide range of countries shows that the abolition of school fees enhances enrolment rates: 11 per cent in Lesotho, 23 per cent in Ethiopia, 51 per cent in Malawi and 68 per cent in Uganda. Enrolment of poor children is especially sensitive to fees: after abolishing school fees, enrolment rates grew more quickly among the poor in Cambodia, Malawi, Timor-Leste, Uganda and Zambia. In Malawi, the gap between poor and non-poor narrowed from 36 to 11 percentage points. And in Timor-Leste and Uganda, urban–rural disparities declined.

In addition, evidence shows that the excluded among the poor benefit hugely: more girls enrolled in Uganda, Kenya and Timor Leste; 11 per cent of new enrolments in Kenya were over-age children; enrolment among HIV/AIDS-affected children increased in Kenya and Lesotho.

Source: UNICEF (2008a).

themselves need to take the lead in challenging discrimination, with the support of representative organizations, NGOs, media and civil society. On the other hand, teachers, headteachers and education officials can help, if they are supported to develop skills in communication and facilitation. Accurate information is needed as a basis for overcoming discrimination in relation to communicable diseases.

- **School buildings, facilities, water provision and sanitation are of a defined acceptable standard, and can be *accessed* and *used* easily, safely and equally by all child and adult members of the school community.** Sanitation facilities should be separate (and of equal standard) for girls and boys. Care should be taken to ensure that there is no caste discrimination in the provision and use of water, kitchen, dining or other facilities. Buildings and

facilities should be made as user-friendly as possible for persons with physical or sensory disabilities. In the case of boarding schools, dormitories should be safe, secure, warm, have a source of lighting and provide a separate bed per child. Children should be able to safely and easily access toilets at night. It is also important to ensure congruence, as far as possible, with local architectural styles and practices and involve communities and pupils in facilities design.

- **Schools focus on children and their learning.** Schools adapt to the specific needs, backgrounds and life situations of the children they serve, as well as to the needs of children of different age groups and at different developmental stages.

- **The curriculum reflects local and national diversity, introduces children**

to their rights and responsibilities, covers the full range of human learning and is free of stereotyping and bias. Children have the opportunity to learn the cultures, artistic traditions and environmental knowledge of their own communities and of others. There is a balance of emphasis on academic (cognitive), physical, creative and personal/social development, and achievements across these different areas are acknowledged and encouraged. Children learn general 'skills for rights and participation' across the curriculum, for example self-confidence, critical thinking, taking responsibility, positive interaction with others, empathy and problem-solving.

● **All schools and education programmes have *at least* a defined minimum of books and resources needed to ensure quality learning at all ages and developmental stages, have access to the whole curriculum, and ensure equal opportunity.** Education at all levels should focus equal resources and efforts on children of differing ability levels, giving all children equal motivation to attend and persist. Many of the best educational resources for young children are simple objects that are already available in the community or can be made very cheaply from local materials. It is important that resources not only *exist* in the schools, but are *made available* for children to use. When setting up systems for children to use school equipment, it is important to ensure that all children have an equal

opportunity to enjoy it (for example, to prevent able-bodied boys from dominating the use of sporting equipment).

● **Assessment systems are in tune with the curriculum and methodology, predominantly formative and free of bias.** Plans to introduce a more flexible and appropriate curriculum and methods that are conducive to including many more children in education are often undermined by the failure to revise the assessment system to reflect these changes. In a rights-realizing system, the main reason for assessing (or testing) children should be so that schools and teachers can identify their needs in order to plan for further teaching. Formal examinations for older children have their place, but often need to be revised to more accurately assess whether children have acquired not only rote-learned 'knowledge' but also real understanding and practical competencies.

5.5 EDUCATION RIGHTS CAN BE THOUGHT OF IN TERMS OF 'RIGHTS HOLDERS' AND 'DUTY BEARERS'

● **There is mobilization and communication to ensure that everyone is aware of their education rights and responsibilities and to ensure school enrolment and attendance without, however, using coercion or approaches that undermine other rights.** Enrolment can be greatly helped when everyone is aware of their rights and responsibilities

in relation to education. In most countries there comes a point at which it is useful to make primary – and then further – levels of education compulsory. However, this needs to be synchronized with the ability of the state to enforce compulsory education by appropriate means, as well as to provide sufficiently good quality education to all children to justify compulsory education.

- **Teachers are understood and supported as the key 'deliverers' of quality education, and they understand and support the rights of children to quality education without discrimination.** As such, they are supported to understand the needs, developmental stage and backgrounds of the children they teach, to be confident in using a range of teaching methods and classroom management strategies, and to actively promote and practise equality and rights. Teachers have a sufficiently diverse repertoire of skills (for their relevant subject or age group) to ensure that children can effectively acquire a range of skills and competencies and that diverse learning styles, backgrounds and abilities can be catered for.

- **Headteachers, teachers and other managers develop positive relationships with pupils, parents and communities; facilitate consultation and participatory planning and monitoring; and identify, implement and monitor strategies to address relevant access and quality challenges.** Schools (and other education programmes) are the loci at which quality education is 'delivered'. A

rights-based education system sees schools and the communities that they serve as at the top, rather than the bottom, of the administrative chain and focuses on empowering each school to deliver quality education to each child in its own locality. Strategies such as 'Whole School Development' and 'School Development Planning' have proved useful in many countries for shifting from a focus on inputs to enabling each and every school to respond to the needs and rights of the community and children it serves.

5.6 CHILDREN, PARENTS AND COMMUNITIES HAVE A RIGHT TO PARTICIPATE IN DECISIONS ABOUT EDUCATION

- **Effective structures and mechanisms are put in place for parents and community members to participate in the life of the school, with attention to all cultures and languages represented within the community.** It is ensured that systems by which parents can make voluntary contributions to schools do not undermine the right to free education or disadvantage poorer families.

- **Mechanisms are put in place for systematic and ongoing involvement of parents and pupils in school management, monitoring and support to attendance and completion.** Communities, parents and pupils are involved in assessing the effectiveness of the school, identifying and solving

problems, identifying local learning needs and ensuring professional and financial accountability.

5.7 EDUCATION RIGHTS CAN BE ACHIEVED THROUGH PROGRESSIVE REALIZATION

- **A plan is in place to reach education for all over a specified period of time.** Education for all children cannot be realized all at once in many countries, but a costed plan with well researched strategies and a good monitoring system is likely to attract resources.

- **The plan has milestones for each marginalized group, with strategies** based on evidence, with involvement of those groups, and it is monitored.

- **Standards for school facilities are specified in terms of levels of minimum standards, progressively improving over a specified period of time (see Box).**

STANDARDS OF SCHOOLING IMPROVEMENT – NICARAGUA

Nicaragua's Fast Track Initiative Country Proposal (2002)[10] included a set of standards for levels of schooling, together with indicators and targets for the numbers of schools to achieve these standards.

They are included here (with minor amendments to wording for clarity) as an example which may be found useful for adaptation to the situation in individual countries in South Asia.

Levels of Schooling Improvement – Nicaragua			
	Fundamental Level	Satisfactory Level	Superior Levels
School Development	School prepares simple School Development Plan (to determine investments required to raise standard)	School staff and school community implement the 'School Quality Self-Assessment' Instrument	School sets short and long term goals and targets, and monitors them together with school council
Management	School is autonomous or meets conditions to become autonomous. School council meets regularly	School council meets regularly throughout the year to take decisions and manage funds and works in consensus with teachers and the student council	School management information system, computerized in larger schools. Management of routine processes in place
Pedagogic Model	Most likely traditional, but all students use textbooks	Familiarity with Model School Programme* design and other pedagogical additions compatible with it	School adopts 'Model School' (all required elements) programme or other comprehensive schooling improvement programme
Educational Materials	School has classroom book corners or school library, textbook set, consumables for all students, basic teacher materials, chalk	School has 'Model School' package of instructional materials. A desk and chair for every student, with appropriate ergonomic characteristics	As needed for the Model School programme or other comprehensive schooling improvement programme

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[10] This proposal may be found on the website of the Fast Track Initiative, www.efafasttrack.org.

	Fundamental Level	Satisfactory Level	Superior Levels
Security and Infrastructure	Protection against rain and vandals, secure place for materials, parent involvement	School can be closed and locked, assures security conditions (fence if necessary)	Functioning electricity, school security in place, connection to town water and sewage – if available – are in place
Health	Safe drinking water, separate toilet facilities for boys and girls with hygienic conditions	Annual screening and medical referral for hearing, vision, and other health problems; mainstream special needs students. Separate toilet facilities for every 45 children. Safe wastewater and solid waste disposal	Full integration of children with special needs, including teaching aides. Immunization and oral hygiene programmes in place
Teachers and Teacher Development	Teachers for every class, cross-teacher observation once per month.	School finances teacher training	All teachers have completed training consistent with the Model School programme or other school improvement design. All teachers formally qualified
Monitoring of Results	School records and posts daily attendance, rates of repetition, and graduation	School sends home report cards twice per year, and reports routinely to parents on failing or frequently absent students. School administers standardized test	School attains promotion and completion rate targets annually agreed upon with ministry, without decreasing standardized test scores
Enrolment	Accept all children who want to enrol, up to capacity. Student:teacher ratio according to national norms	School offers all grade levels, so that any student can complete 6th grade, School refers children below 7 years to preschool	School offers preschool to all students requesting it

* The Model School Programme is a long-term effort to improve the quality of primary education in Nicaragua by promoting modern teaching methodologies and community support for schools. Model School classrooms are organized so that students spend most of the school day working together in pairs and small groups. Teacher guides, study guides and learning materials are developed by model school teachers for piloting in the model schools and eventual use nationwide. The Model Schools have strong student governments, and parents and communities participate actively in managing the schools and working to improving school quality.

Indicators and Targets of the Schooling Improvement Programme Sub-Model – Nicaragua

Indicators	Year			
Standards of School Improvement	2002	2005	2008	2015
Below fundamental level	70%	56%	37%	0%
Fundamental level	19%	33%	41%	43%
Satisfactory level or higher	10%	12%	21%	58%
Total	100%	100%	100%	100%
At least at fundamental level	30%	45%	62%	100%
Superior levels (above Satisfactory)	2%	3%	5%	22%

6

EDUCATION SWAps AND EMERGENCIES

6.1 IMPORTANCE OF PREPARING FOR EMERGENCIES

In any conflict or sudden-onset emergency:

- Children's schooling will be interrupted.
- Some children will never re-enrol, especially those from vulnerable groups.
- Children will need a safe learning space so that they may experience some structure in their lives (often called a 'sense of normalcy').

More than 80 per cent of the world's 35 million displaced persons are women and children. Conflicts and natural disasters destabilize physical and social infrastructure, leaving all children, especially girls, vulnerable to threats. While normal life is disrupted, evidence shows the critical role of education in mitigating conflict, healing war-torn communities, and offering uprooted children a sense of security, normalcy, routine and protection. Education can be part of a protection strategy in emergencies (physical, psychosocial and cognitive), hence the importance of ensuring that all children – and in particular already disadvantaged children – can continue their education during times of crisis.

Issues related to gender and equity, present at all times in South Asia, manifest themselves in a much more profound manner during emergencies and prevent girls from accessing or continuing basic schooling. Girls are less likely to attend school and would be the first to drop out of primary school at such times. There are multiple reasons for this, including recruitment in armed forces during protracted political/armed conflict, gender-based violence, displacement and trafficking, sex for survival, childcare and domestic duties, economic barriers and HIV/AIDS. Due to worries of security, the proportion of girls not attending school during a period of conflict tends to be much higher than the proportion of boys out of school (Jabeen and Karkara, 2005).

Attempts to improve girls' enrolment and retention in school therefore need to be

linked to measures aimed at protecting girls and overcoming the barriers that tend to exclude girls during and after emergencies. In Sri Lanka, up to 42 per cent of all children involved in the conflict are girls. Recruitment activities also focused more on girls than boys. In Nepal, education was a battleground, and schools were recruitment areas for the Maoists. In Afghanistan, international organizations were unable to support education during the Taliban regime, and girls were not allowed to be in public spaces. Although girls' enrolment increased by nearly 90 per cent between 2002 and 2004, there were still more than a million girls aged between seven and thirteen who were out of school (Mathieu, 2006). Currently, girls attending school and women teachers are targets for attack in some countries in South Asia.

6.2 IMPACTS OF A SUDDEN ONSET EMERGENCY

- Schools are destroyed or unsafe.
- Schools are taken over as shelters for people whose homes have been damaged or destroyed.
- Learning materials are damaged or destroyed.
- Teachers are affected like everyone else.
- Education managers and their offices are often affected.
- Children take on new roles and responsibilities, such as caring for younger children if parents have suffered.
- Loss of livelihood will affect the ability not only to pay indirect costs but also to ensure clothes for wearing to school, and pay for food. Children may then not only not have these items but also be required to contribute to the family income.

- Children are traumatized, sometimes orphaned.
- Children may be displaced.
- Children may not be accepted in new areas, or across borders of districts.
- Children – especially girls – may not enrol in their new area.
- Some countries (e.g. Pakistan) have provincial curriculum and textbooks so displaced children will need to continue their education as from their origin.
- There may be tension between migrant and host groups.

In conflict-affected situations the above may apply but additional factors will be:

- Tension between former combatants and their former enemies.
- The psychological state of child soldiers.
- The situation of children born into conflict, either as children of combatants or of displaced people.

6.3   HOW THE SWAp CAN ASSIST

A sector programme and plan needs to include:

- **An accurate database of schools and children.**
- **A database of children who are most vulnerable.** This is described in the box on the next page.
- **Plans for some pre-positioned supplies,** such as tents, basic school materials (school-in-a-box, recreation kits, ECD kits).
- **Provision for an emergency fund** and a mechanism for quick release of funds. This will be needed in the short-term and also for medium and longer term reconstruction.

- **Tools for rapid assessment of damage and need,** which are sensitive to the situation and needs of girls and marginalized groups.[11]

- **Development of institutional capacity** within the Ministry of Education for preparedness and response, and disaster risk reduction, which integrates gender and disparity.

EXCLUSION IN EMERGENCY RESPONSE AND RECONSTRUCTION

Natural disasters such as the tsunami and the earthquake in Pakistan reveal the consistent vulnerabilities of girls to access or remain in schools both prior to and after such emergencies. In a region in which several countries are struggling to reach the MDGs in education, emergencies add one more factor to disadvantage girls and other marginalized groups.

Groups facing exclusion in daily life tend to be discriminated against with regard to emergency aid and reconstruction as well. After earthquakes and floods, Dalits have been denied access to water and toilets and their children have had to pay for school materials other children were provided with free of charge. Also after many months of reconstruction, there is often no equitable distribution of resources.

Aid further usually does not include decent clothes and sanitary products for menstruating women. The necessity of private places to bathe, wash and dry rags is often not thought about. Without these, women are not always able to leave their home. As a consequence they may not be counted or may not have access to rations, water, healthcare, etc.

This is often the case for people with disabilities as well. They are usually hit harder in emergencies, and at the same time a new generation of people with disabilities is created because of injuries received. Those who assist people with disabilities might be missing, dead or injured, and assistive devices are often lost. People with disabilities might consequently be immobile and not noticed by emergency registration systems (Ollieuz, 2008).

