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EDUCATE A CHILD

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PERSPECTIVES ON PRACTICE AND POLICY

A Quality Framework for OOSC

Educate A Child
Doha, Qatar

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Elaine Furniss

This paper defines and reviews issues of out of school children and provides some advice for assessing how programmes can support learning for out of school children.

Acknowledgements

Papers of this nature are the result of a range of contributions. In particular, EAC would like to express its gratitude to Dr. Elaine Furniss for accepting to undertake the research for and write this challenging paper. Dr. Furniss wishes to convey her gratitude to Ms. Lauren Purnell for her excellent research support and to Dr. Mary Joy Pigozzi for her advice. Our colleagues in the Education Above All Foundation (EAA), particularly Ms. Lubna Al-Attiah have played an essential and much appreciated role in finalization of this publication.

Designed and printed by Digital Print House (DPH) - QF Publishing Center (QFPC)

‘Learners are not seen for what they already know and can do … instead they are identified by what they are missing.’

Benson & Kosonen, 2013

‘If you really believe that it’s what you learn that’s important: not just being in school, but being in school and learning, then you have to count your successes, as far as international education goals are concerned, in the same way. There are no half measures and no short cuts.’

Furniss, 2014

‘Children make clear judgements about the role of material resources, family and school in their subjective well-being, which also shapes how children think about their futures, and in turn their long-term prospects.’

Woodhead, Dornan & Murray 2013

‘The great thing about living in a refugee camp is the opportunity to learn a third language.’

Burundian refugee student in Ngara Camp, Western Tanzania, 2000.

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Contents

Foreword **7**

Executive summary **9**

1.0 Introduction **13**

1.1 Who are out of school children? 13

1.2 OOSC in EAC priority countries 15

2.0 Getting children into school is a matter of equity and quality: optimal learning with fairness and inclusion. **16**

2.1 Equity 16

2.2 Quality: how our understanding has developed 16

2.3 Not enough money and not enough information on learning 17

2.4 Pursuing the post 2015 agenda. 17

3.0 Inequality and Poverty **20**

3.1 Since inequalities are multi-dimensional, so too must be the response. 21

4.0 Who assesses learning and for what purposes? **23**

4.1 What is being done to measure learning in the light of the post 2015 agenda? 31

5.0 What are the barriers for OOS children in the lowest quintile in each country? **35**

5.1 Rural location: 36

5.2 Household poverty: 37

5.3 Ethnicity/language 40

5.4 Parental education and participation 45

5.5 Gender 48

5.6 Children with Disabilities 54

5.7 Children in crisis: Violence against children and child protection issues 56

5.8 Refugees and others caught in war and conflict 58

5.9 Policies and Plans...into action 62

6.0 So what is the answer? Context, country and cost effectiveness **62**

6.1 Teachers are key 67

6.2 Align Curriculum goals, instructional materials and the ability of students 69

6.3 Investments in education must focus on outcomes 71

7.0 Towards a model of Quality for OOSC **72**

8.0 Conclusion **74**

9.0 References **76**

10.0 Glossary **86**

Foreword

While the evolving global post-2015 education agenda has a welcome focus on both inclusion and quality, the process does not link these sufficiently. Documents speak to reaching the most marginalized with a quality education but continue focus on conventional, in-school assumptions about what defines quality.

In this publication, Dr. Elaine Furniss has challenged that view and argues that to be inclusive a quality education must address the obstacles that are still excluding 58 million children from a primary education. From the perspective that every child is a child of value she argues that, as such, every child must be given equal opportunity to learn. The opportunity for out of school children (OOSC) to learn is especially challenging because more than half of them are affected by conflict and they also deserve protection from this as do many others from sexual exploitation and labour. In fact, most OOSC face more than one barrier to educational participation and learning—they are often trapped in a complex web of obstacles.

By focusing on the obstacles that children, and their families, face in accessing and participating in primary education—a priority of Educate A Child (EAC)—she brings out of school children into the centre of the quality debate; a space from which they have been excluded for decades.

In bringing these children, their perspectives, and the daily challenges they face into the debate, the publication calls for an expanded view of quality that challenges many underlying assumptions of the predominant model. For example, it argues for rethinking the age/grade linkage, recognizing that not all learners require an entire year to learn a given syllabus, and considering cycle cost savings by investing in teaching in multiple languages. This expanded view is summarized in terms of a model that is based on learning, but that considers many additional opportunities for including and engaging the most disadvantaged in a responsive and more flexible education system.

The publication “raises the bar” in terms of our understanding of quality in relation to those who are educationally disenfranchised. Are we able to “step up” and rise to the challenge?

Mary Joy Pigozzi, PhD
Director, EAC

Executive summary

This paper defines and reviews the issues of out of school children and provides some pointers for assessing how programmes can support learning for out of school children.

Even when marginalised children do make it to school, the institution of the school may not be a good fit for the experience and knowledge that the child brings to the learning opportunity. No child is of passing value and every child has a right to learn.

What we think of as Quality in terms of Education has developed and changed over the years. We now know that attendance and completion of education are not necessarily indicators of quality learning. This has been well noted as organisations seek to develop indicators for the post 2015 Agenda.

Since inequalities are multidimensional, so too must be the education response. Inequalities affect learning over time and can strongly predict opportunities to learn. Early childhood is a critical time when inequalities are established. Middle childhood is a time when both boys and girls may have to decide between school attendance and the exigencies of life, including marriage, contributing to family economy, and child and parental illness and death. How children experience poverty also shapes personal self efficacy. Education doesn't always change children's lives and barriers such as poverty, language, rural location, gender, disability, violence and lack of child protection, war and conflict can all discourage learning opportunities.