There is also a surge in interest on disaster risk reduction, including using the school as a focus and starting point (ISDR, 2006). Few of these initiatives consider the specific needs of girls and strategies for inclusion. However, while there is now some awareness of the lack of response mechanisms specifically for the disadvantaged after an emergency,[12] there is little knowledge of how to reduce the specific vulnerabilities of these children relating to their participation in education, such as caste and gender and their interaction, in the context of South Asia.[13]

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[11] *Useful examples are contained in UNICEF (2006).*
[12] *There are reports on gender after the tsunami, the plight of the Dalits in South India after the same disaster, as well as reports from Pakistan after the earthquake. See, for example, http://ipsnews.net/asia.asp.*
[13] *Terms of Reference for a study on Risk Reduction for Vulnerable Groups in Education in Emergencies in South Asia, being undertaken by UNICEF ROSA in 2008. The study will develop a framework and methodology for identifying children vulnerable to losing their access to education in an emergency and suggest risk reduction measures.*

SECTOR BUDGETING, RESOURCE ALLOCATION AND FINANCIAL MONITORING

SWAps seek to achieve more effective budgeting, efficient resource use through targeting and greater transparency. There is often a strong focus on this area in the initial stages of a SWAp. Attention to the following points will help to achieve a strong focus on equity, rights and inclusion:

- **Sufficient overall funding is made available** (with support of international donors if necessary) to achieve at least universal completion of quality primary education and equity at secondary level (with specified time targets for progressive universalization at secondary level).

- **All major activities of the sector are 'on budget' and in the sector agreement,** including from both 'pooled' and 'non-pooled' funding. So, for example, activities carried out under parallel funding can still be part of a sector plan and included in the sector agreement and monitored jointly.

- **Budgets reflect strategic priorities** for reducing disparities and achieving equality, inclusion and rights.

- **There is broad agreement on percentages of funding** for different sub-sectors, central versus decentralized levels, salary versus non-salary.

- **At each level, human, material and financial resources are targeted 'unequally' in order to achieve equitable outcomes.** Targeting mechanisms are developed that are sufficiently nuanced to take account of levels and types of need, school size and the particularly difficult circumstances of some schools and children.

- **There is costing of, and budgeting for, not only the strategies themselves, but for the management, monitoring, capacity-building and institutional development implications at all levels.**

Care is taken not to underestimate the need for 'software' such as training, capacity development and school/teacher support and supervision mechanisms.

- **There is identification of budget lines to be 'protected' as a priority (in case of unexpected drop in available funds) and of mechanisms for rapid release of funds in the case of emergency.**

- **Financial monitoring links to outcome indicators** to give a measure not only of transparency and efficiency, but also of the cost–benefits of specific measures and strategies.

- **Plans for Public Expenditure Tracking Surveys (PETS)** are included at the design stage and carried out at specified intervals for the education sector.

- **Schools and communities can monitor expected and actual funds.** They need to know what is their allocated funding, and monitor whether it is received and how it is spent.

Monitoring and evaluation mechanisms put in place to monitor SWAps and PBAs remain overly complex in their efforts to meet the needs of multiple donors. As a result, they often place little emphasis on setting and tracking clear indicators of goals' achievement.

Freeman (2006). The Move to Programme-Based Approaches: An Effective Partnership for Girls' Education? The Experience of Recent Evaluations.

MONITORING, EVALUATION AND LEARNING

A vital area of a SWAp is that of ongoing monitoring of progress, evaluation of the effectiveness of policies, strategies and pilots, and exercises to generate learning that will help to consistently improve practice. There is often a strong focus on improving the sector EMIS at the outset of a SWAp, as well as on setting up joint sector review mechanisms. However, achieving equity, inclusion and rights demands a wider focus, including attention to the following:

- **Monitoring is well planned from the start, takes place at different levels for different purposes and takes account of equity.** M&E frameworks need to be designed to monitor progress on gender, equity and inclusion, through use of relevant indicators and incorporation of ongoing analysis and review.

- **Sector data systems (e.g. EMIS) are strengthened** both vertically (community to national level) and horizontally (by involving the immediate stakeholders and the community in the M&E of education). Institutional mechanisms with sufficient technical, human and financial capacity to carry out M&E (both data collection and analysis) and with clear regulations and specification of the different roles and responsibilities need to be established.

- **Progress is measured using a comprehensive set of useful quantitative indicators disaggregated by all relevant dimensions of disparity.** To understand true progress towards rights, equity and inclusion, more is needed than a measure of enrolment and completion. Also vital is to have an indication of *which* children are enrolling, completing or dropping out at varying ages and stages, as well as whether enrolment implies regular attendance. There also need to be quantitative measures of the learning achievements of different children.

- **A balance of carefully selected *quantitative and qualitative* indicators are used.** These should give an indication of changes in attitudes, practices and capacities. Sometimes, qualitative indicators can be quantified at systemic level; for example, it is possible to get a numerical measure of the percentage or number of schools that have reached a defined minimum standard according to a set of qualitative indicators. (The indicators from the Asia and Pacific Education For All Mid-Decade Assessment are given in Annex 3.)

- **Timing of data collection and analysis is carefully planned.** Consideration needs to be given to the use of data at specific points in the SWAp cycle. A few carefully selected indicators may be needed once or twice a year to trigger fund release, a larger number for an annual review, and a more comprehensive set of data for a mid-term review or at the start of a SWAp or large reform programme.

- **There are strong mechanisms for linking monitoring, review and research/analytical/learning exercises to policy and strategy adjustment at different levels.** At national level, there should be capacity for analysing the effects of certain policies and strategies and making necessary changes/improvements. Districts need to be able to gather and analyse relevant data from their schools, assess their progress, and make adjustments to their plans, as well as to make upward recommendations on national policy and priorities. School managers also need basic skills in assessing how their school is progressing and formulating appropriate strategies to address problems.

- **An ethos of continuing learning and improvement is encouraged,** at all levels. This includes action research to continually improve teaching and learning for all children. At a national or district level, sample studies, cohort tracking and special focus studies are needed. An institutional mechanism for analysing and relating the outcomes of these studies to policy change and improved strategies is needed.

- **'Education watch' type activities are carried out by NGOs/civil society/research institutes.** These are seen by governments as useful sources of feedback rather than as threats.

- **Civil society organizations are seen by governments as useful sources of feedback rather than as threats.** Such organizations might include NGOs, research institutes and education journalists' groups. If trust can be built between government and civil society organizations, then these groups can help to ensure accountability and provide helpful information and insights to government.

- **Joint reviews are based on sound, adequate and timely information and supported by gender and equity expertise across all focus areas.** Consideration is given to the role of field visits and the inclusion of stakeholders beyond the central ministry and Development Partner group, especially those from excluded groups.

MANAGEMENT, INSTITUTIONAL STRUCTURES AND CAPACITY DEVELOPMENT

The whole purpose of a SWAp can be seen as institutional development for effective educational delivery. A well-designed SWAp can of itself support improved management systems, capacity-building and institutional development, through attention to achieving functional roles and structures. However, it is usually necessary, in addition, to have a planned focus on strengthening management, institutions and individual/ team capacities.

The SWAp needs to be informed by an overall institutional analysis. This focuses on the roles and structures (at different levels) for effectively managing and monitoring all the various parts of the education system. The analysis explores existing structures, roles and competencies, with an explicit focus on monitoring and mainstreaming of gender and equity issues, as well as on structures and capacity for designing, implementing and monitoring targeted initiatives. Individuals and institutions with professional expertise related to specific

excluded groups (e.g. disabled children, domestic workers) and/or to implementing strategies for inclusion (e.g. mother-tongue based bilingual education) are identified. There are a range of tools for analysing institutions which can be adapted for educational institutions and for specific contexts. Chapter 14 shows the framework for one possible tool; see also the DFID tool for promoting institutional and organizational development in the Bibliography.

Based on the institutional analysis, plans are made for institutional strengthening and capacity development, across the full range of sector institutions and administrative levels. This might include recommendations for restructuring, redefining roles and responsibilities and recapacitating to meet new demands. The following points explore these in more detail:

● **Management and implementation structures support mainstreaming**

gender and equity at central and decentralized levels. There is an overall senior management responsibility for progress on gender and equity. There are clearly defined units/focal points to take overall mainstreaming responsibility, supported by training, resources and a clear mandate and budget.

- **There is central coordination and monitoring, but scope for local-level implementation and decision-making.** In more centralized systems, there are adequate mechanisms for local participation and decision-making. In less decentralized systems, there are mechanisms for equitable use of funds and resources at all levels.

- **There are clearly defined roles and responsibilities at all levels,** and incentives for performance, which include a focus on gender, equity and inclusion as a shared responsibility and interest.

- **There are structured opportunities for ongoing consultation and participation** of parents, children and other 'primary stakeholders', especially the disadvantaged and excluded. These give people a sense of entitlement and right to participate, whilst avoiding over-burdening them with demands for feedback. Mechanisms are put in place to help to avoid exclusion, domination by a few people, or tokenism.

- **Feedback mechanisms are embedded.** These extend to all education

stakeholders, including schools, parents' organizations, teachers' organizations, local levels of education administration, educational institutions and semi-autonomous bodies, other line ministries, NGOs and relevant private sector organizations.

- **There are clear structures/ mechanisms for cross-sectoral working and coordination,** for example on health, HIV/AIDS, water and sanitation, ECCE and poverty alleviation programmes linked to reducing the opportunity costs of education.

- **Capacity development starts with schools, children and communities.** Supportive structures are built up around what schools and teachers need in order to function effectively as well as the capacities that community members need in order to participate effectively. Teachers, headteachers and officials are supported to move away from a bureaucratic approach to become 'change agents' in the education sector and gain skills in effective facilitation and communication, especially with disadvantaged communities and individuals, including children themselves.

- **There is planned capacity support to the full range of 'duty bearers' in the system to be able to undertake their defined roles effectively, in relation to supporting gender, equity and inclusion goals.** These duty bearers
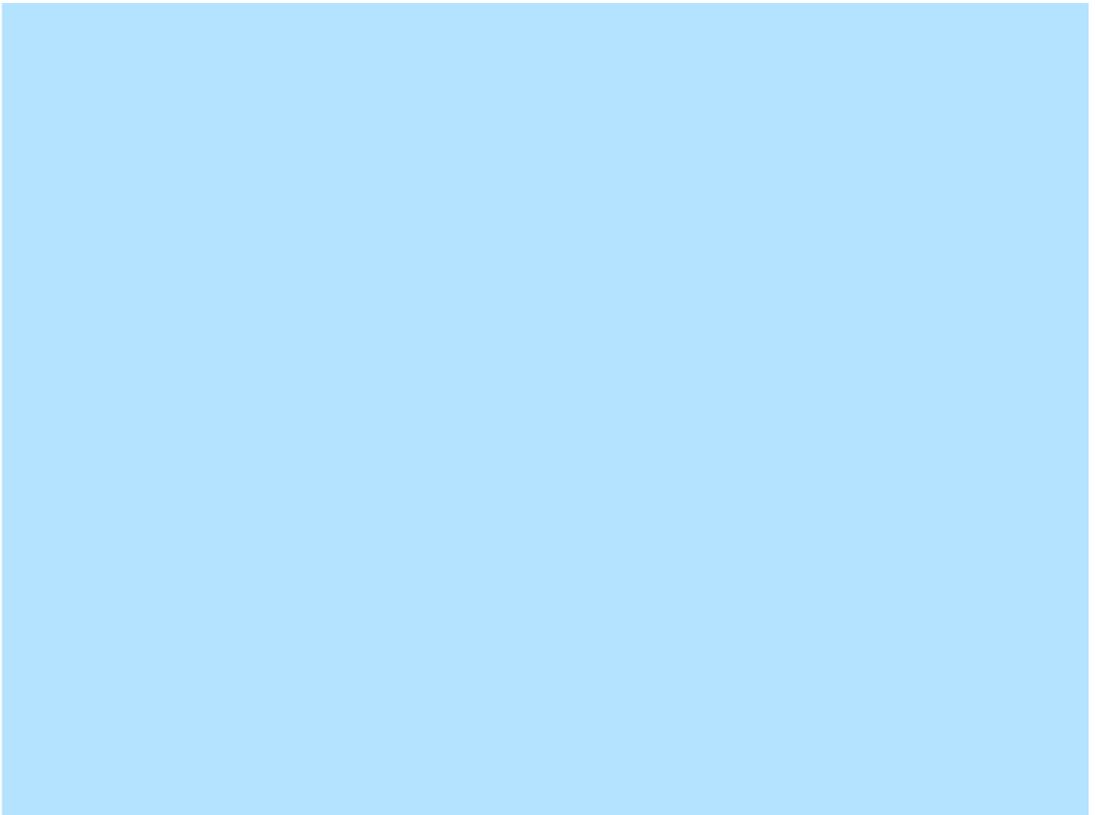
include policy-makers, implementers, professional institutions, headteachers, teachers and communities. The range of skills required at central level might include skills in policy analysis and mainstreaming, monitoring, research and learning, implementing specific targeted programmes and utilizing effective budgeting mechanisms. District (or equivalent) education officials need to be able to facilitate local consultation, analyse the local context including identifying out-of-school children, plan strategies to make maximum progress utilizing all available resources and capacities, support schools and teachers and oversee the interventions of NGOs.

- **A range of approaches to capacity-building are utilized, leading to sustainable changes in understanding and practice.** Approaches might include on-the-job learning, training (e.g. in use of specific instruments), ongoing mentoring opportunities, and use of media and internet. There is **careful and strategic use of TA** to support capacity development. A range of options are considered, beginning with the individual and institutional expertise already available in-country.

- **Education sector institutions themselves practise non-discrimination and equal opportunity, with particular attention to the rights of women, members of socially excluded and minority groups and teachers.** Teachers are acknowledged as 'rights holders' and have the necessary protection, training and support to undertake their work effectively, including acceptable pay and conditions.

DEVELOPMENT PARTNERSHIPS TO SUPPORT A RIGHTS-BASED SWAp

10

SWAp PARTNERSHIPS

The nature and quality of partnerships between governments and the range of Development Partners that support the SWAp can make a considerable difference to its effectiveness, especially when there is a high degree of 'donor dependence'. Strong, positive partnerships are particularly important for developing SWAps that are effective in improving educational rights, equity and inclusion, because of the complex – and sometimes sensitive – nature of the issues involved and the need for united and coordinated action on a range of fronts and at different levels. Some elements that can make a difference are as follows:

- **The Government (i.e. Ministry of Education) takes the overall lead and this is respected by Development Partners.**

- **There is a broad interpretation of 'Development Partner'. Partnership structures and mechanisms are established that allow for appropriate participation of, and support from, a range of different kinds of partner at different times and for different purposes.** Thus the SWAp itself is 'inclusive', not only of the financial donors but also of professional agencies, national and international NGOs and CSOs involved in education, teacher unions and/or others, as relevant to the context.

- **A Code of Conduct for the SWAp partners is developed and adhered to by all.** Development Partners honour their general commitments to donor harmonization and alignment (e.g. through the Paris Declaration).

- **Shared understandings and concepts related to equity, rights and inclusion are developed,** ensuring that there is common understanding of universally

accepted concepts related to equity, rights and inclusion, developed and put into practice within the specific context.

- **Development Partners support the creation of an environment of trust** for dialogue and consensus-building on complex and sensitive issues.

- **There is a strong emphasis on government and national stakeholder capacity at all levels.** Development Partners seek to give coordinated support to capacity development, including a joint approach to provision of technical assistance where it is necessary.

- **In policy dialogue, Development Partners stay focused on the needs and priorities of the sector as a whole and make considered and sensitive inputs to support progress on equity and rights with regard to the pace of capacity development.** Development Partners avoid individual advocacy on 'pet' issues, programmes or curriculum areas, instead seeking to support a coherent and balanced approach.

- **There is coordinated support to reviews, monitoring and evaluation, and specific analytical and research exercises to keep educational rights, gender, equity and inclusion in high profile.** Thought is given to the role of INGOs and NGOs in field work and other ways of ensuring a reality check. Gender and equity expertise is available to support all review sub-teams (e.g. construction, resources).