We need to find ways of ensuring that how we assess children's learning is successfully communicated to children, teachers and families so that future teaching can be planned in the light of current results. Pratham and UWEZO are two institutions who do this in local ways that communicate to families directly. Other families lack such information and often trust that education systems know best when in fact they do not.

There is a proposed global system for planning curriculum, assessing learning and improving education quality (Learning Metrics Taskforce) which involves at least 118 countries globally. However each country will still need to ensure that interventions reach the most marginalized children and youth in order to decrease differences within countries. Assessment regimes are costly and, although necessary, should not overtake the need for simple and focused curricula taught by well-trained and responsive teachers who teach children to learn. It will remain to be seen if this global task force will achieve its goals and whether poorer countries buy in to the system of assessment required, while making positive provision for most marginalized children, including those who are remote and indigenous.

Multiple systems of disadvantage call for cost effective responses based on decisions of people who understand country contexts well and can plan accordingly.
The work of JPAL (Jameel Poverty Action Lab) has studied what makes a cost effective difference for students' learning, keeping in mind that context and price

are area specific and may not transfer to other countries and contexts. Their list is discussed in detail and includes:

- Getting children into school when access to education is extremely limited
- Improving student motivation to attend and learn by giving scholarships to the best performing children and providing cash transfers conditional on school attendance
- Providing information to students and their families about higher wages earned by those with more years of schooling.
- Providing interventions that point instruction in the direction of children's actual learning levels, (notice the link here between practical assessment and further learning, linking what children know with what they need to learn next); reassigning students to classes by initial learning level; hiring new contract teachers to allow streamed classes to be divided; providing targetted help for students in the lower half of the class ; providing computer programs for self-paced learning
- Providing incentives for teachers which are objectively administered and structured in such a way as to discourage "teaching to the test."
- Providing extra teachers on short-term contracts
- Providing community members with a clear avenue and sufficient power to affect change in their local school.

Most importantly teachers are germane to children's learning success. There needs to be a greater local emphasis on seeking out children in communities and getting them into learning programmes, while knowing and valuing the knowledge and experience that children bring to school. Essentially teachers need to know how to teach children to read, write and do mathematics as a springboard to further learning opportunities, and this should be an essential part of teachers' college experience. You learn to do this by teaching actual children, not just learning about how it should be done. Having teachers who are from marginalized communities themselves is very important and modified pathways into teacher training and placement is an essential aspect of education policy for equity. Girls benefit by being taught by female teachers. Teacher process variables such as lesson planning, involving students by asking questions in class and quizzing them on past material all impact on student achievement. Better schools adopt incentive mechanisms that discourage teachers from moonlighting. They also fire bad teachers, retain better ones by renewing contracts and encourage a teaching methodology that encourages pupil testing and adopting interactive approaches. School is not just about copying content from a dusty chalkboard. Teachers teach children how to access content knowledge through the skills of literacy and numeracy. They don't just teach content knowledge.

We need to align curriculum goals, instructional materials, and the ability and language of students. How come children don't learn? Well it's often because the curriculum is too crowded; the language of students is not the language of the classroom or there's little effort made to build bridges between the two; the textbooks don't sync with what we want students to learn and sometimes the curriculum is irrelevant to children's lived experience or beyond their imagining.

We need adequate investments in education. In education for marginalized children, addressing multiple issues of disadvantage will cost more and need more attention to context. Also we need to focus on outcomes not just inputs for schools. Education with equity will cost more but if we don't do it, the social cost of not learning will far outweigh the costs we are talking about initially. Some agencies even suggest a form of Cash on Delivery Aid for Education or COD Aid. This is one way of trying funding to results that are linked to increased learning proficiency and pathways to a more economically viable adult life. However this also assumes immediate results in education which aren't necessarily valid or possible. If your next year's tranche depends on this, it may not be a dependable model.

So with all this in mind what will a model of Quality for out of school children look like? It will have learning at the centre and take into account what happens for the marginalized learner and what happens in the education system that works in the best interests of the out of school learner or the learner in school and learning very little. It will take into account multiple shocks that affect such children, leading to a well thought out and locally planned education response that sees multiple opportunities for out of school children based on what we know to be proven cost effective strategies as outlined above. It will be underpinned by a series of principles which are nationally owned and enshrined in policy, budget and practice, such as those listed below:

- Act from a rights-based approach and try to change perceptions in country about OOSC you are targetting
- Select OOSC priority areas and groups within countries and know why you are choosing to support them at this point in time
- Rely on solid analytical underpinnings and know why you plan certain types of programmes
- Work within the context of national education plans which should focus on equity and inclusion for all OOSC.
- Emphasize quality and flexibility for completion and learning
- Recognize the power of partnerships with families, communities and school systems
- Create value-added through local buy in and adaptation
- Build ownership, sustainability and self efficacy in education programmes
- Learn from monitoring and evaluation to communicate in simple messages about practical solutions
- Advocate for OOSC and find the next group of new learners

And it will not cease to change and develop until every child has the experience of learning to read, write and do mathematics, ideally in mother tongue and official language, leading to a broad and practical education for life. There is a need to ensure social and emotional competencies as well. A model of quality education for out of school children in every country will be a necessary and central component for every education system.

It will also mean that when we assess the success of our education development programmes we will do so in terms of how well out of school children are learning, what they know and can do, and how well they can access and succeed in education programmes that allow them to continue learning and provide pathways to adult livelihoods. If you really believe that it's what you learn that's important: not just being in school, but being in school and learning, then you have to count your successes, as far as international education goals are concerned, in the same way. There are no half measures and no short cuts.

1.0 Introduction

No child is of passing value. Every child has a right to live and a right to learn. The purpose of this paper is to consider the children who are out of school as well as those who are in school but not learning and to assess how programmes provide support for young marginalised children's continued opportunities for learning. We want to use their best for quality learning. Understanding the real centre of education, the clients themselves, may allow us to find new ways of ensuring they are learning, and how learning programmes of whatever shape or form can provide an effective response.

1.1 Who are out of school children?

The ongoing study of out of school children (UNICEF and UNESCO/UIS) defines out of school children as belonging to one of five groups.

- **Dimension 1:** Pre-primary school age children who have not attended preschool
- **Dimension 2:** Primary school age children who have never attended primary school
- **Dimension 3:** Lower secondary school age children who have never attended lower secondary school
- **Dimensions 4 and 5:** Children in both primary and secondary school who have attended but dropped out, will never enter or who will enter late.

This is where the largest numbers of children are out of school are:

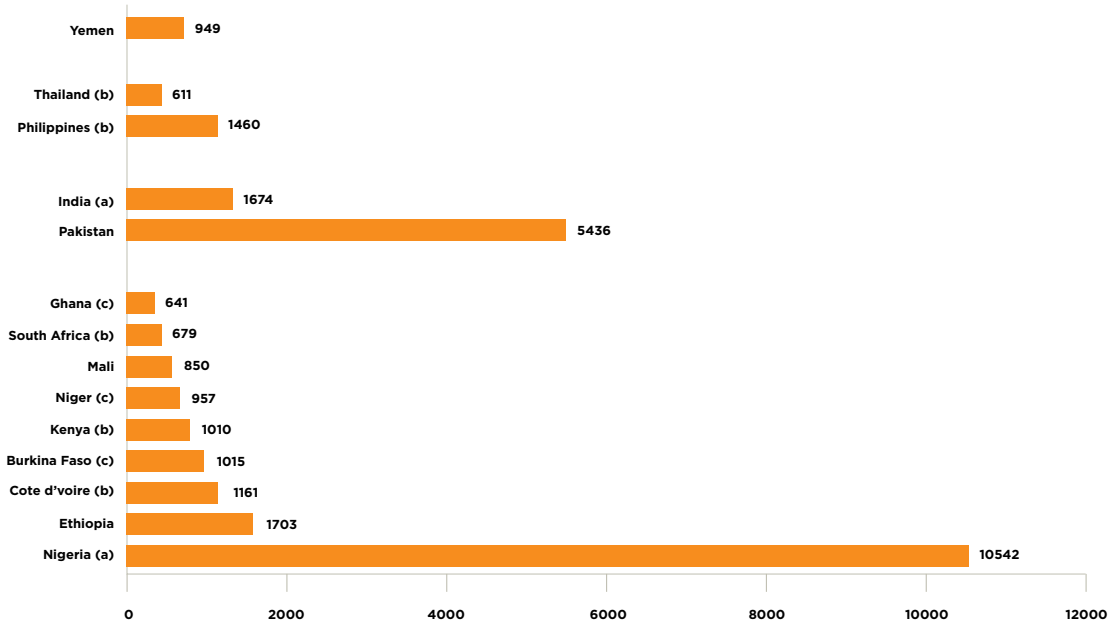

Figure 1: The number of out of school children by region 2000-2011 from UNESCO UIS 2013 EFA Global Monitoring Report Policy Paper 9 June 2013 p2

This Policy Paper reveals that

- More than 58 million children are out of school and more than 50% of these will probably never enter a classroom.
- The number of out of school children in Sub-Saharan Africa has stagnated at around 30 million children over the past five years and constitutes more than half the total of children out of school.
- 22% of children in Sub-Saharan Africa have never been to school or have left before completing primary school.
- More than one million children are out of school in Burkina Faso, Cote D'Ivoire, Kenya, Ethiopia and Nigeria.
- In South and West Asia there has been considerable positive change. Out of school children have reduced from 40 million in 1999 to 12million in 2011.
- Across Sub-Saharan Africa and South and West Asia more than 25% of those who start primary school will leave before primary school completion.

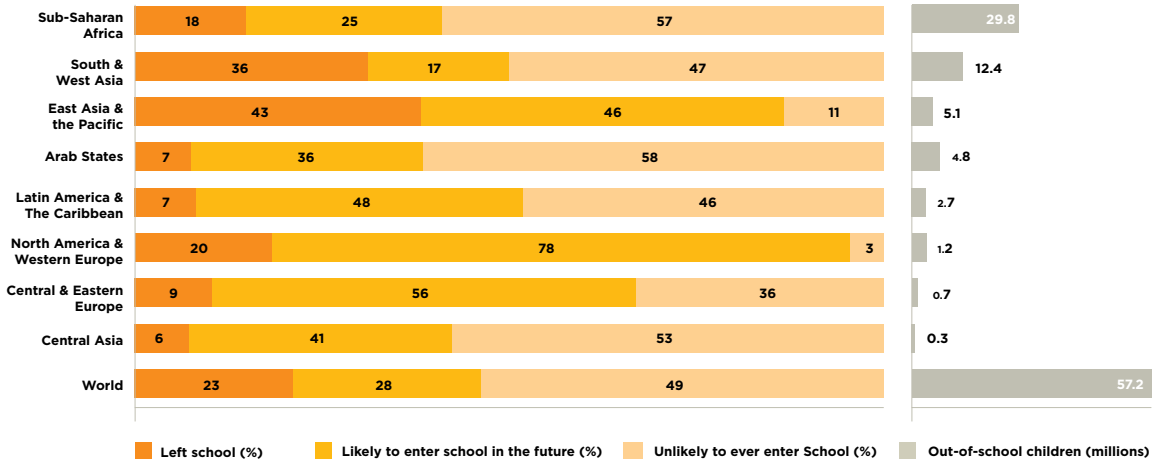

Figure 2: School exposure to out of school children of primary school age by region, 2011
From UNESCO UIS 2013 EFA Global Monitoring Report Policy Paper 9 June 2013 p3