- **Partners operating at central level keep focused on what is actually happening in schools and communities and to particular groups of children and guard against introspection or an over-focus on SWAp mechanisms.**

- **Development Partners ensure that they understand their own agency positions with regard to SWAps, rights, education, gender and social inclusion, and communicate these clearly with each other and with government.** Agencies seek to reach sufficient consensus on key areas to enable a common approach to be taken. Development Partners also keep other partners informed of any changes within their agendas and policy, as well as of general developments within their agencies.

- **Development Partner groups together ensure a balance of generic and sector-specific expertise, identify (and work according to) 'comparative advantage' and sustain group institutional memory.**

- **Development Partner agencies develop functional internal structures and staff profiles** for mainstreaming gender, equity and rights approaches effectively.

- **Private sector partnerships are developed in order to reach the excluded** (such as technology for distance education to reach remote communities, and the disabled).

TOOLS FOR MORE EQUITABLE SWAps
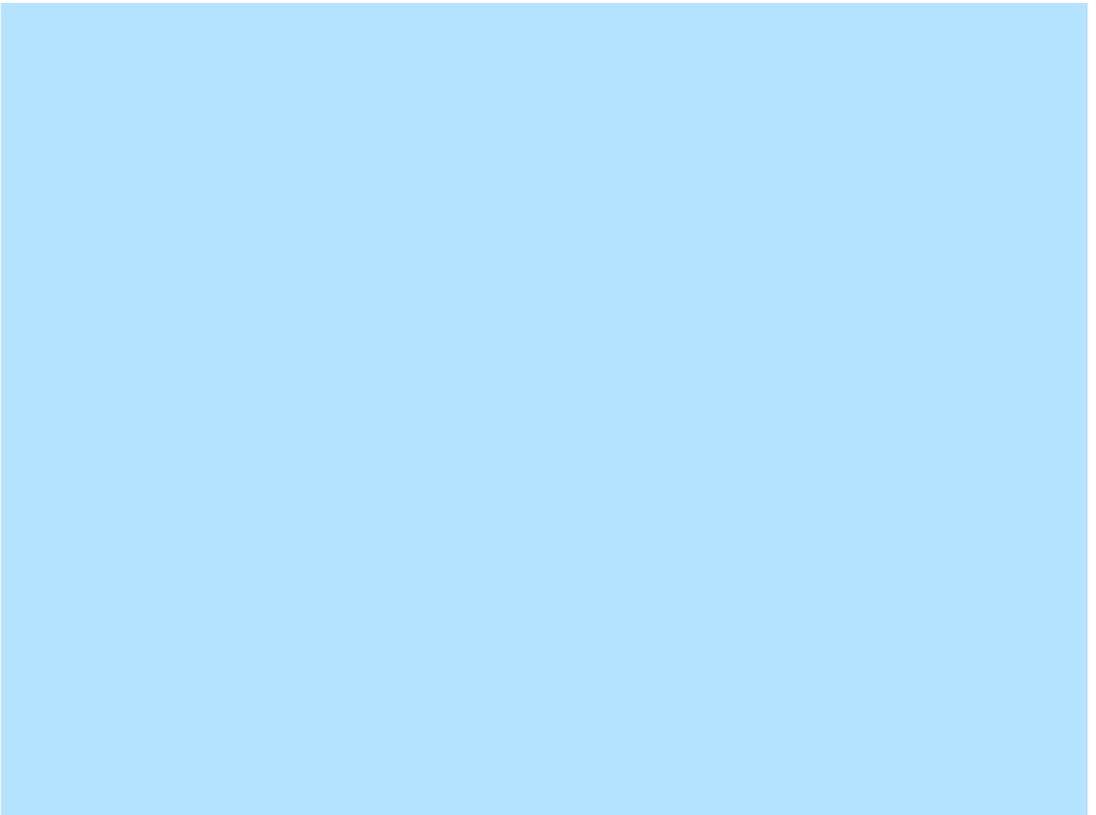
11

ANALYSING THE SOCIETAL AND SYSTEMIC CAUSES OF EDUCATIONAL DISPARITY

In any locality, it will be necessary for local authorities – and when appropriate, traditional leaders – to undertake in partnership with community members an analysis of where the barriers to education lie, in which communities and in relation to which children ... Efforts to promote community involvement should include poor and marginalized households, and particular efforts may be required to achieve that goal.

UNICEF/UNESCO (2007). A Human Rights-Based Approach to Education for All.

(These questions were originally developed to support Save the Children education programmes in analysing the situation with regard to the realization of children's education-related rights. Statements related to policy and strategy are denoted by black bullet points.)

11.1 ASSESSING ISSUES RELATED TO ACCESS AND COMPLETION

a) Charges for Education

- Are direct fees charged for education and how much are these?
- Are there other costs, for example for textbooks, uniforms, meals?
- Are there any examples that indicate the proportion of a family budget that might be taken up in paying for education?
- Are there communities in which attendance fluctuates due to seasonal 'cash flow' problems (e.g. are there specific times of the year when parents cannot buy new exercise books and pencils)?

- What have parents and children (male and female, from different population groups) said about the impact of fees and charges on children's enrolment and completion of basic education?

- If the issue of charges for education is a significant problem, is this recognized in government policy and strategy? What measures are being taken to end, reduce or mitigate educational charges and what are the results so far?

b) Accessibility/Coverage of a Full Cycle of Basic Education

- Are there some children who do not have access to a school at all?
- Are there some children who realistically can only access a number of grades, less than a complete cycle of primary/basic education (e.g. Grades 1–3 only)?
- Are schools open and functional for a reasonable length of time each year, or

are there some children who only have access to a limited curriculum?

- Can the school timetable and calendar be set locally to respond to the agricultural seasons, work or migration patterns and/or culture and festivals of different population groups? Or, are there times of the day, or times of the year, when schools are 'in session' but with many children absent?
- Do all mainstream schools accept disabled children, or are there areas of the country in which disabled children are systematically left out of schooling? If so, identify the areas in which there are problems, as well as issues for girls and boys with different categories of disability.
- Include examples of what children and parents think about access to educational opportunities.

- If the issue of access to a full cycle of basic education is a significant problem, is this recognized in government policy and strategy? What measures are being taken to extend full access to all children (e.g. multigrade provision, flexible timetabling) and what are the results so far?

c) Attitudes to Education for Girls, Boys, Socially-Excluded Groups and Disabled Children

- Are there areas or population groups in which it appears that education (as schooling) is *generally* not valued? You may need to be tentative in answering this question. A number of studies have found that dominant groups (including teachers) often assume that

marginalized or minority groups do not value education per se, when in fact non-participation is due to economic or quality factors (discussed below).

- Is there an issue of education being valued for one sex, but less so for the other (often more for boys than for girls)? If so, what are 'typical' attitudes/ perceptions? In what areas and situations are gendered attitudes most (and least) pronounced?
- What are general attitudes to disability, and to education for disabled children? Note any differences among different geographic, income or ethnic groups.

- If the issue of attitudes to education for girls and boys, or for disabled children, is a significant problem, is this recognized in government policy and strategy? What measures are being taken to challenge negative attitudes to schooling for girls, disabled children or other relevant groups, and what are the results so far?

d) Perceptions of the Quality, Relevance and Acceptability of the Education on Offer

- Is there evidence that some poor people do value education, but decide not to prioritize it because of the perception that it is irrelevant and will bring no benefit?
- Are some communities alienated from schools because of cultural differences? What are examples of their perceptions of this issue?
- Do some communities find it difficult to use schools because of language differences? What are examples of their perceptions of this?

● Do some communities find the content and/or methods of education inappropriate, alienating or in any way unacceptable? If so, what do different members of these communities see as key factors that create barriers or problems?

● If there is a widespread issue of poor enrolment/completion because of dissatisfaction with some aspect of schooling, is this recognized in government policy and strategy? What measures are being taken to engage communities and help them to value education and what are the results so far?

e) Poverty Causing Children's Work to Take Precedence Over Education

● Do children *not enrol,* or *drop out* of school due to the need to work to support themselves or their families? If so, who are these girls and boys and what sort of work do they do?

● Are there boys or girls who do are regularly *late* to school, or frequently *absent*, due to their work commitments? If so, who are these children? At what times of the year are they most frequently absent and why is this?

● If the issue of children's work taking precedence over education is widespread in the poorest sections of society, is this recognized in government policy and strategy? What measures are being taken to help the poorest families to 'free up' their children to attend school or to reach

working children, and what are the results so far?

11.2 ASSESSING ISSUES RELATED TO THE QUALITY OF EDUCATION

a) Teachers

● Is there a sufficient number of teachers in all areas of the country and in all types of school?
● Is there a balance of male and female teachers to provide good role models for all children? (In particular, what is the situation of women teachers in rural areas?)
● Are there any ethnic or linguistic minority groups that are under-represented in the teacher force? Which are these?
● Are teachers sufficiently qualified, trained and *skilled*? If not, in which schools and areas are there particular problems?

● What policies and strategies are being implemented to ensure a sustainable supply of well qualified, properly supported and effective teachers? How effective are these?

b) Teaching Methodologies

● What methods of teaching are most typically used in classrooms and how effective are these? What problems exist?

● What policies are being implemented to improve teaching methodology and classroom practice? If 'active' or 'child-

centred' learning is being introduced, to what extent has it been effectively adopted in practice? What barriers remain?

c) Curriculum and Assessment

- How is the curriculum currently conceived and what are any reforms in progress? This might range from being a full syllabus (i.e. a very detailed, prescribed sequence of content) to an outcome-based framework (i.e. schools have the freedom to choose content, methods and materials, to work towards certain standard learning outcomes for children at different ages or stages).
- How appropriate is the curriculum to children's developmental needs?
- How appropriate is the curriculum in terms of its relevance to the lives, cultures and backgrounds of different children? Is there flexibility for teachers and schools to adapt the curriculum to local needs?

- What is the current system for assessing children's learning and what are any reforms in progress? Is this consistent with the curriculum and methodologies? Is the emphasis on test recall of 'facts' learned by rote or on understanding? Does the examination system act encourage or hinder the use of active learning approaches?

d) Language Issues

- What is the situation regarding the status and use of different languages represented in the country?

- What is the policy on languages used in education at different stages and/or in different areas? What is the actual practice generally?
- Are there children who do not have access to education in the mother tongue at all? If so, which children are these?
- How are children who must learn a second language generally supported?
- Is there any evidence of different learning outcomes for different language groups?

- Are there any current policies or strategies designed to address language issues in schools? If so, what are the results so far?

e) The Learning Environment

- What policies and strategies are in place to help ensure gender equity in the classroom and how far are these implemented? Is there evidence of gender discrimination within classrooms, and if so, what form does this take and what is the impact?
- What policies and strategies are in place to ensure that children from all backgrounds are equally welcomed, represented and supported in schools? Is there evidence of discrimination on the basis of language, ethnicity, race, culture or religion? If so, in what context does this occur, what form does it take and what is the impact on the children affected?
- What policies exist to ensure that schools promote the learning of all children, including disabled children

and those with special needs? How far are these implemented and what problems do teachers commonly face?

- What policies and strategies exist to prevent violence or abuse of children at school and ensure that children are protected and supported? How far are these implemented? What kinds of abuse of children are widespread? What is the impact on children (particularly from their own perspective)?

f) Resources for Teaching and Learning

- Is there an agreement on what constitutes a minimum standard of basic teaching and learning materials?
- What is the general level of resourcing of schools with basic items, including books, writing materials for children, blackboards and chalk, basic visual aids and so on?

- What policies and strategies are in place to ensure that all children have access to basic learning materials? To what extent are the poorest schools and communities prioritized for additional material support?

g) Buildings and Basic Facilities

- What proportion of children learn in sub-standard classrooms, or without a classroom at all?
- Are there schools that do not have a supply of safe drinking water?
- Are there schools that do not have safely-constructed latrines for girls and boys (separately)?

- What are current policies and strategies to ensure that all schools have at least minimum standard buildings and basic facilities? How far have these been implemented and what remains to be done?

h) School Management (and Parental and Community Involvement)

- What are current systems of school management? What structures and committees exist or are being developed?
- What is the balance of decision-making power at different levels and how does this affect what happens at school level? Is this changing over time and if so, how?
- To what degree do headteachers generally involve the whole staff in school management (i.e. does management tend to be hierarchical or participatory)?
- What structures and systems exist for parental and community participation in schools? Is participation limited to financial or labour contributions, or does it also include a say in decision-making about substantive issues, including financing and raising quality?
- How representative are different management structures (e.g. SMCs, PTAs) of men and women, different segments of the community?

- What policies and strategies are being implemented to strengthen school management? What are the results so far?

12

MEASURING PARITY

This chapter describes some of the main indices of disparity in use in the education literature, showing how as they become more comprehensive the impact of the gender dimension is often lessened.

Finally, the **Education Parity Index** (Huebler, 2008) is described, which goes beyond gender to include other key areas of disparity, including wealth and area of residence. The EPI is flexible and can be further modified to include other dimensions such as caste and ethnicity according to the national context.

12.1 GENDER PARITY INDEX

A straightforward and well-known index for measuring disparity by gender is the Gender Parity Index (GPI), used to measure the degree of difference between boys' and girls' enrolment or attendance rates.

Gender disparity can be expressed as the ratio of the number of girls enrolled in or attending school to the number of boys in school. To eliminate the effect of the

population structure, the percentage of girls and boys enrolled or attending is used to calculate the GPI.

Suppose, for example, the following scenario:

Boys enrolled: 90% of the cohort
Girls enrolled: 70% of the cohort

Then:

$$\text{GPI} = \frac{\text{Percentage of girls enrolled}}{\text{Percentage of boys enrolled}}$$

$$= \frac{70\%}{90\%}$$

$$= 0.78$$

If the GPI is 1, then the country is at gender parity. A GPI above 1 indicates disparity in favour of girls, and a GPI below 1 indicates disparity in favour of boys.

The GPI for the primary school NER or NAR in countries in South Asia is shown in Figure 5. India, the Maldives and Sri Lanka have reached gender parity. In Afghanistan,

Bhutan, Nepal and Pakistan, girls are disadvantaged. In Bangladesh, boys are disadvantaged relative to girls.

The disadvantage of the GPI is that it focuses on a single dimension of disparity (gender) and ignores other dimensions that may be important, most particularly that gender parity can be high when enrolment is low.

| Figure 5 | **Gender parity index for primary school NER or NAR, South Asia** |

Source: Huebler (2008)
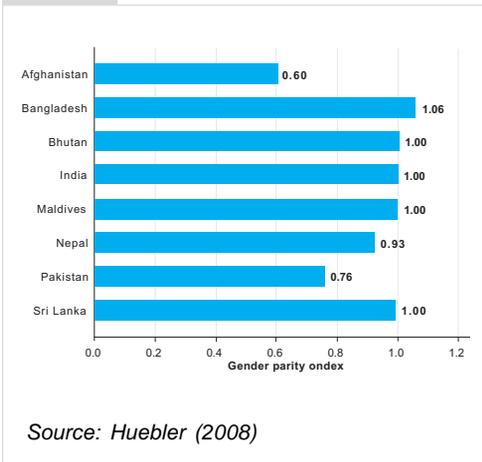
12.2 SOME OTHER INDICES

Other indices in use attempt to address this limitation of the GPI, with varying degrees of complexity. For a more comprehensive overview, see Unterhalter (2006).

Gender-specific EFA Index (GEI)
This index has been developed by UNESCO for use in its Global Monitoring Reports. The GEI is the average of the gender parity indices for:
● The primary GER
● The secondary GER
● The adult literacy rate

One disadvantage of this index (which applies also to the GPI above) is that it is possible to have parity but still with low access, retention and achievement.