The graph above shows that globally, by 2011, of all out of school children, 23 % of children had left primary school, 28% of children are likely to enter school in the future and 49% of children are unlikely ever to enter school. So even without considering what children may have learned at school or not, in-school statistics are still poor. "If the majority of out-of-school children in a country formerly attended but left school, programmes and interventions should focus on reducing the dropout rate by improving the quality of education and addressing issues such as the direct and indirect costs of education. For children who are likely to attend school in the future, the goal is to ensure earlier entry into the education system. Children who are expected to never gain access to schooling– roughly 17 million girls and 11 million boys – pose the most serious challenges to policymakers." (UNESCO UIS 2013, p3)

1.2 OOSC in EAC priority countries

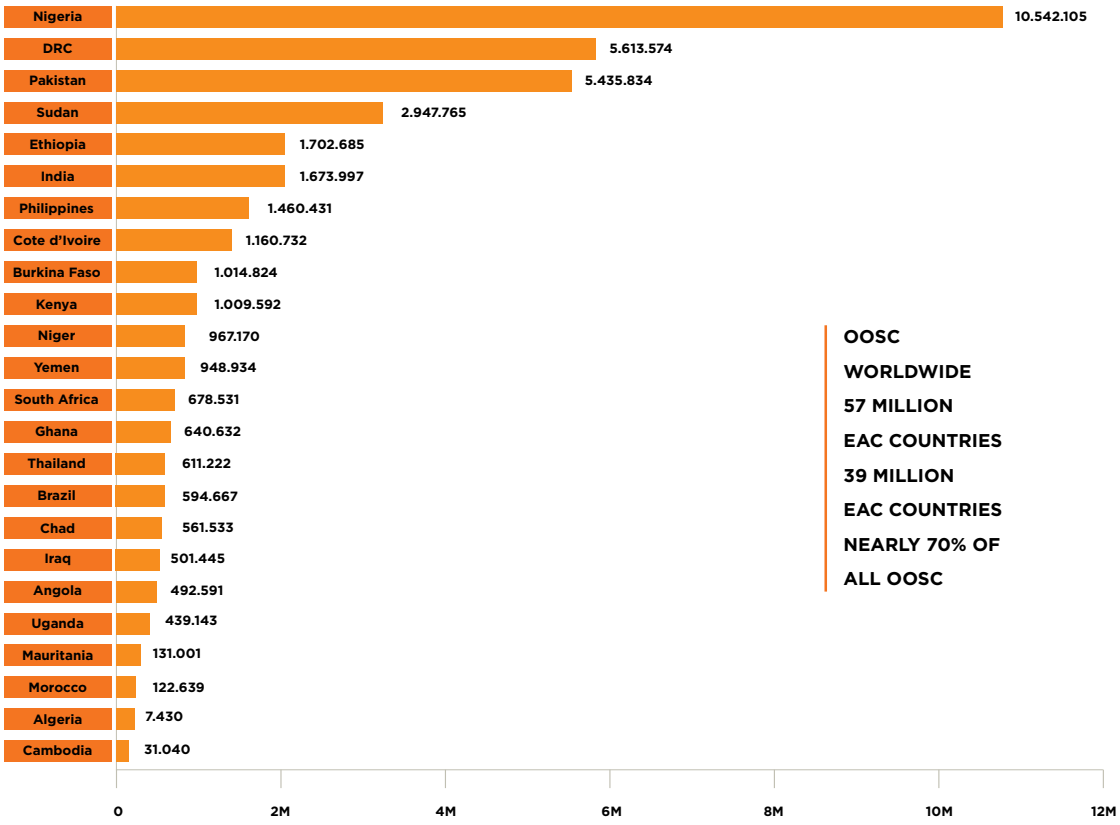

Figure 3: OOSC in EAC priority countries from Education Above All at a glance, 2013, p41

Nearly 70% of all out of school children live in countries which receive EAC funding. However such statistics do not take into account children who are in school but failing to learn. With this more realistic definition the stakes are even higher. Dropout and failure are big issues but lack of expected learning for children, in school or out of school, is a grave issue. In some cases, what they are being taught and how they are being taught doesn't make for long term quality learning outcomes nor provide a pathway for a healthy, safe and protective future and the possibility of employment.

2.0 Getting children into school is a matter of equity and quality: optimal learning with fairness and inclusion.

2.1 Equity

OECD (2012, chapter 1) defines equity in education as having two dimensions. The first is fairness, which basically means making sure that personal and social circumstances – for example gender, socio-economic status or ethnic origin – should not be an obstacle or barrier to achieving educational potential. The second is inclusion, in other words ensuring a basic minimum standard of education for all – for example that everyone should be able to read, write and do simple mathematics. The two dimensions are closely intertwined: tackling school failure helps to overcome the effects of social deprivation which often causes school failure.[1]