GEI values for South Asia are shown in Table 1.

EFA Development Index (EDI)
The Global Monitoring Reports have also introduced the EDI, which combines data on four EFA indicators:

Table 1 Percentage gain in GEI, South Asia c.1990–c.2001

	GEI c.1990	GEI c.2001	Percentage Improvement of GEI c.1990–c.2001
Nepal	0.42	0.68	62%
Bangladesh	0.62	0.76	23%
Pakistan	0.52	0.645	23%
India	0.64	0.74	16%
Sri Lanka	0.98	0.99	3%
Afghanistan, Bhutan, Maldives	n.a.	n.a.	

The shaded figure denotes gender disparity at the expense of boys/men; that is, in Sri Lanka there are more girls than boys in school
For the purpose of this analysis, movement towards disparity in favour of girls/women is included in the calculation for improvement
Source: Unterhalter (2006)

- The primary NER
- The adult literacy rate
- The survival rate to Grade 5
- The GEI

The EFA Development Index (EDI) is the arithmetic mean of these four values. Thus disparity as measured by the GEI accounts for only a quarter of the value of this index. The other three indicators included in the calculation of this index do not have a gender dimension.

Gender Equality in Education Index (GEEI)

This index has been developed by the Beyond Access Project and is obtained by combining four measures:

- Girls' net attendance rate at primary school
- Girls' survival rate over five years of schooling
- Girls' secondary NER
- A country's Gender Development Index (GDI)[14]

This index is criticized by Huebler as not being a true measure of inequality since, except for the GDI, the components refer only to data for girls.

GEEI values for South Asia are given in Table 2.

12.3 EDUCATION PARITY INDEX

The Education Parity Index (EPI), developed by Friedrich Huebler (2008), is a powerful composite indicator that combines information on more than one dimension of disparity. It measures the ***depth*** of disparity, that is, the distance from the ideal (no disparity). The index can be used by any group in a country, including governments. When calculating such a parity index, individual countries may decide for themselves which components of disparity to include according to their own circumstances. The EPI is essentially an extension of the Gender Parity Index in that it uses the same basic method of calculation.

The index calculated here for illustrative purposes is a composite of three education indicators:

- Primary school NAR
- Secondary school NAR
- Survival rate to the last grade of primary school

Table 2 GEEI for South Asia c.1993–c.2001

	GEEI c.1993	GEEI c.2001	Percentage Increase/Decrease
Sri Lanka	68	94	38
India	28	41	46
Bangladesh	23	48	109
Pakistan	23	20	–13
Nepal	20	36	80
Afghanistan, Bhutan, Maldives	n.a.	n.a.	

Source: Unterhalter (2006)

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[14] *The GDI was developed by UNDP and is a measure that consists of the distribution of female to male life expectancy in a country, literacy and enrolment in school, and estimated earned income. It thus goes beyond the education system to include possibilities for women to survive and flourish as adults (Unterhalter, 2006).*

First, choose the education indicator, for example primary school net attendance rate. Then choose the factors which influence it: Huebler uses gender, area of residence (rural/urban) and wealth quintile. Then calculate a sub-index for each of these factors:[15]

$$EPI_{PNAR\ gender} = \frac{\text{Percentage attendance rate of girls}}{\text{Percentage attendance rate of boys}}$$

$$EPI_{PNAR\ area} = \frac{\text{Percentage attendance rate of children from rural area}}{\text{Percentage attendance rate of children from urban area}}$$

$$EPI_{PNAR\ wealth} = \frac{\text{Percentage attendance rate of children from lowest income quintile}}{\text{Percentage attendance rate of children from highest income quintile}}$$

The composite EPI for primary school attendance is the average of these:

$$EPI_{primary\ NAR} = \frac{EPI_{PNAR\ gender} + EPI_{PNAR\ area} + EPI_{PNAR\ wealth}}{3}$$

EPIs can be calculated similarly for the other education indicators, $EPI_{secondary\ NAR}$, and $EPI_{survival\ rate}$. The overall EPI is then the average of these three:

$$EPI = \frac{EPI_{primary\ NAR} + EPI_{secondary\ NAR} + EPI_{survival\ rate}}{3}$$

The theoretical range of the EPI is 0 to 1, where 1 indicates parity and 0 indicates absolute disparity.

The EPI offers several advantages over other indices. It meets the requirements of a good indicator because it is policy-relevant, user friendly and technically sound, it can be interpreted in the context of other variables, and it can be readily calculated from household survey data. In addition, the EPI is flexible and can be modified to include dimensions of disparity that are important in a national context, such as caste and ethnicity. The EPI can also be expanded to cover different aspects of the education system, such as literacy or access to pre-primary education.

The adaptability of the index means that EPI values for different countries do not necessarily describe the same disparities. Because of its design, the EPI is simply an overall measure of disparity. Nevertheless, the EPI is useful for comparisons across countries as long as the indicators and groupings included in its calculation for a particular country cover that country's main disparities. If an important disparity is excluded from the calculation – for

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[15] If the sub-index is greater than 1, then the reciprocal is used instead, so that indices are always in the range 0–1.

example, if a country does not recognize differences due to caste – then the EPI cannot be fully comprehensive and becomes less meaningful as a measure of disparity.

The EPI has other limitations. Because it relies on detailed household survey data, which is not collected on an annual basis, the EPI can only be used to track the evolution of disparities over longer time

MEASURING PARITY IN SOUTH ASIA

The EPI has been used by Huebler (2008) to conduct an analysis for those countries in South Asia for which data is available, for the dimensions primary school NAR, secondary school NAR and survival rate to the last grade of primary school, disaggregated by gender, area of residence (rural/urban) and wealth quintile.

Figure 6 **Education disparity in South Asia**
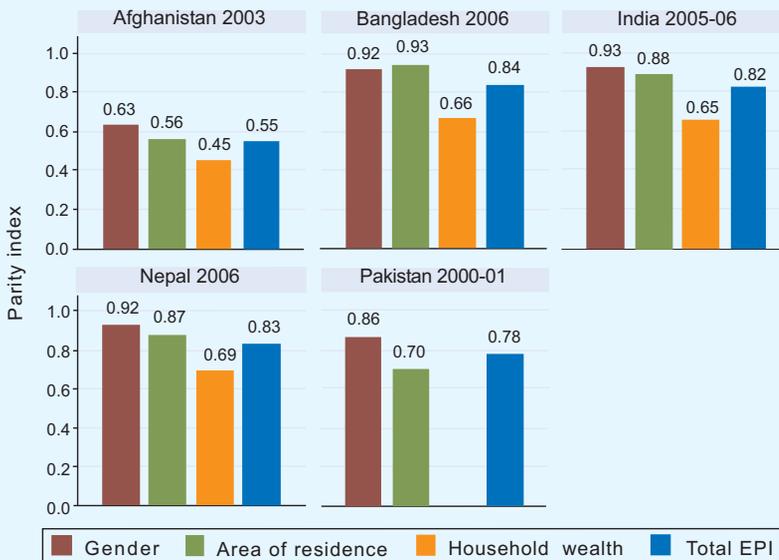
Source: Huebler (2008)

This figure shows a remarkable degree of overall parity among the four countries Bangladesh, India, Nepal and Pakistan, though with considerable variance within countries when broken down by the factors gender, area of residence (rural/urban) and household wealth. Disparity linked to area of residence and household wealth is found to be more important than disparity linked to gender, and shows the **depth** of disparity in those particular factors. Further analysis from Huebler (2008) suggests that overall disparity has decreased in all countries in South Asia for which data is available over the past decade.

periods. In addition, the EPI only reveals whether disparity exists in a country; to identify the disadvantaged groups it is necessary to study the underlying data. Knowledge of the data used to calculate the EPI is also necessary because the absolute level of participation in the education system can be high or low in different countries, although their EPI values may be similar.

In spite of these limitations, the EPI is a useful tool that allows analysts and policy-makers to assess and compare the level of disparity in different countries with a single, easy-to-interpret indicator.

[W]e need an approach to education that links the progression of children through the education system in a more coherent whole. By fragmenting provision into compartmentalized bits, we run the risk of caring for segments of children's life, as a consequence of which dropouts often continue after one intervention has ended and the next has begun.

Subrahmanian (2006). Mainstreaming Gender for Better Girls' Education: Policy and Institutional Issues.

ANALYSING AN EDUCATION SECTOR PROGRAMME FROM AN EQUITY AND RIGHTS PERSPECTIVE

13.1 HOW RIGHTS-BASED AND INCLUSIVE IS THE EDUCATION SYSTEM/SECTOR PROGRAMME?

This template was used as a research tool in exploring SWAps in Bangladesh, Nepal and Sri Lanka for the study 'Social Inclusion: Gender and Equity in Education SWAps in South Asia'. It is included here to offer some ideas for assessing how well, and in what ways, gender and equity issues are being addressed within a SWAp or large education programme.

THE POLITICAL, POLICY AND INSTITUTIONAL ENVIRONMENT IN WHICH THE SWAp OPERATES

Make notes here on:

- *Stated political commitments related to achieving social and gender equality and inclusion*
- *Legislation on educational rights, etc.*
- *Rights frameworks to which the country is committed (relevant to education)*
- *The PRSP (or equivalent) – What does it say about gender, social exclusion etc.? Structures for mainstreaming poverty, gender and/or equity across the sectors?*
- *Institutional capacity, decentralization and public service reform*
- *The civil society context*

SWAp-SPECIFIC ANALYSIS OF DISPARITIES (IN RELATION TO ACCESS, COMPLETION, QUALITY OF EDUCATIONAL OPPORTUNITY)

Make notes here on what 'equity/disparity/diversity' analysis (or analyses) informed the SWAp. (These might have been done directly for the SWAp, or the SWAp might have made use of previous analyses, e.g. for education policy or legalization, the PRSP or other.)

Is there an analysis of:
- *Children affected by poverty?*
- *Children affected by gender discrimination?*
- *Socially excluded groups?*
- *Geographically isolated groups?*
- *Children in Especially Difficult Circumstances? Which?*
- *Disabled children? How classified?*
- *Impact of conflict or natural disaster?*

Make notes on your <u>impressions</u> of:
- *Comprehensiveness, coherence, depth.*
- *Quality of 'evidence base'*
- *Is analysis multivariant, or tending to separate issues? Does gender cut across other variables?*
- *Referring to your own equity analysis, are there gaps in the official analyses used for the SWAp in terms of the groups and issues covered and/or the barriers to equity in access/quality identified?*

'EQUITY IN ACCESS'

Summarize here strategies being employed for overcoming 'demand' barriers (poverty and socio-cultural) and 'supply'-side barriers (accessibility, acceptability, affordability).

'EQUITY IN QUALITY'

Summarize here strategies being employed to ensure non-discrimination, equity in experiences of schooling, learning opportunities and learning outcomes.

INDICATORS OF 'EQUITY IN ACCESS'	**INDICATORS OF 'EQUITY IN QUALITY'**
Note specific indicators being monitored in relation to disparities in enrolment, retention, completion etc. (nationally and at regional/local levels).	*Note specific indicators being used for monitoring equity in quality of provision. <u>And</u>, specific indicators being used for monitoring equity in learning outcomes.*

BUDGETING AND RESOURCE ALLOCATION FOR PROGRESS ON EQUITY

- *How are Gender and Equity concerns reflected in MTEF and sector/programme budgeting?*
- *Does the budget appear to match with the priorities and strategies identified?*
- *Are there 'equity-related' conditions on budget allocation for primary or other sub-sectors?*
- *Is it recognized that there are extra costs implied in educating the 'hard to reach'.*

MONITORING AND EVALUATION

- *Is there a framework for sector/programme review (e.g. Joint review missions) and, if so, is there any specified 'coverage' of equity issues?*
- *In practice (as evidenced from Aides Memoire etc.) what degree of emphasis is being given to equity and inclusion issues?*

HUMAN AND INSTITUTIONAL CAPACITY FOR ANALYSING/ADDRESSING DISPARITY ISSUES

- *Are there institutional structures and communication linkages within and across ministries (e.g. responsibilities for gender mainstreaming)?*
- *Is there a capacity-building programme as part of the SWAp, and if so does it cover capacity (at different levels) for analysing and addressing equity issues?*

DEVELOPMENT PARTNER ROLES

- *How 'donor-dependent' is the education sector (i.e. proportions of funding)?*
- *Who are the Development Partners (different types)? What are their own policies with regard to gender, equity and social exclusion? What kinds of support do they give (e.g. financial, technical, advocacy)?*
- *How do the Development Partners engage in policy dialogue? How have they supported progress on gender/equity issues (e.g. specific research and lesson-learning exercises, support to institutional structures for mainstreaming, 'championing')?*
- *Is there a Code of Conduct? Evidence of it being implemented (or not) and how this affects the addressing of equity (e.g. common support to an 'evidence-based approach' or competition over 'pet' issues and strategies)?*

SWAp IMPACTS

- *Documented evidence of overall impact of the SWAp (e.g. improved completion rates, improved enrolment and completion of poorest and/or socially excluded groups, narrowing of the gender gap).*
- *Documented evidence of the impact (or lack of impact) of any of the specific policies/ strategies listed above.*
- *Documented evidence of improved efficiency, coherence, targeting, etc. – suggestive of improved outcomes.*

ADDITIONAL POINTS AND OBSERVATIONS

Add here any other thoughts and observations (things that do not fit easily into any of the above categories).

13.2 KEY AREAS OF QUESTIONING AROUND SWAp PROCESSES, MECHANISMS AND IMPACTS (PROTOTYPE QUESTION GUIDE)

1. **Identifying the Main Actors in the SWAp Processes**
   First identify those who have an interest in the outcome of the SWAp processes. Here they are subcategorized as *SWAp partners* (those recognized officially as the 'core' participants) and *stakeholders* (a wider group concerned with and affected by the issues).

SWAp partners
- Who are they? (Which government, donor and other agencies?)
- How do different partners participate (e.g. funding, technical support)?
- What are the formal coordination mechanisms?
- Do any have declared or undeclared special interests/concerns (e.g. based on the partner's own policies on equity)?

Stakeholders in reducing education disparity
- Who are they?
- Those affected by the issues
- Organizations, institutions, others attempting to assist/support (this may include SWAp 'partners')
- Do any of these 'stakeholders' have specific interests? Vested interests?

2. **Understanding the Consultation Mechanisms and their Effectiveness**
   Now examine the forms and extent of consultation used to acquire information and support for the SWAp, both during formulation and on-going. Here, examine how information and perspectives from all key stakeholders are used or might be used in SWAp decisions. (A few specific consultation aspects are covered under subsequent headings.)

- Who has been consulted (e.g. political/ administrative structures, at what levels, CSOs, users and potential users of educations services, M/F)?
- Do key stakeholders have a means to express their views?
- How are consultations carried out (truly participatory or is it a rubber-stamping exercise)?
- What disparity issues are included in the consultation (e.g. access, barriers, gender, vulnerability)?
- Is there evidence that information from consultations feeds into education policy, plans, strategies?
- Are there enforcement mechanisms that facilitate action?

3. **Reviewing the SWAp Design Process**
   Obviously, the design of the SWAp itself plays a key role in setting the SWAp agenda. Are equity issues sufficiently incorporated into the design?

- How was the design done – objectives, priorities, strategies?
- By whom?
- Was it SWAp-specific or was the structure of another programme utilized?
- What is the decision-making structure? Who makes decisions? Who influences decisions?

- What information/evidence was used? How current was it?
- Who was included in the design process?

4. **The Equity Analysis**
    The presence or absence of an adequate equity analysis will certainly affect the ability of the SWAp process to address disparity.