2.2 Quality: how our understanding has developed

UNICEF's paper *Defining Quality in Education* suggested that quality is comprised of five important dimensions: what learners bring, environments, content, processes and outcomes. (UNICEF 2000). The global framework of Child Friendly Schools emanated from this, defining CFS as rights-based, inclusive, gender-sensitive, participatory and quality-based (education quality issues related to students, teachers, processes, content and environment) by providing a school culture, teaching behaviour and curriculum content focused on learning and the learner. (Shaeffer et al, 2004) Pigozzi's work in UNESCO and AED promoted access to quality education at several levels. From the learner's level, Pigozzi noted it was important to seek out and acknowledge learners' prior knowledge, to recognize formal and informal modes, to practise non-discrimination and to provide a safe and supportive learning environment. At the system level, there had to be a support structure to implement policies, enact legislation, allocate resources and measure learning outcomes, for best possible impact. Her work culminated in a comprehensive index for educational quality which is still valid in that it moves beyond simply analysing students' learning outcomes and indeed in assessing learning outcomes moves beyond simply academic outcomes. (Pigozzi, 2008) Moving on from here what is needed is an informed view of the intersecting inequalities which impinge on the learner and the ways in which governments through their education systems and beyond, as well as CBOs/NGOs respond to these multiple systems of disadvantage with optimal education programmes which meet children at the intersection of what they already know and can do. It is central, therefore, to understand the extent of the learning issues and the persistence and variety of responses needed to overcome them globally.

[1] http://www.oecd.org/education/school/39989494.pdf

2.3 Not enough money and not enough information on learning

Most agencies devoted to provision of education for every child have a clear idea of the extent of the problem they are dealing with. For example the Global Partnership for Education report 2013 notes that although the average primary school completion rate in GPE developing countries rose from 58 percent in 2000 to 75 percent in 2011 and the share of out-of-school children declined from 39 percent to 24 percent over the same period, a future threat is the alarming decrease in external financing for education. As well, there are challenges in reaching children in fragile and conflict-affected countries: almost 36 million of the 42 million children who are out of school in GPE-supported developing countries live in fragile and conflict-affected contexts. This is more than 60 percent of all primary-aged school children worldwide. Measuring progress by assessing learning outcomes looms large: of the 180 million primary school-aged children in GPE developing countries, only 80 million (or 44 percent) reach grade 4 and learn the basic skills in writing, reading and numeracy. (See Global Partnership for Education, 2013 chapters 2 & 4).

2.4 Pursuing the post 2015 agenda.

Equity and learning[2] are likely to be central to the post-2015 global framework. The Muscat Agreement[3] that will be taken forward for adoption at the World Education Forum in Korea in 2015 is outlined. The proposed new overarching education goal from the Muscat Agreement ***is Ensure equitable and inclusive quality education and lifelong learning for all by 2030*** This goal has seven new global education targets:

Target 1: By 2030, at least x% of girls and boys are ready for primary school through participation in quality early childhood care and education, including at least one year of free and compulsory pre-primary education, with particular attention to gender equality and the most marginalized.

Target 2: By 2030, all girls and boys complete free and compulsory quality basic education of at least 9 years and achieve relevant learning outcomes, with particular attention to gender equality and the most marginalized.

Target 3: By 2030, all youth and at least x% of adults reach a proficiency level in literacy and numeracy sufficient to fully participate in society, with particular attention to girls and women and the most marginalized.

Target 4: By 2030, at least x% of youth and y% of adults have the knowledge and skills for decent work and life through technical and vocational, upper secondary and tertiary education and training, with particular attention to gender equality and the most marginalized.

Target 5: By 2030, all learners acquire knowledge, skills, values and attitudes to establish sustainable and peaceful societies, including through global citizenship education and education for sustainable development.

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[2] http://unesdoc.unesco.org/images/0022/002256/225660e.pdf p 85

[3] http://efareport.wordpress.com/2014/06/04/the-muscat-agreement-new-proposed-post-2015-global-education-goal-and-targets-announced-today/

Target 6: By 2030, all governments ensure that all learners are taught by qualified, professionally-trained, motivated and well-supported teachers.

Target 7: By 2030, all countries allocate at least 4-6% of their Gross Domestic Product (GDP) or at least 15-20% of their public expenditure to education, prioritizing groups most in need; and strengthen financial cooperation for education, prioritizing countries most in need.

Oxfam's 2014 analysis is to 'facilitate three outcomes on education: finish what MDG 2 started on access to primary education, ensure that education is of a high-quality, and give people opportunities for lifelong learning'(Taylor, 2014, p16, p 17). This goal has four targets.

Oxfam's Goal 5: Ensure universal, free, quality education and lifelong learning by 2030

Targets	Potential indicators(disaggregated by gender, age, people living with disabilities, location, and relevant social group)
1. Ensure all children have access to, and complete a full cycle of, good-quality pre-primary and lower-secondary education.	• Proportions of girls and boys who have access to, and complete a full cycle of, basic education, with at least one year of pre-primary and nine years of primary and lower-secondary education. • Degree to which the gap in completion rates between the poorest and most marginalized quintiles of societies and children from the richest households is narrowed; • Incidence of abolition of user fees.
2. Ensure equitable access to upper-secondary and tertiary education for all.	• Proportion of adolescents having access to and completing good-quality upper-secondary education, with a special focus on gender equity. • Degree to which the gap in access and completion between the poorest and most marginalized and richest households is narrowed. • Share of female science, engineering, manufacturing and construction graduates at tertiary level; • Percentage of schools with sanitation and menstrual hygiene facilities.

3. Improve the quality of education and learning outcomes.	• Pupil-teacher ratios in classrooms; • Ratio of males to female teacher; • Learning outcomes in reading, writing and numeracy; • Coverage of comprehensive sexual and reproductive health and rights education; • Number of school days lost as a result of disasters, violence, or other crises. • Curricula include requirements to develop pupils' capacity to uphold their human rights and the rights of others, and be active global citizens.
4. Ensure equitable access for young people and adults to lifelong learning opportunities (including literacy, and technical and vocational).	• Percentages of youth and adult that have access education opportunities. • Level of basic competences and literacy, numeracy; • Adult literacy rate.

These goals also need to be seen within the broader framework focusing on reducing inequality and addressing climate change.

Most agencies would agree that the Millennium Development Goals did not adequately address the needs of the most marginalized children. Oxfam International's briefing on the post 2015 agenda calls for redistributive mechanisms to share wealth and power amongst all people, "to eradicate extreme economic inequality, eradicate extreme poverty, achieve gender equality and realize women's rights, and achieve universal health coverage and education." (Taylor, 2014, p 3). Oxfam wants the world to prioritise the need to keep global warming below 1.5ºC, address inequalities in access to resources, reduce global risks to sustainable development and increase financing for development through developing fairer tax systems and tackling tax evasion and corruption. "In parallel, cracking down on corruption and pressing for progressive politics and inclusive governance will ensure that political decisions are taken to distribute power and resources in ways that empower poor and marginalized people. " (Taylor, 2014, p3).

With concern that the "unfinished agenda" of the second Millennium Development Goal might receive insufficient attention, the Education Above All Foundation organized a plenary session at the 2014 WISE conference (World Innovation Summit on Education) on the need for an interim target in the post-2015 education goal on the remaining 58 million out of school children.

3.0 Inequality and Poverty

The University of Oxford's Young Lives Project[4], a research project spanning 15 years and four countries provides some key findings with regard to inequalities: Helen Murray's paper from the Young Lives Project[5] posits that children's life trajectories from early childhood through to when they leave school to look for employment, are in fact quite unequal. The main messages from these longitudinal studies show that

- Inequalities in children's development originate in multiple disadvantages, which compound to affect children's long-term outcomes
- Inequalities undermine the development of human potential: children from disadvantaged families quickly fall behind
- In Young Lives countries, gender differences become more significant as children get older, but boys are not always advantaged
- Early malnutrition has serious, long-term consequences for children's development, but there is evidence that some children may recover and 'catch up'
- Inequalities open up during middle and later childhood, as children grow up
- How children feel about themselves and their well-being is both a major indicator of inequality and a channel for the transmission of poverty
- Education is regarded by both adults and children as having the potential to transform their lives, but doesn't always compensate for disadvantage and may reinforce differences between children
- Social protection programmes can reduce disadvantage, but impacts are often complex, sometimes unintended and may not always benefit children.

What is important about these messages from the Young Lives studies is that children in the lowest quintile start from behind, they may catch up, but along the way there will be many drawbacks and reasons for leaving school as well as alternative opportunities for learning. The studies also demonstrate that schooling itself can reinforce differences between children and for marginalised children can lead to lower self-efficacy and the expectation of poorer results. School is not always the transformative institution we hope it will be.

[4] Young Lives is a 15-year study of childhood poverty in Ethiopia, the state of Andhra Pradesh in India, Peru and Vietnam, following the lives of 3,000 children in each country. It is core-funded from 2001 to 2017 by UK aid from the Department for International Development (DFID) and co-funded by the Netherlands Ministry of Foreign Affairs from 2010-2014.

[5] Murray, H. 2012 Is School Education Breaking the Cycle of Poverty? Young Lives Policy Paper 6: September 2012

3.1 Since inequalities are multi-dimensional, so too must be the response.

The University of Oxford's Young Lives Project works from a particular perspective which sees the context for inequalities as extremely important:
"... Child poverty and inequalities are the expression of political economic cultural forces that structure societies, and children's lives, in terms of distribution of resources and opportunities in ways that align to greater or lesser degree with ethnicity, caste, religion, urban/rural location, gender, generation etc."[6] *(Woodhead, Dornan & Murray, 2013 p7)*

From an analysis of data across four countries (Andra Pradesh in India, Ethiopia, Peru and VietNam) the Young Lives researchers found that inequalities originate in multiple disadvantages. The children who are most at risk come from the poorest households, in rural locations, belong to an ethnic/language minority or low-caste group and have low levels of maternal (and paternal) education. Such children are also vulnerable to the effects of adversity. Households most at risk generally have fewer resources to cope with adverse events such as tsunamis, floods, famine or conflict.

Inequalities affect learning across time. For example, the following graph shows how scores on a language test differentiates between higher and lower wealth groups of children in Peru. Inequalities in children's circumstances strongly predict opportunities to learn. Schooling can play a role in mitigating such differences but they open up further in middle childhood as seen by the results for the higher wealth group. These findings are also discussed by Murray, 2012.