- Has some form of an equity analysis been done (e.g. gender and social parity analysis, gender/disparity analysis for action plans)?
- Has it been done regularly (e.g. for reviews) or only as a one-off (e.g. for SWAp formulation)?
- How was it done? By whom?
- What disparities have been identified?
- Is there clear evidence that information from the equity analysis has influenced the SWAp implementation?

5. **Assessing Costing and Budgeting Mechanisms**
    A major underlying assumption of the SWAp – and indeed an expectation of both governments and donors – is that more coordinated and accountable financing mechanisms will emerge. But can these mechanisms also play a part in reducing disparities?

- How were they designed and by whom?
- Is the mechanism structured to address requirements of donors? If so, how?
- Are funds targeted to equity issues? If so, what was the process used to identify/decide about allocation? How are they accessed?

- Are there provisions in the budget for unexpected/unplanned costs (e.g. arising from emergencies, for groups/ situations not identified/included, to pilot new initiatives)?
- Does the budget include/reflect the full costs of free education (e.g. requirements of matching funds, parent/community contributions)?
- Conditionalities – are any of these equity-focused? Do any have negative or potentially negative impacts on addressing equity issues?

6. **Capacity-building and organizational development components**
    Another intention of the SWAp is to improve the government's ability, at all levels, to deliver quality education services; thus, some support needs to be allocated for the necessary capacity-building and organizational development.

- Are capacity-building and organizational development goals and objectives clearly stated? How are they identified and agreed? By whom?
- Has any capacity-building supported by the SWAp addressed equity?
- What individuals/institutions are targeted?
- Give examples of relevant training or institutional reform.
- Are institutional structures sufficiently reformed (or created) at different levels to address equity issues (e.g. special units/assignments, gender focal points)?
- Are these institutional structures and their personnel sufficiently empowered?

- Is there clarity regarding roles and responsibilities?
- Is there strategic selection and use of technical assistance (TA)? Who/what influences decisions on TA?

7. SWAp Review and Monitoring Mechanisms
SWAp review and monitoring is a massive task which attempts to regularly assess quantitative and qualitative achievements.

- What sources of documented information are used for reviews (e.g. results from existing studies, studies conducted during preparatory activities)?
- What does the review exercise include (e.g. document review, high-level meetings, field visits, broader consultations)?
- What disparity evidence/indices are used in reviews/monitoring?
- Where do they come from? Any links to equity analysis or other relevant evidence?

- Who is involved in the review, monitoring exercises? Is there an opportunity or mechanism for the experience/views of all key stakeholders to feed into these reviews?
- How does information from the review feed into policies, plans, strategies?
- How does the SWAp provide feedback and accountability to the partners and stakeholders?

8. Analysing SWAp Impact on Disparity
Is there any evidence of impact or outcomes that demonstrate or indicate a reduction of disparity linked to the SWAp?

- Is there any evidence of progress on achieving identified milestones?
- Is there any evidence of changes in policy, plans, strategies?
- In addition to statistics and other documented evidence, are there any indications of change that may not be documented (e.g. in understanding, attitudes and practices)?

Institutional and capacity development is particularly vital for making progress on equity and inclusion … This is particularly important with regard to addressing equality and social inclusion, since these are complex and sensitive issues (sometimes at odds with prevailing cultural norms) that require involvement in a long-term change process.

Seel (2007). Social Inclusion: Gender and Equity in Education SWAps in South Asia. Synthesis Report.

FRAMEWORK FOR INSTITUTIONAL ANALYSIS

(This framework has been slightly adapted from one originally developed by the China Southwestern Basic Education Project to identify seven Institutional Change areas around which to plan institutional development interventions.)

A useful overall framework is to consider the three areas of *People*, *Processes* and *Structures*.

People covers an analysis of the individuals and teams in the organization and their values and skills, in relation to what is needed for the system to work effectively to achieve current and future goals. To achieve inclusion and rights, there needs to be active attention to developing a sense of shared values and supporting attitudinal change, which implies understanding what are current dominant values. Different kinds of skills are needed by different people at different levels, some of which might be new, for example skills to analyse disparity, target funds more equitably, mainstream cross-cutting issues into policy or implement specific strategies. Individuals

and institutions with professional expertise related to specific excluded groups (e.g. disabled children, domestic workers) and/ or to implementing strategies for inclusion (e.g. mother-tongue based bilingual education) can also be identified.

Processes refers to the *sub-systems* within the education system, such as systems for planning, budgeting, M&E, training, supervision, inspection, as well as appointment and promotion. It is important not only to focus on whether processes are 'efficient' but also whether they are inclusive in themselves, and also support and promote equity and rights.

Structures refers to the vertical reporting structures, horizontal working structures and teams and also structures for cross-sectoral and cross-agency collaboration. Because equity, inclusion and rights are complex and 'cross-cutting' issues, the most conducive structures will be ones that facilitate team work, collaboration and creativity, as well as enable 'mainstreaming' to work in practice.

A. People

1. **Clearer shared institutional values**
   A service-oriented approach with a sense of shared responsibility for achieving educational equity and quality in poor districts and communities and equal opportunities within the institutions of the education system.

2. **Enhanced knowledge and skills**
   Capacity development at all levels to improve education quality and equity for disadvantaged children and schools.

B. Processes

3. **More effective planning/monitoring cycles**
   a) Strengthened mechanisms for regular and systematic *consultation* to ensure that decision-making at school, village, district and central level is based on a sound 'bottom-up' knowledge of the real situation and needs.
   b) Improved processes for quantitative and qualitative *data collection and analysis* at school, village, district and central level, which enables a better understanding of *patterns* and *causes* of educational disparity and provides a sound basis for decision-making.
   c) *Planning and budgeting* is based on a clear, logical and needs-based strategy and resources are allocated and targeted rationally to ensure access for the poorest children and achieve a narrowing of the gap between the most disadvantaged and more advantaged children, communities and schools.
   d) *Monitoring and evaluation* becomes more systematic and outcome-based, with the findings used to continuously improve implementation.

4. **More effective and equitable training, support and supervision mechanisms for teachers, headteachers and schools**
   a) Effective and equitable processes of *teacher* professional development, support and evaluation.
   b) Effective and equitable processes of *headteacher* professional development, support and evaluation.
   c) Effective and equitable processes of *school* support and evaluation.

5. **More effective and equitable recruitment and transfer mechanisms**
   An approach which values diversity, ensures equal opportunities, rewards competence and improves institutional effectiveness.

C. Structures

6. **More conducive horizontal and vertical structures and ways of working**
   Enhanced structures within schools, villages, districts and central levels, and between different levels, enabling more participatory, inclusive and effective ways of working.

7. **More conducive cross-agency ways of working and structures for cooperation**
   Enhanced structures for cooperative working and with partner institutions, to enable a more 'bottom-up' and 'joined-up' approach to solving problems and meeting the needs of disadvantaged schools and children.

RESULTING IN STRENGTHENED AND MORE EQUITABLE SERVICE DELIVERY AND GREATER INFLUENCE ON WIDER PRACTICE

> **Providing a genuinely safe, secure and healthy school environment where teaching and learning quality is assured for girls (and for boys) represents a critical challenge which underlies the basic rationale of the MDGs in education.**
>
> *Freeman (2006). The Move to Programme-Based Approaches: An Effective Partnership for Girls' Education? The Experience of Recent Evaluations.*

INDICATORS FOR EDUCATION

The MDGs and EFA indicators for education are well known in their abbreviated, summary forms.

15.1 MDGS

Goal 2: Achieve universal primary education

Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Indicators

2.1. Net enrolment ratio in primary education
2.2. Proportion of pupils starting grade 1 who reach last grade of primary
2.3. Literacy rate of 15–24-year-olds, women and men

Goal 3: Promote gender equality and empower women

Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015

Indicators

3.1. Ratios of girls to boys in primary, secondary and tertiary education
3.2. Share of women in wage employment in the non-agricultural sector
3.3. Proportion of seats held by women in national parliament

However, it should be noted that some of the indicators relating to the other MDGs also have implications for education, for example those regarding equipping youth for productive employment and healthy lifestyles.

15.2 EFA DAKAR GOALS

1. Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

2. Ensure that by 2015 all children,

particularly girls, children in difficult circumstances, and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.

3. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

4. Achieve a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

5. Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

6. Improve all aspects of the quality of education and ensure excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy, and essential life skills.

Core EFA Indicators	
Indicator 1	Gross enrolment in early childhood development programmes, including public, private, and community programmes, expressed as a percentage of the official age-group concerned, if any, otherwise the age-group 3 to 5.
Indicator 2	Percentage of new entrants to primary grade 1 who have attended some form of organized early childhood development programme.
Indicator 3	Apparent (gross) intake rate: new entrants in primary grade 1 as a percentage of the population of official entry age.
Indicator 4	Net intake rate: new entrants to primary grade 1 who are of the official primary school-entrance age as a percentage of the corresponding population.
Indicator 5	Gross enrolment ratio.
Indicator 6	Net enrolment ratio.
Indicator 7	Public current expenditure on primary education a) as a percentage of GNP; and b) per pupil, as a percentage of GNP per capita.
Indicator 8	Public expenditure on primary education as a percentage of total public expenditure on education.
Indicator 9	Percentage of primary school teachers having the required academic qualifications.
Indicator 10	Percentage of primary school teachers who are certified to teach according to national standards.
Indicator 11	Pupil:teacher ratio.
Indicator 12	Repetition rates by grade.
Indicator 13	Survival rate to grade 5 (percentage of a pupil cohort actually reaching grade 5).
Indicator 14	Coefficient of efficiency (ideal number of pupil years needed for a cohort to complete the primary cycle, expressed as a percentage of the actual number of pupil-years).
Indicator 15	Percentage of pupils having reached at least grade 4 of primary schooling who master a set of nationally defined basic learning competencies.
Indicator 16	Literacy rate of 15–24 year olds.
Indicator 17	Adult literacy rate: percentage of the population aged 15+ that is literate.
Indicator 18	Literacy Gender Parity Index: ratio of female to male literacy rates.

15.3 REVISED INDICATORS FOR EDUCATION

Since the goals and indicators were developed, both the MDGs and the EFA framework have undergone considerable revision and expansion while still retaining their basic structure.

A revised **MDG Monitoring Framework** including new targets, indicators and numbering was recommended by the Inter-agency and Expert Group on MDG Indicators at its twelfth meeting in November 2007. These are effective from January 2008 and are reproduced in full in Annex 2.

For EFA, guidance for the **EFA Mid-Decade Assessment** has produced an expanded set of Policy and Systems Indicators, Core EFA MDA Indicators and Additional Indicators, with suggested criteria of disaggregation, for the six areas:

- Early Childhood Care and Education
- Universal Primary Education
- Life Skills
- Literacy
- Gender
- Quality of Education

These indicators are reproduced in full in Annex 3.

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SUMMARY OF DAC GUIDANCE ON GENDER MAINSTREAMING IN SWAps[16]

A key criticism about gender mainstreaming has been the 'narrowness' of the strategy despite the complexity of gender relations and the contextual variations in the processes and outcomes related to gender inequalities.

Subrahmanian (2006). Mainstreaming Gender for Better Girls' Education: Policy and Institutional Issues.

16.1 PROMISING PRACTICES AND OPPORTUNITIES TO MAKE SWAps GENDER-FOCUSED

- **Wider Policy Environment** is conducive to progress within the (education) sector – political commitment, human rights and legal frameworks.
- **Multi-Level Gender Analysis** takes place at the beginning of SWAp development and is also ongoing, as a basis for policy development.
- **Policy and Strategy Development Processes** incorporate gender, including *consultation*, *lesson learning* from previous projects and initiatives, *policy dialogue* on gender and identification of *gender equality as a strategic policy objective* (leading in turn to development of costed strategies to achieve and maintain gender equality).
- **Management and Implementation Structures** are conducive to mainstreaming gender at **central and decentralized levels**: focus on gender as shared responsibility and interest but with clearly defined units/focal points with an overall mainstreaming responsibility, mandate and budget.
- **Capacity** is developed for integrating gender at strategic levels (policy analysis and development/M&E).
- **Monitoring and Evaluation Frameworks** are designed to monitor progress on gender equality, through use of gender disaggregated and gender-relevant indicators and incorporation of gender analysis and reviews as an integrated part of SWAp monitoring processes.
- **Donor coordination in support of gender equality,** through:
  - Dialogue and consensus-building on gender concepts and approaches
  - Coordination of policy dialogue on gender equality – in pursuit of clear objectives, strategies and indicators and coherence with national policy frameworks and PRSPs

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[16] *From DAC (2001).*

- Support with gender analysis and development and use of specific gender-sensitive instruments
- Coordination of support to national gender capacity-building
- Coordination on sector monitoring and evaluation, including gender aspects
- Creation of functional structures and staff profiles for mainstreaming gender effectively *within* donor agencies.

16.2 CODE OF CONDUCT FOR GENDER EQUALITY IN SECTOR-WIDE DEVELOPMENT PROGRAMMES

This Code of Conduct should be seen as a set of minimum requirements needed to make progress towards more equality between the sexes in participation and benefits from sector-wide development. Clearly, rules and procedures can never guarantee that men and women get equal rights and changes, but in the processes of sector-wide programming the following ten steps are vital to help realize this goal.

Ten Steps to Promote Gender Equality in SWAps

1. **Gender analysis** of the sector: at different locations, and at micro-, meso- and macro-level, with stakeholder participation and using participatory methods, early in the SWAp process.
2. **Capacity-building strategies** for reducing gender inequalities (awareness-raising, knowledge building, instruments, training, piloting) of major stakeholders at all levels, including national level offices of concerned donor agencies.

3. **Consensus among donors** about gender equality concepts, objectives and strategies for support to the sector and clear communication and dialogue with partner governments.

4. **Coherence** between national policy frameworks (PRSP, national gender policy) and sector policy on gender equality, and **clearly voiced support** for both by national leadership.

5. **Clear objectives and strategies** for reducing gender inequalities in the sector programme, including targets and performance indicators.

6. **Budgets follow strategy for reducing gender inequalities**, ensuring adequate resources for gender equality measures in major budget items.

7. **Management and implementation structures** adapted to requirements of reducing gender inequalities.

8. **Gender structures equipped with clear mandate and resources**, and supported in analytical, institutional and skills development, to act from an informed position within the administration and integrated into the SWAp steering structures.

9. **Management information and monitoring systems** in support of bottom-up programming and micro-, meso- and macro-linkages, and to ensure timely and adequate information on performance in moving towards gender equality in practice.

10. **Review and evaluation missions** pay full attention to progress towards gender equality in the sector, involving gender expertise in all teams.

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This document outlines the rights-based approach to education, and a conceptual framework for education in particular focusing on:
- The principles that inform a rights-based approach
- Applying a rights-based approach to policy and programming
- Obligations and responsibilities of the state and roles of other duty bearers
- Supportive policies and legislation
- Conducive political, economic, safe and healthy environment.

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This document outlines the reasons for developing gender-sensitive budgeting, and gives practical tools and guidelines for doing so, developed through pilots in Sri Lanka and South Africa. A key message is that a gender-sensitive budget makes good economic sense. 'Tools' included cover:
- Gender-disaggregated Beneficiary Assessment of Public Service Delivery and Budget Priorities
- Gender-Disaggregated Public Expenditure Benefit Incidence Analysis
- Gender-Aware Policy Evaluation of Public Expenditure by Sector
- Gender-Aware Budget (Expenditure) Statement
- Gender-Disaggregated Analysis of Impact of Budget on Time Use
- Gender-Aware Medium Term Macroeconomic Policy Framework

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This is a sourcebook of discussions and references linked to key concepts in gender, including:
- Accountability
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- Mainstreaming as an Institutional Strategy
- Monitoring and Evaluation
- Policy Dialogue
- Policy Evaporation.

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These case studies explore the addressing of gender in three early SWAps in education and make recommendations for strengthened gender analysis and mainstreaming. The studies, along with others in health and agriculture, formed the basis for the development of the DAC Guidance on Gender Mainstreaming in SWAps.

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This report lists key areas for attention to gender as being:
- School organization
- More female teachers
- The content and structure of schooling
- The curriculum
- Educational materials
- The direct challenging of attitudes: of girls themselves, parents, communities, and employers
- More effective sex and life skills education
- Action on sexual harassment
- Equal access to vocational training.

This requires
- Political commitment and an enabling environment
- Gender focal points in core and sectoral ministries
- National action plans on gender based on analysis
- A sector plan for gender mainstreaming and achieving greater gender equality in education, also based on analysis – clear priorities and objectives
- Gender-awareness training for those in key positions of responsibility
- Developing an institutional environment conducive to women's participation.

SIDA/DAC Working Party on Gender Equality (1998). *Mainstreaming Gender Equality in Education.* **SIDA/DAC.**
This report draws lessons from the current practice of nine agencies. It is concluded that gender equality in education is enhanced by a *sector level approach* which simultaneously addresses quality and universal access. Enabling strategies are identified as:
- Multiple delivery systems (complementary/non-formal approaches)
- Increasing parental understanding and participation
- Flexibility for initiatives based on local circumstances and identified preferences which are disaggregated by gender and social grouping
- Relevant, gender-sensitive curricula
- Increased numbers of female teachers, and improved teaching ability and gender-awareness of teachers
- Accessible schools
- Lower costs to parents
- Equitable scholarship programmes for access to the post primary levels
- Decentralized decision-making process, with mechanisms to ensure women's participation.

Subrahmanian, R. (2007). *Gender in Primary and Secondary Education: A Handbook for policy-makers and other stakeholders.* **London: Commonwealth Secretariat.**
This book provides guidance on mainstreaming gender in education in order to make the leap from gender parity to gender equality, which it locates within a framework of rights, capabilities and female empowerment, and broader social policy.

UNESCO (2004). *GENIA Toolkit for Promoting Gender Equality in Education.* **Paris: UNESCO.**
A comprehensive toolkit for undertaking gender analysis and mainstreaming gender in the education sector.

EDUCATIONAL DISPARITY/SOCIAL EXCLUSION

Cambridge Education Consultants (Sibbons, Boyle, Brock, Mace) (2003).
Reaching the poor: the 'costs' of sending children to school: a six country comparative study. **DFID Education Research Paper 47.**
This research explores the issue of education costs in six countries in Africa and Asia, making recommendations for making education more affordable to the poorest and stressing the importance of quality.

DFID (2000). *Disability, Poverty and Development.* **UK: DFID.**
This publication explores the complex linkages between disability, poverty and development and urges greater attention to disability as integral to poverty reduction initiatives.

DFID (2005). *Reducing Poverty by Tackling Social Exclusion.* **UK: DFID.**
This paper provides one of the first comprehensive summaries of the linkages between poverty and social exclusion, making a strong case for the need to directly tackle social exclusion if equitable and sustainable poverty reduction is to be achieved.

Save the Children Sweden – South and Central Asia Region (2007). *A Toolkit on Positive Discipline with particular emphasis on South and Central Asia.* **http://sca.savethechildren.se.**
The toolkit explains very clearly the concept of positive discipline placing it firmly within the context of child rights. It includes a number of very practical activities which can be carried out with both adults and children in the areas of self-confidence, respect and responsibility, conflict resolution and building communication skills.

School Fee Abolition Initiative (SFAI) website at: www.schoolfeeabolition.org.
To be launched in September 2008.

Seel, A. (2006). *Addressing Social and Gender Disparity in South Asia through SWAps and PBAs in Education: How Can We Use World Experience?* **Issues Paper. Kathmandu: UNICEF ROSA/UNGEI.**
Annex D comprises a comprehensive table covering twelve SWAps worldwide.

Transparency International (2005). *Stealing the Future: Corruption in the Classroom. Ten Real World Experiences.* **Berlin: Transparency International.**
This publication highlights the connection between corruption, the right to education and the values of integrity, equality and social justice. While highlighting areas where corruption in the education system takes place, it also gives examples of mechanisms which might reduce it, for example decentralization.

UNESCO Bangkok (2007). *Advocacy Kit for Promoting Multilingual Education.* **www.unescobkk.org.**
The kit advocates making education systems more responsive to cultural diversity. It provides important insights into the value of mother tongue-based multilingual education, which respects the rights of children and learners. The kit consists of five booklets: 1) Overview of the kit, 2) Language in education policy and practice in Asia and the Pacific, 3) Policy-makers booklet, 4) Programme implementers booklet, and 5) Community members booklet.

UNICEF (2008). *Education Policy and the Right to Education: Towards more Equitable Outcomes for South Asia's Children.* **Report of Meeting, 17–20 September 2007, Kathmandu, Nepal. Kathmandu: UNICEF ROSA.**
This is a report of a meeting which shared both the current and future trends on inclusion, and practical packages and strategies to address disparities within a rights-based policy framework. It includes: changing demographics, education and the labour market, macroeconomic policies, migration, urbanization, and the voices of several excluded groups in South Asia. Of particular interest might be gender issues, multilingual education, remoteness, school fee abolition and making equitable choices. This document also contains a number of useful references on the same issues.

World Bank (2003). *Education For All: Including Children with Disabilities.* **World Bank Education Notes Series.**
This briefing note stresses the need for a stronger focus on including disabled children in education, advocating the benefits of an inclusive approach based on general quality and school management improvements.

World Bank (2003). *School Fees: A Roadblock to Education For All.* **World Bank Education Notes Series.**
This briefing note acknowledges school fees as a major barrier to education for all and summarizes strategies for removing school fees and alternative methods for sector funding.

World Bank (2005). *Toward a Conflict-Sensitive Poverty Reduction Strategy: Lessons from a Retrospective Analysis.* **Washington DC: World Bank.**

World Bank and DFID (2006). *Unequal Citizens – Gender, Caste and Ethnic Exclusion in Nepal.* **Kathmandu: World Bank and DFID.**
The Nepal Gender and Social Exclusion Assessment has been a collaborative effort of the UK's Department for International Development (DFID) and the World Bank. It is based on a series of

studies, including primary research, by a number of Nepali and international scholars and analysts that have been submitted for discussion and review by stakeholders on different levels. The GSEA has examined gender, caste and ethnicity as three interlocking institutions or 'rules of the game' that determine individual and group access to assets, capabilities and voice based on the socially-defined identity. It reports on how these institutions are changing and how State and civil society actors are responding to changes taking places in Nepal. It examines linkages between exclusion and poverty and recommends strategies and actions to promote progress towards a more inclusive and equitable society. Apart from recommending responses to gender, caste and ethnic discrimination, the study includes sections on improving access to services (health and education) and inclusive governance (through local development groups and affirmative action).

MDGs AND EFA

Millennium Project (2005). Report to the UN Secretary General. *Investing In Development: A Practical Plan To Achieve The Millennium Development Goals***. Millennium Project.**

Millennium Project Task Force (2005). <u>*Education and Gender Equality*</u>*. Towards Universal Primary Education: Investments, Incentives And Institutions***. Millennium Project.** <u>**http:// www.unmillenniumproject.org/reports/reports2.htm**</u>**.**

Millennium Project Task Force (2005). *Education and Gender Equality: Taking Action: Achieving Gender Equality And Empowering Women***. Millennium Project.** <u>**http:// www.unmillenniumproject.org/reports/reports2.htm**</u>**.**

UNESCO (2003/04–08). Global Monitoring Reports on Education for All.
This is a series of annual reports on progress towards EFA, each one taking a different theme:
- 2003/04 *Gender and Education for All: The Leap to Equality*
- 2005 *Education for All: The Quality Imperative*
- 2006 *Education for All: Literacy for Life*
- 2007 *Strong Foundations: Early Childhood Care and Education*
- 2008 *Education for All by 2015: Will We Make It?*

UNESCO Bangkok (2007). *Guidelines for the Asia and Pacific Education for All Mid-Decade Assessment: Identifying and Reaching the Unreached***.** <u>**www.unescobkk.org/efamda**</u>**.**
This is a guide for assessing the six goals of Education for All, from which the indicators in Annex 3 of this document are taken.

United Nations (2006). The *Millennium Development Goals Report, 2006***. New York: United Nations.**

ANNEXES
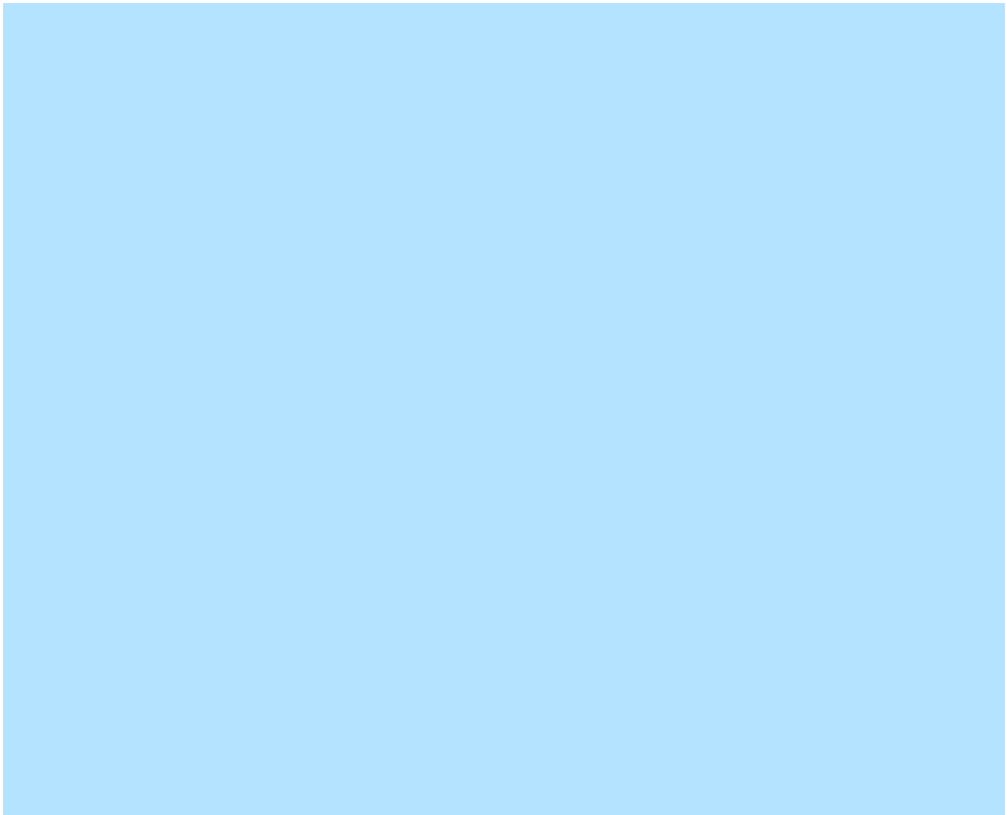
ANNEX 1

INTERNATIONAL RIGHTS COMMITMENTS AND CONVENTIONS

UNIVERSAL DECLARATION OF HUMAN RIGHTS

On December 10, 1948 the General Assembly of the United Nations adopted and proclaimed the **Universal Declaration of Human Rights**. It is now sixty years since this most fundamental of all Declarations, yet still for most countries there is a long way to go.

Article 26 specifically addresses education, while many other of the Articles impact on education, especially on ensuring equity for all individuals and groups.

UNIVERSAL DECLARATION OF HUMAN RIGHTS: ARTICLE ON EDUCATION

Article 26
1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.
2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.
3. Parents have a prior right to choose the kind of education that shall be given to their children.

>>

OTHER ARTICLES WHICH IMPACT ON EQUITY IN EDUCATION

Article 2
Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

Article 7
All are equal before the law and are entitled without any discrimination to equal protection of the law. All are entitled to equal protection against any discrimination in violation of this Declaration and against any incitement to such discrimination.

Article 16
1. Men and women of full age, without any limitation due to race, nationality or religion, have the right to marry and to found a family. They are entitled to equal rights as to marriage, during marriage and at its dissolution.
2. Marriage shall be entered into only with the free and full consent of the intending spouses.

Article 18
Everyone has the right to freedom of thought, conscience and religion.

Article 19
Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.

Article 25
Motherhood and childhood are entitled to special care and assistance. All children, whether born in or out of wedlock, shall enjoy the same social protection.

Article 27
Everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits.

Article 28
Everyone is entitled to a social and international order in which the rights and freedoms set forth in this Declaration can be fully realized.

CONVENTION ON THE RIGHTS OF THE CHILD (CRC)

Another key commitment is the Convention on the Rights of the Child (CRC), adopted by the United Nations General Assembly on 20 November 1989.

CRC: ARTICLES ON EDUCATION

Article 28 (Educational Access)

1. State parties recognize the right of the child to education and, with a view to achieving this right progressively and on the basis of equal opportunity they shall, in particular:
   a. Make primary education compulsory and available free for all;
   b. Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child and take appropriate measures such as the introduction of free education and offering financial assistance in case of need;
   c. Make higher education accessible on the basis of capacity by every appropriate means;
   d. Make educational and vocational information and guidance available and accessible to all children;
   e. Take measures to encourage regular attendance at schools and the reduction of drop out rates.
2. State parties shall take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity.
3. State parties shall promote and encourage international co-operation in matters relating to education, in particular with a view to contributing to the elimination of ignorance and illiteracy throughout the world and facilitating access to scientific and technical knowledge and modern teaching methods. In this regard, particular account shall be taken of the needs of developing countries.

Article 29 (Educational Quality and Content)

1. State parties agree that the education of the child shall be directed to:
   a. The development of the child's personality, talents and mental and physical abilities to their full potential;
   b. The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;
   c. The development of respect for the child's parents, cultural identity, language and values, for the national values of country in which the child is living, the country from which he or she may originate and for civilizations different from his or her own;

d. The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of the sexes, ad friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin;

e. The development of respect for the natural environment.

2. No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions [subject to certain principles and minimum standards regulations].

CRC: OTHER ARTICLES PARTICULARLY RELEVANT TO EDUCATION

Articles 1–6 define a child as all those under 18 years, introduce the concept of *best interests* of the child, and stress that all children's rights apply to all children without discrimination.

Articles 7–12 deal with the right to name, nationality, birth registration and to live with parents and family (or have alternative appropriate care where this is not possible).

Article 13 (Freedom of expression)

1. The child shall have a right of freedom of expression; this right shall include freedom to speak, receive and impart information and ideas of all kinds either orally, in writing or in print, in the form of art, or through any other media of the child's choice (with regard to respect for the rights of others and the protection of national security and public order, health or morals).

Article 17 (The media)

1. State parties recognize the important function performed by the mass media and shall ensure that the child has access to information and material from a diversity of national and international sources, especially those aimed at the promotion of his or her social, spiritual and moral well being and physical and mental health. To this end, State Parties shall:

   a. Encourage the mass media to disseminate information and material of social and cultural benefit to the child and in accordance with the spirit of Article 29.

   b. Encourage international co-operation in the production, exchange and dissemination of such information and material from a diversity of cultural, national and international sources.

   c. Encourage the production and dissemination of children's books.

   d. Encourage the mass media to have particular regard to the linguistic needs of the child who belongs to a minority group or who is indigenous.

Article 18 stresses the rights and responsibilities of parents and the duty of the state to support parents in these responsibilities, including child care institutions and facilities.

Articles 19 and 20 stress the right of children to protection from abuse, neglect or any form of maltreatment.