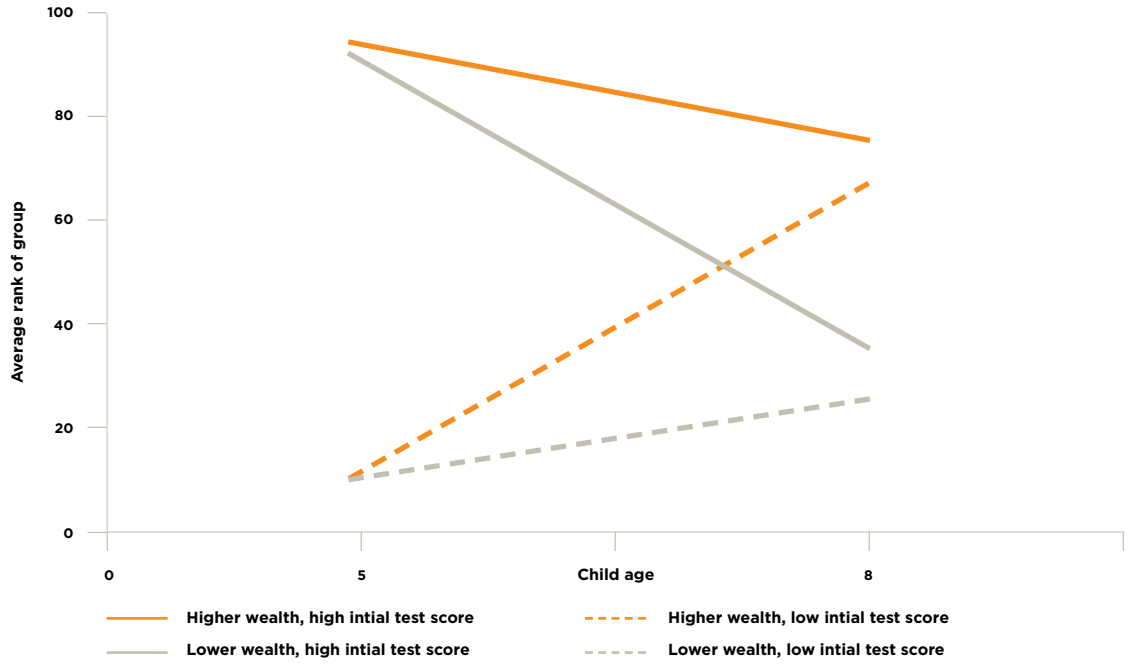

Figure 4: Learning trajectories (in vocab tests) between 5 years and 8 years (Peru, Younger Cohort, 2009) from Woodhead, Dornan & Murray, 2013 p19

[6] http://www.younglives.org.uk/publications/PP/what-inequality-means-for-children

The Young Lives project found that gender differences grow in significance during childhood but they are not always pro-boy. The following graph shows that in VietNam, girls far outperformed boys in Maths.

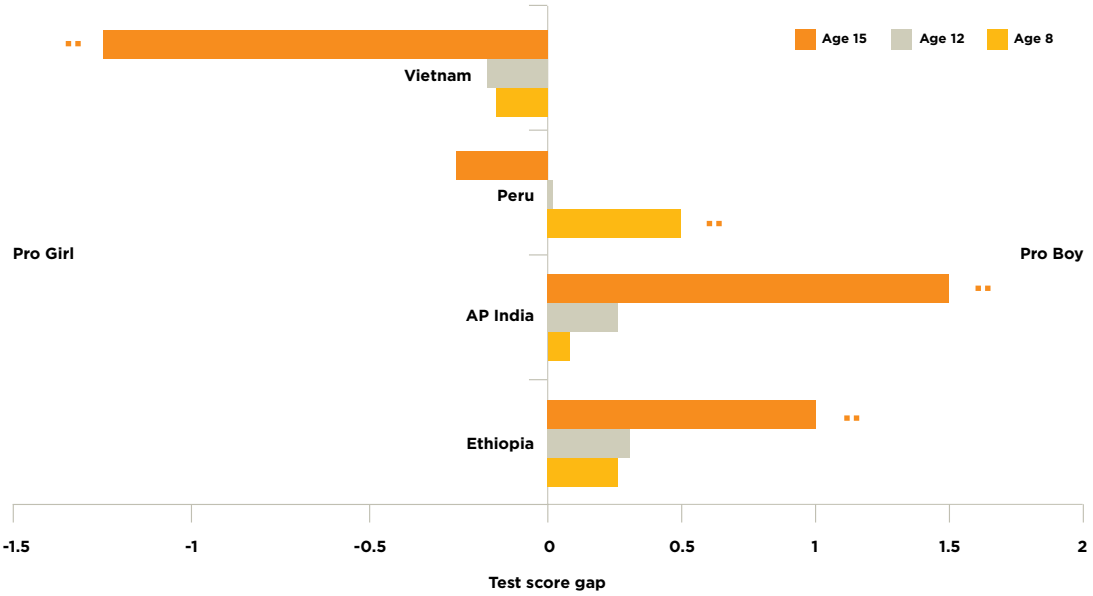

Figure 5: Gaps in Maths scores between boys and girls grow with age, but differences do not always favour boys. Woodhead, Dornan & Murray, 2013 p23 using data from Dercon and Singh 2011

Gender-based choices of parents are often shaped by the external environment, such as what they perceive as more beneficial returns from investing in boys' education rather than girls, or the cultural more that suggests early marriage for girls.

Early childhood is a critical time when inequalities are established. As children progress though middle childhood, gender has a more generalised influence on how boys and girls are treated differently. In Ethiopia for example, marriage is a real possibility for girls once they reach puberty although social mores are changing. During middle childhood both girls and boys must balance attending school with working at home to assist the family economy. Usually, children from the poorest households drop out earlier but there are some gender differences. By 2009 (when the Older Cohort were age 15), rural boys in Ethiopia, Peru and Vietnam were more likely than girls to have dropped out of school, and the pressure to earn is a catalytic factor which is often felt by children themselves as much as it is imposed by adults. In Andra Pradesh, India, the reverse occurred where 26% of girls versus 19% of boys left school by age 15. (P34-35)

Child and parental illness, and parental death are also major reasons for poor school attendance and drop out in middle and later childhood. Children often suffer from diseases such as malaria, worms or diarrhoea. Children's own experiences of inequality shapes their personal and social identities, their peer relationships, their self-esteem and their self- efficacy. The ways in which children experience poverty plays a role in their sense of well-being. The studies showed that poor children were much more likely to rate themselves as having a bad life, while children reporting

better health than other children were less likely to be stunted, more likely to be in school and with higher school achievement. Children make clear judgements about the role of material resources, family and school in their subjective well-being, which also shapes how children think about their futures, and in turn their long-term prospects. (p 41)

Education doesn't always change children's lives, especially when they don't attend all the time. Early childhood education and primary schooling frequently don't seem to live up to the global promise to reduce inequalities. In fact schooling itself may actually reinforce other forms of disadvantage. As a general summary, Young Lives' evidence is that parents and children who require most support to give their children a head-start in school are often doubly disadvantaged: by the poverty of their circumstances and by the difficulties of accessing quality early childhood programmes. Minority groups are especially at risk because of language and cultural barriers as well as inaccessibility of services, with the consequence that they start to feel excluded from the schooling system even before they enter primary school (p 45). Children growing up in rural areas are still less likely to be enrolled in school than children in urban areas in Ethiopia, Andhra Pradesh and Vietnam. Ethnicity is a further predictor of enrolment gaps, particularly in Vietnam.