Article 23 (Disability)
1. State parties recognize that a mentally or physically disabled child should enjoy a full and decent life, in conditions which ensure dignity, promote self reliance and facilitate a child's active participation in the community.

This article also states 'ensure that disabled children have effective access to – and receive – education'.

Article 24 (Health)
1. State parties shall take appropriate measures to ensure that all segments of society, in particular parents and children, are informed, have access to education and are supported in the use of basic knowledge of child health and nutrition, the advantage of breast feeding, hygiene and environmental sanitation and the prevention of accidents.

Article 30 (Linguistic minorities and indigenous peoples)
1. In those states in which ethnic, religious or linguistic minorities or persons of indigenous origin exist, a child belonging to such a minority or who is indigenous shall not be denied the right, in community with other members of his or her won group, to enjoy his or her won culture, to profess and practice his or her own religion, or to use his or her own language.

Article 31 (Play, recreation and leisure)
1. State parties recognize the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts.

Article 32 (Child labour and exploitation)
1. State parties recognize the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or interfere with the child's education or be harmful to the child's health or physical, mental, moral or social development.

▸ **Article 33 (Illicit drug use)**

1. State parties shall take all appropriate measures, including legislative, administrative, social and educational measures, to protect children from the illicit use of narcotic drugs and psychotropic substances.

Articles 34–39 (Further forms of exploitation/abuse and armed conflict)

These articles refer to protection of children from sexual exploitation, trafficking, torture and degrading punishment and from armed conflict; as well as the rehabilitation and recovery of children who have been negatively affected.

OTHER RIGHTS COMMITMENTS

Further rights commitments and instruments that relate to education include:

- The *Convention on Elimination of All Forms of Discrimination Against Women (CEDAW)* stresses (in Article 10) equal rights to education, including equality of access, conditions and opportunities at all stages; elimination of stereotyping and bias and targeted programmes to eliminate the gender gap in adult literacy and education levels.

- The *World Fit for Children* goals and principles include providing quality education for all, leaving no child behind and protection of children from war.

- The *UN Convention on the Rights of Persons with Disabilities* (1975) stresses the equal rights of disabled persons to education, whilst the *Salamanca Declaration on the Education of Children with Special Needs* emphasizes the right of children for inclusion within regular schools.

- The *International Convention on the Elimination of All Forms of Racial Discrimination* stresses the right of everyone to education and training, without distinction as to race, colour, or national or ethnic origin.

- The UN *Convention on the Rights of Indigenous Peoples* stresses the rights of indigenous peoples to education in and through the mother tongue, self-determination in education and for an education that protects and promotes indigenous cultures.

- A number *of ILO Conventions* stress the linkage between ensuring the right to quality basic education and reducing child labour. *No. 182 on the Most Hazardous Forms of Child Labour* stresses the need to ensure free basic education and to provide education and skills training for children removed from the worst forms of child labour. *No. 107 on Indigenous and Tribal Peoples* notes the particular vulnerabilities of indigenous and tribal populations to various forms of exploitative labour as well as to child labour and again stresses the central role of education.

ANNEX 2

REVISED MDG MONITORING FRAMEWORK

Official list of MDG indicators
All indicators should be disaggregated by sex and urban/rural as far as possible.

Millennium Development Goals (MDGs)	
Goals and Targets **(from the Millennium Declaration)**	**Indicators for Monitoring Progress**
Goal 1: Eradicate extreme poverty and hunger	
Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	1.1 Proportion of population below $1 (PPP) per day[a] 1.2 Poverty gap ratio 1.3 Share of poorest quintile in national consumption
Target 1.B: Achieve full and productive employment and decent work for all, including women and young people	1.4 Growth rate of GDP per person employed 1.5 Employment-to-population ratio 1.6 Proportion of employed people living below $1 (PPP) per day 1.7 Proportion of own-account and contributing family workers in total employment
Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	1.8 Prevalence of underweight children under five years of age 1.9 Proportion of population below minimum level of dietary energy consumption
Goal 2: Achieve universal primary education	
Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	2.1 Net enrolment ratio in primary education 2.2 Proportion of pupils starting grade 1 who reach last grade of primary 2.3 Literacy rate of 15–24 year-olds, women and men

Goals and Targets (from the Millennium Declaration)	Indicators for Monitoring Progress

Goal 3: Promote gender equality and empower women

| Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015 | 3.1 Ratios of girls to boys in primary, secondary and tertiary education
3.2 Share of women in wage employment in the non-agricultural sector
3.3 Proportion of seats held by women in national parliament |

Goal 4: Reduce child mortality

| Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate | 4.1 Under-five mortality rate
4.2 Infant mortality rate
4.3 Proportion of 1-year-old children immunized against measles |

Goal 5: Improve maternal health

| Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio
Target 5.B: Achieve, by 2015, universal access to reproductive health | 5.1 Maternal mortality ratio
5.2 Proportion of births attended by skilled health personnel
5.3 Contraceptive prevalence rate
5.4 Adolescent birth rate
5.5 Antenatal care coverage (at least one visit and at least four visits)
5.6 Unmet need for family planning |

Goal 6: Combat HIV/AIDS, malaria and other diseases

Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	6.1 HIV prevalence among population aged 15–24 years 6.2 Condom use at last high-risk sex 6.3 Proportion of population aged 15–24 years with comprehensive correct knowledge of HIV/AIDS 6.4 Ratio of school attendance of orphans to school attendance of non-orphans aged 10–14 years
Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it	6.5 Proportion of population with advanced HIV infection with access to antiretroviral drugs
Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	6.6 Incidence and death rates associated with malaria 6.7 Proportion of children under 5 sleeping under insecticide-treated bednets 6.8 Proportion of children under 5 with fever who are treated with appropriate anti-malarial drugs 6.9 Incidence, prevalence and death rates associated with tuberculosis 6.10 Proportion of tuberculosis cases detected and cured under directly observed treatment short course

Goal 7: Ensure environmental sustainability

| Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources

Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss | 7.1 Proportion of land area covered by forest
7.2 CO_2 emissions, total, per capita and per $1 GDP (PPP)
7.3 Consumption of ozone-depleting substances
7.4 Proportion of fish stocks within safe biological limits
7.5 Proportion of total water resources used
7.6 Proportion of terrestrial and marine areas protected
7.7 Proportion of species threatened with extinction |

Goals and Targets (from the Millennium Declaration)	Indicators for Monitoring Progress
Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	7.8 Proportion of population using an improved drinking water source 7.9 Proportion of population using an improved sanitation facility
Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers	7.10 Proportion of urban population living in slums[b]
Goal 8: Develop a global partnership for development	
Target 8.A: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system Includes a commitment to good governance, development and poverty reduction – both nationally and internationally Target 8.B: Address the special needs of the least developed countries Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction Target 8.C: Address the special needs of landlocked developing countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly) Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	*Some of the indicators listed below are monitored separately for the least developed countries (LDCs), Africa, landlocked developing countries and small island developing States.* Official development assistance (ODA) 8.1 Net ODA, total and to the least developed countries, as percentage of OECD/DAC donors' gross national income 8.2 Proportion of total bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation) 8.3 Proportion of bilateral official development assistance of OECD/DAC donors that is untied 8.4 ODA received in landlocked developing countries as a proportion of their gross national incomes 8.5 ODA received in small island developing States as a proportion of their gross national incomes Market access 8.6 Proportion of total developed country imports (by value and excluding arms) from developing countries and least developed countries, admitted free of duty 8.7 Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries 8.8 Agricultural support estimate for OECD countries as a percentage of their gross domestic product 8.9 Proportion of ODA provided to help build trade capacity Debt sustainability 8.10 Total number of countries that have reached their HIPC decision points and number that have reached their HIPC completion points (cumulative) 8.11 Debt relief committed under HIPC and MDRI Initiatives 8.12 Debt service as a percentage of exports of goods and services

Goals and Targets (from the Millennium Declaration)	Indicators for Monitoring Progress
Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	8.13 Proportion of population with access to affordable essential drugs on a sustainable basis
Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	8.14 Telephone lines per 100 population 8.15 Cellular subscribers per 100 population 8.16 Internet users per 100 population

The Millennium Development Goals and targets come from the Millennium Declaration, signed by 189 countries, including 147 heads of State and Government, in September 2000 (http://www.un.org/millennium/declaration/ares552e.htm) and from further agreement by member states at the 2005 World Summit (Resolution adopted by the General Assembly – A/RES/60/1, http://www.un.org/Docs/journal/asp/ws.asp?m=A/RES/60/1). The goals and targets are interrelated and should be seen as a whole. They represent a partnership between the developed countries and the developing countries 'to create an environment – at the national and global levels alike – which is conducive to development and the elimination of poverty'.

[a] For monitoring country poverty trends, indicators based on national poverty lines should be used, where available.

[b] The actual proportion of people living in slums is measured by a proxy, represented by the urban population living in households with at least one of the four characteristics: (a) lack of access to improved water supply; (b) lack of access to improved sanitation; (c) overcrowding (3 or more persons per room); and (d) dwellings made of non-durable material.

ANNEX 3

EFA MDA INDICATORS FOR EDUCATION

UNESCO is carrying out a Mid-Decade Assessment of progress towards achieving the six EFA goals, holding of regional and national assessments aimed at identifying problems, issues, policies and strategies of education reform to ensure that education will reach the unreached groups.

As part of this exercise, UNESCO Bangkok has developed Guidelines for carrying out the assessment, incorporating sets of Policy and Systems Indicators, Core Indicators, and Additional Indicators for each of the six goals (UNESCO Bangkok, 2007).

Early Childhood Care and Education

Policy and Systems Indicators	
1.1	**Policy/System Indicators**
1.1.1	Existence of national, multisectoral Early Childhood policy
1.1.2	National standards for monitoring developmental readiness in early childhood and learning programmes adopted
1.1.3	Presence of early screening programmes with referral system
1.1.4	Health links in ECCE established, with visits by health professionals, diagnostics or referral
1.1.5	Careers for ECCE care providers professionalized, including pre-service and in-service training, pay parity with primary schools, University and higher education degree programmes
1.1.6	National ECCE or education policy includes provision of ECCE for vulnerable and disadvantaged children

Core EFA MDA Indicators			
1.2	**Core EFA MDA Indicators**	**Suggested disaggregation** **(If data are available)**	**Data Source**

1.2.1	Gross Enrolment Ratio (GER) in Early Childhood Care and Education (ECCE) Programmes	• Sex
		• Geographical region
		• Urban/Rural
		• Pre-school/community based
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
		  ♦ Mother's education
		  ♦ Income quintile
			• Annual school census
			• Household surveys

1.2.2	Percentage of New Entrants to Primary Grade 1 who have Attended Some Form of Organized ECCE Programme	• Sex
		• Geographical region
		• Urban/Rural
		• Public, private
		• Pre-school/community based
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
		  ♦ Mother's education
		  ♦ Income quintile
			• Annual school census
			• Household surveys

1.2.3	Private Centre Enrolment as Percentage of Total Enrolment in ECCE Programmes	• Sex • Geographical region • Urban/Rural	• Annual school census • Household surveys
1.2.4	Percentage of Under-Fives Suffering from Stunting	• Sex • Geographical region • Urban/Rural	• Household surveys
1.2.5	Percentage of Households Consuming Iodized Salt	• Geographical region • Urban/Rural	• Household surveys
1.2.6	Percentge of Trained Teachers in ECCE Programmes	• Sex • Geographical region • Urban/Rural • Public, private	• Annual school census • Household surveys
1.2.7	Public Expenditure on ECCE Programmes as Percentage of Total Public Expenditure on Education	• National level indicator	• Government Budget reports

Additional EFA MDA Indicators			
1.3	**Additional Indicators**	**Disaggregation**	**Data Source**

1.3.1	Net Enrolment Ratio in ECCE Programmes, including Pre-primary Education	• Sex
		• Geographical region
		• Urban/Rural
		• Pre-school/community based
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
		  ♦ Mother's education
		  ♦ Income quintile
			• Annual school census
			• Household surveys

1.3.2	Pupil:Teacher Ratio (child-caregiver/child ratio	• Age group • Geographical region • Urban/Rural • Public/Private • Pre-school/community based	• Annual school census • Household surveys
1.3.3	Public current expenditure on ECCE per child as percentage of GNP per capita	• National level indicator	• Government Budget reports
1.3.4	Under-five mortality	• Sex • Geographical region • Urban/Rural	• National census or Household surveys
1.3.5	Proportion of infants with low birth weight	• Sex • Geographical region • Urban/Rural	• Routine health system reporting (though this only covers deliveries in facilities. • National health surveys that either ask the mother (recall) or check the health record (assuming birth weight has been taken and recorded)
1.3.6	Vitamin A supplementation coverage rate	• Sex • Geographical region • Urban/Rural	• Routine health system reports • National surveys e.g. DHS that ask mothers of child received a vitamin A supplement within the last 6 months

1.3	Additional Indicators	Disaggregation	Data Source
1.3.7	Proportion of 1-year old children immunized against DPT3, Polio, Measles, Hepatitis, and other vaccine	• Sex • Geographical region • Urban/Rural • Other social and economic disaggregation such as ♦ Ethnicity, caste ♦ Language ♦ Disabilities ♦ Mother's education ♦ Income quintile	• Routine health system reports • National surveys e.g. DHS that review the child's immunization record • EPI coverage surveys
1.3.8	Proportion of population using improved drinking water sources	• Urban/Rural • Other social and economic disaggregation such as ♦ Ethnicity, caste ♦ Language ♦ Disabilities ♦ Mother's education ♦ Income quintile	• MICS, DHS, censuses
1.3.9	Proportion of population using adequate sanitation facilities	• Urban/Rural	• MICS, DHS, censuses
1.3.10	Proportion of young children whose parents participate in ECCE education programme	• Sex • Geographical region • Age • Urban/Rural • Other social and economic disaggregation such as ♦ Ethnicity, caste ♦ Language ♦ Disabilities ♦ Mother's education ♦ Income quintile	• Household surveys
1.3.11	Proportion of children 0-6 months exclusively breastfeeding	• Sex • Geographical region • Urban/Rural • Other social and economic disaggregation such as • Ethnicity, caste • Language • Disabilities • Mother's education • Income quintile	• MICS, DHS, household surveys, survey of street children, survey of children in institutions, etc.

1.3	Additional Indicators	Disaggregation	Data Source

1.3.12	Proportion of under 5 children with anemia	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
		  ♦ Mother's education
		  ♦ Income quintile
			• MICS, DHS, household surveys, survey of street children, survey of children in institutions, etc.

1.3.13	Birth registration rate	• Sex • Geographical region • Urban/Rural	MICS, DHS, household surveys, survey of street children, survey of children in institutions, etc.

1.3.14	Support for early learning	• Sex
		• Geographical region
		• Age
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
		  ♦ Mother's education
		  ♦ Income quintile
			MICS, DHS, household surveys, survey of street children, survey of children in institutions, etc.

Universal Primary Education

Policy and Systems Indicators	
2.1	**Policy/System Indicators**
2.1.1	Legislative, policy and institutional reform in conformance with the Convention of the Rights of the Child
2.1.2	Existence of an EFA Section within the Ministry of Education
2.1.3	Sector planning and sector reform processes in place, with mechanisms for coordination with and between donors established
2.1.4	EMIS produces reliable disaggregated information that is accessible to the public
2.1.5	Presence of national policies on 'free and compulsory' education. Are these enforced?
2.1.6	Incentives and/or special support programmes are in place for poor and disadvantaged children?
2.1.7	Presence of legislation governing teachers' code of conduct, conditions, etc.

Core EFA MDA Indicators			
2.2	**Core EFA MDA Indicators**	**Disaggregation**	**Data Sources**

2.2.1	Gross Intake Rate (GIR) in Primary Education	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Annual school census
			• Household surveys

2.2.2	Net Intake Rate (NIR) in Primary Education	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Annual school census
			• Household surveys

2.2.3	Gross Enrolment Ratio (GER) in:
	• primary education
	• secondary education
		• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Annual school census
			• Household surveys

2.2.4	Net Enrolment Ratio (NER) in:
	• primary education
	• secondary education
		• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Annual school census
			• Household surveys

2.2.5	Repetition Rates (RR) by Grade in Primary Education	• Sex • Geographical region • Urban/Rural • Public/private • Other social and economic disaggregation such as ♦ Ethnicity, caste ♦ Language ♦ Disabilities	• Annual school census

2.2	Core EFA MDA Indicators	Disaggregation	Data Sources

2.2.6	Survival Rate to Grade 5	• Sex
		• Geographical region
		• Urban/Rural
		• Public/private
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Annual school census

2.2.7	Transition Rate to Secondary Education	• Sex
		• Geographical region
		• Urban/Rural
		• Public/private
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Annual school census
			• Household surveys

2.2.8	Percentage of Trained Teachers at Primary Education	• Sex • Geographical region • Urban/Rural • Public, private	• Annual school census • Household surveys
2.2.9	Pupil:Teacher Ratio at Primary Education	• Geographical region • Urban/Rural • Public, private	• Annual school census • Household surveys
2.2.10	Public Expenditure on Primary Education as Per cent of Total Public Expenditure on Education	National level indicator	• Government Budget reports

Additional EFA MDA Indicators			
2.3	**Additional EFA MDA Indicators**	**Disaggregation**	**Data Sources**
2.3.1	Age-Specific Enrolment Ratio (ASER)	• Sex • Geographic region • Urban/Rural • Level of Education	

2.3.2	Promotion Rate	• Sex
		• Geographical region
		• Urban/Rural
		• Public/private
		• Other social and economic disaggregation such as
		  ♦ Ethnicity
		  ♦ Language
		  ♦ Disabilities
			• Data on repeaters and enrolment can be derived from annual school census or survey. Household surveys can also be used for annual number of dropouts

2.3.3	Dropout Rate	• Sex
		• Geographical region
		• Urban/Rural
		• Public/Private
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Data on repeaters and enrolment can be derived from annual school census or survey. Household surveys can also be used for annual number of dropouts

2.3.4	Survival Rate by Grade	• Sex
		• Geographical region
		• Urban/Rural
		• Public/Private
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities	

2.3.5	Percentage of Repeaters	• Grade • Sex • Geographical region • Urban/Rural • Level of Education	• School Registers • School Surveys and Censuses
2.3.6	Percentage of Schools Offering Complete Primary Education	• Geographical region • Urban/Rural • Public/Private	• School Registers • School Surveys and Censuses

2.3	Additional EFA MDA Indicators	Disaggregation	Data Sources
2.3.7	Percentage of Schools Offering Mother-Tongue Instruction	• Geographical region • Urban/Rural • Public/Private	• School Registers • School Surveys and Censuses
2.3.8	Percentage Distribution of Primary Students by the Travel Duration from their Home to School	• Sex • Geographical region • Urban/Rural	• School Registers • School Surveys and Censuses • Household surveys
2.3.9	Existence of School/ Community Mapping or Child-Seeking Strategy		

Life Skills and Lifelong Learning

Policy and Systems Indicators	
3.1	**Policy/System Indicators**
3.1.1	A coordinated, multisectoral Technical, Vocational Education and Training (TVET) policy is responsive to national and global market trends and opportunities
3.1.2	Pre-Service Teacher Training Programmes promote a skills based approach across the curriculum
3.1.3	Strategies for student participation in school affairs are elaborated within national education policy frameworks

Core EFA MDA Indicators			
3.2	**Core EFA MDA Indicators**	**Suggested disaggregation** **(If data are available)**	**Data Sources**
3.2.1	Youth Literacy Rate (15-24 years)	• Sex • Geographical region • Urban/Rural • Other social and economic disaggregation such as ♦ Ethnicity ♦ Language ♦ Disabilities	• Household surveys • Population census

3.2.2	Gross Enrolment Ratio in
	Technical, and Vocational
	Education and Training
	(TVET)
		• Sex
		• Geographical region
		• Private/public
		• Other social and economic
		  disaggregation such as
		♦ Ethnicity
		♦ Language
		♦ Disabilities
			• MoE
			• Ministry of Labour
			• Ministry of Youth and
			  Sports
			• Relevant ministries

3.2.3	Designated curriculum time in education systems to develop children and young people's knowledge, skills and attitudes for health	Educational level (ISCED)	• Curriculum Development Centre (MoE)
3.2.4	Transition rates between primary and secondary systems and secondary to higher education systems.	• Sex • Level of education • Geographical region • Urban/Rural • Public/Private • Other social and economic disaggregation such as ♦ Ethnicity ♦ Language ♦ Disabilities	• Annual school census • Household surveys

Additional EFA MDA Indicators			
3.3	**Additional Indicators**	**Disaggregation**	**Data Sources**

3.3.1	Youth Unemployment Rate	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity
		  ♦ Language
		  ♦ Disabilities
			• Annual school census
			• Household surveys

3.3.2	Availability and utilization of school and community based counseling services for young people	• Geographical region • Rural/Urban	• Ministry of Health
3.3.3	National education standards/benchmarks explicitly identify social, emotional, behavioural skills		• Curriculum Development Centre
3.3.4	Number of incidences of reported violence in schools	• Educational level • Urban/Rural • Nature of violence i.e. bullying, theft, physical assaults	• School Safety Survey • Police records • Ministry of Justice • MoE

3.3.5	Participation rate of young people and adults in accredited NFE programmes	• Sex
		• Age
		• Other social and economic disaggregation such as
		  ♦ Ethnicity
		  ♦ Language
		  ♦ Disabilities
			• Department Adult Education
			• Nongovernmental Organizations
			• NFE-MIS

3.3.6	Incidence of substance abuse among young people	• Sex • Age • Geographical region • Urban/Rural	• Ministry of Health

3.3.7	Knowledge of HIV prevention practice among young people and adults	• Sex
		• Age (10–14; 15–24 and over 25)
		• Geographical region
		• Other social and economic disaggregation such as
		  ♦ Ethnicity
		  ♦ Language
		  ♦ Disabilities
			• BSS
			• Demographic Health Surveys
			• MICS

3.3.8	Estimated HIV prevalence rate	• Age (15–24; 25–49) • Sex • Geographical region	• UNGASS Country Report

Literacy

Policy and Systems Indicators	
4.1	**Policy/System Indicators**
4.1.1	Existence of a nationally recognized definition of 'literate' and 'numerate' persons. What is the definition?
4.1.2	Presence of non-formal literacy courses taught in local languages and existence of instructional materials
4.1.3	Existence of laws, decrees stipulating literacy as a basic human right

Core EFA MDA Indicators			
4.2	**Core EFA MDA Indicators**	**Disaggregation**	**Data Sources**

4.2.1	Adult Literacy Rate (15 years and above)	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Population censuses
			• Household surveys
			• Literacy surveys

4.2.2	Youth Literacy Rate (age 15-24 year olds)	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Population censuses
			• Household surveys
			• Literacy surveys

4.2.3	Gender Parity Index for Adult Literacy	• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• Population censuses
			• Household surveys
			• Literacy surveys

4.2.4	Public Expenditure on Literacy and Non-formal Education as a Percentage of Total Public Expenditure on Education	National level indicator	• Government Budget reports

Additional EFA MDA Indicators			
4.3	**Additional EFA MDA Indicators**	**Disaggregation**	**Data Sources**
4.3.1	Number of literacy related programmes	• Geographical region • Urban/Rural • Type of Target Groups	• District NFE data • Community record • NFEMIS
4.3.2	Number of literacy programmes facilators	• Sex • Geographical region • Urban/Rural • Qualified/Trained facilitators	• District NFE data • Community record • NFEMIS
4.3.3	Percentage distribution of facilitators who attended training programmes	• Sex • Geographical region • Urban/Rural	• District NFE data • Community record • NFEMIS
4.3.4	Percentage of facilitators who are teaching in the local language (learners' language)	• Sex • Geographical region • Urban/Rural	• District NFE data • Community record • NFEMIS
4.3.5	Number of learners participating in literacy programmes	• Sex • Geographical region • Urban/Rural • Type of Programme	• District NFE data • Community record • NFEMIS

4.3.6	Number of completers out of the total learners in literacy programmes	• Sex
		• Geographical region
		• Urban/Rural
		• Type of Programme
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• District NFE data
			• Community record
			• NFEMIS

4.3.7	Per cent of people who passed the basic literacy test after taking part in the programmes	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• District NFE data
			• Community record
			• NFEMIS

4.3.8	Total private (non-governmental) expenditure on literacy programmes	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities
			• District NFE data
			• Community record
			• NFEMIS

Gender

Policy and Systems Indicators	
5.1	**Policy/System Indicators**
5.1.1	Legislative, policy and institutional reform in conformance with the Convention on the Elimination of All Forms of Discrimination against Women
5.1.2	Percentage of budget dedicated to gender programming within relevant Ministries
5.1.3	Existence of policies to encourage girl participation in school (stipends, scholarships, etc.) • Other policies could be: those regarding teachers' status, recruitment, and professional development. • More specific policies on gender mainstreaming in education (not only on girls)
5.1.4	Gender review of education sector plan and EFA plan, including review of the curriculum, textbooks, education facilities, etc.

Core EFA MDA Indicators			
5.2	**Indicators**	**Disaggregation**	**Data Sources**
5.2.1	Gender Parity Index for: • Adult Literacy	• Geographical region • Urban/Rural • Other social and economic disaggregation such as ♦ Ethnicity, caste ♦ Language ♦ Disabilities	• Annual school census • Population censuses • Household and specialized surveys
5.2.2	Gender Parity Index for: • GER in ECCE		
5.2.3	Gender Parity Index for: • GIR in Primary Education		
5.2.4	Gender Parity Index for: • NIR in Primary Education		
5.2.5	Gender Parity Index for: • GER in Primary Education • GER in Secondary Education		
5.2.6	Gender Parity Index for: • NER in Primary Education • NER in Secondary Education		
5.2.7	Gender Parity Index for: • Survival Rate to Grade 5		
5.2.8	Gender Parity Index for: • Transition Rate to Secondary Education		
5.2.9	Per cent of Female Enrolment in • Primary education • Secondary education • Vocational and technical education	• Geographical region • Urban/Rural • Public/private	• Annual school census • Various institutional data collections
5.2.10	Per cent of Female Teachers in • Primary education • Secondary education • Vocational and technical education		

Additional EFA MDA Indicators			
5.3	**Additional Indicators**	**Disaggregation**	**Data Sources**
5.3.1	Percentage of female school principals/administrators	• Geographical region • Urban/Rural • Public/private	• Annual School census • EMIS
5.3.2	Percentage of female staff holding senior positions within the Ministry of Education		
5.3.3	Percentage of female teachers vs. the percentage of male teachers who have participated in in-service teacher training programmes	• Geographical region • Urban/Rural • Public/private	
5.3.4	Gender Development Index (GDI)		• UNDP Human Development Report
5.3.5	Gender Empowerment Measure (GEM)		• UNDP Human Development Report
5.3.6	Percentage of schools with separate toilet facilities for girls and boys	• Geographical region • Urban/Rural • Public/private	• Annual school census • EMIS • Household survey

5.3.7	Ratio of girls to boys in enrolment in:
	♦ ECCE
	♦ Primary Education
	♦ Secondary Education
	♦ Literacy and Non-Formal Education
		• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ♦ Ethnicity, caste
		  ♦ Language
		  ♦ Disabilities	

5.3.8	Percentage of working Children	• Sex (if not only girls) • Geographical region • Urban/Rural • Ethnicity, caste • Language	• Labour force survey

Quality Education

Policy and Systems Indicators	
6.1	**Policy/System Indicators**
6.1.1	Presence of standard tests for measuring learning achievement linked to national curriculum
6.1.2	Does the government participate in international learning achievement tests such as TIMMS, PISA, EALAS, LAMP or some other multicountry initiative - and what were the results or trends in terms of student performance?
6.1.3	Presence of a system to give schools feedback on school and student performance on national exams.
6.1.4	Presence of a National CFS Policy or Framework - or examples where holistic approaches to improving school quality across the 5 dimensions have been implemented.
6.1.5	School Self Assessment tools and processes have been initiated, linked to school planning, with active student, parent and community participation
6.1.6	What provision of quality standards for school environments exist - are they enforced and are they child friendly?
6.1.7	What policies are in place regarding corporal punishment and what is the current practice in classrooms? What is the situation in terms of violence in schools?

Core EFA MDA Indicators			
6.2	**Core EFA MDA Indicators**	**Disaggregation**	**Data Sources**

6.2.1	Survival Rate to Grade 5	• Sex
		• Geographical region
		• Urban/Rural
		• Other social and economic disaggregation such as
		  ◆ Ethnicity, caste
		  ◆ Language
		  ◆ Disabilities
			• Annual school census
			• Household surveys

6.2.2	Percentage of Primary School Teachers having the Required Academic Qualifications	• Sex
		• Geographical region
		• Urban/Rural
		• Public, private
		• Other social and economic disaggregation such as
		  ◆ Ethnicity, caste
		  ◆ Language
		  ◆ Disabilities
			• Annual school census

6.2.3	Percentage of School Teachers who are Certified to Teach According to National Standards for:
	• Early Childhood Care and Education
	• Primary Education
	• Secondary Education
	• Non-Formal Education
		• Sex
		• Geographical region
		• Urban/Rural
		• Public, private
		• Other social and economic disaggregation such as
		  ◆ Ethnicity, caste
		  ◆ Language
		  ◆ Disabilities
			• Annual school census

6.2	Core EFA MDA Indicators	Disaggregation	Data Sources
6.2.4	Pupil:Teacher Ratio (PTR) for: • Primary Education • Secondary Education	• Geographical region • Urban/Rural • Public/private	• Annual school census
6.2.5	Pupil:Class ratio (PCR) for: • Primary Education • Secondary Education	• Geographical region • Urban/Rural • Public/private	• Annual school census
6.2.6	Pupil:Textbook ratio (PBR) for: • Primary Education • Secondary Education	• Geographical region • Urban/Rural • Public/private	• Annual school census
6.2.7	Public Expenditure on Education as Per cent of Total Government Expenditure	National level indicator	• Government Budget reports
6.2.8	Public Expenditure on Education as Per cent of Gross National Product (GNP)	National level indicator	• Government Budget reports
6.2.9	Public Expenditure on Primary/ Secondary Education per Pupil as Per cent of GNP per Capita	National level indicator	• Government Budget reports
6.2.10	Percentage of schools with improved drinking water sources	• Geographical region • Urban/Rural • Public/private	• Annual School census • Project surveys and reports
6.2.11	Percentage of schools with adequate sanitation facilities	• Geographical region • Urban/Rural • Public/private	• Annual School census • Project surveys and reports

Additional EFA MDA Indicators	
6.3	Additional EFA Indicators
6.3.1	Percentage of pupils who have mastered nationally defined basic learning competencies
6.3.2	School Life Expectancy
6.3.3	Instructional Hours
6.3.4	Percentage distribution of teachers who attended in-service training programmes by type and duration
6.3.5	Percentage of primary teachers who are trained in multigrade teaching
6.3.6	Pass rates for National examination scores
6.3.7	Percentage of schools with libraries or reading centres
6.3.8	Percentage of primary school going children who have intestinal worm infestation
6.3.9	Number of incidents of violence reported in schools

For every child
Health, Education, Equality, Protection
ADVANCE HUMANITY

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