Late enrolment, infrequent attendance, slow progression through school (age -for-grade), including grade repetition, as well as early drop-out from school are all more common among disadvantaged groups. (p 48) Inequalities in outcomes widen again during the later years of schooling, when pressures to drop out rise, especially because of rising costs of schooling and the opportunity costs of work.

In summary

Equitable education and health policies, underpinned by effective social protection laws have a role to play. Actions in health, nutrition education and care focused on the earliest years of life are crucial in reducing inequality, but Young Lives longitudinal research also draws attention to other key policy and action opportunities during middle and later childhood when children in poorer families have a large number of reasons for dropping out of school, be it for work, for home help or because education no longer seems relevant to current crises.

4.0 Who assesses learning and for what purposes?

Another big concern to be addressed is ensuring that the ways in which we assess children's learning is able to be communicated easily to children, teachers and families. Lots of energy has been put into education inputs, but not as much attention has been paid to how children are learning in school. And if it is done on a national level or in relation to international standards such as PISA or TIMSS this leaves minorities, such as indigenous students who have learned in their mother tongue, and those caught in emergencies, who may have had to learn a new language (or not) in a very short time, at a double disadvantage, because assessment tools may not be written in their mother tongue and results may not be readily communicated to families.

Some examples of addressing this concern:

Education NGOs such as Uwezo in East Africa and Pratham in India already deliver learning assessments and provide parents with clear information on school quality as their assessments take place in the home (UWEZO) or in an informal school setting close to home (Pratham). Children and parents can immediately see how well their children have fared. Pratham assesses children by skill level and then teaches by group. Thus there is a break in the nexus of age by grade which is an important principle for other agencies to consider. UWEZO is also interested in the gap between how students perform and the levels of confidence that parents show the education systems. The following graph shows this relationship, as reported by the Study Group on Measuring Learning Outcomes, 2013, so that even if children are performing inadequately, parents still have faith in the ability of schools to provide schooling with quality. Such faith is often misplaced.

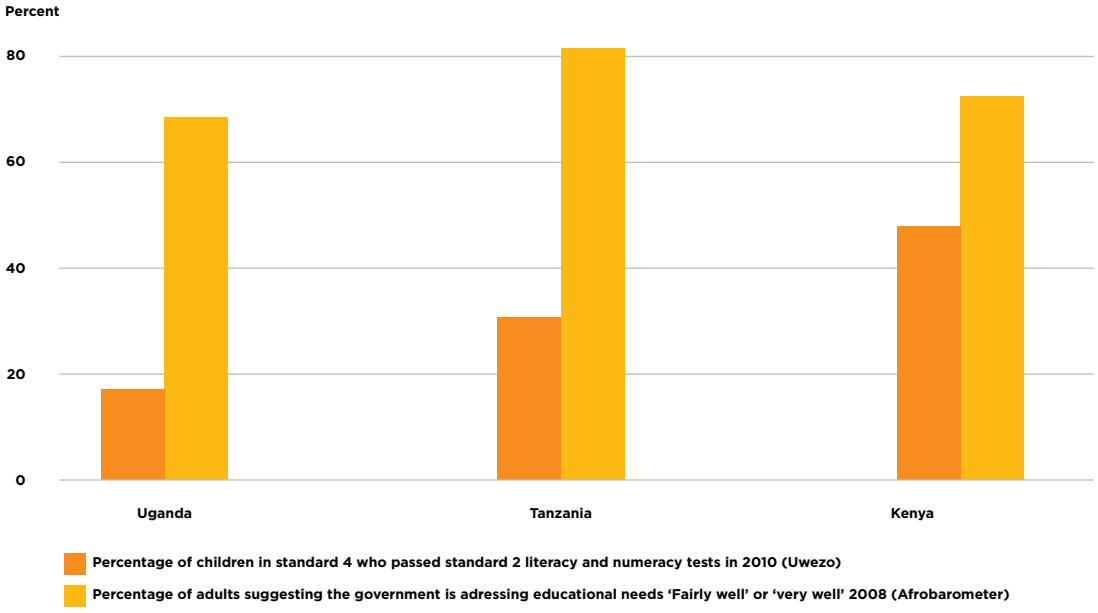

Figure 6: Satisfaction and results in Education (East Africa) UWEZO's result as reported by Study Group on Measuring Learning Outcomes, 2013 p13

Save the Children (2013, p24) use Spaull & Taylor's 2012 analysis from ten southern African countries[7] which has a composite measure of school system performance combining access to schooling with the quality of schooling called "effective enrolment". The effective enrolment rate is defined as the proportion of the total age-appropriate population (enrolled and not enrolled) that has reached a basic minimum level of literacy or numeracy when compared to simple enrolment. (Spaull & Taylor, 2012) As can be seen effective enrolment levels are somewhat lower. The second table (Spaull & Taylor 2012 p17) shows that higher levels of literacy and numeracy are found in higher wealth quintiles in all countries and that there are significant differences in achievement between children in the lowest and the highest wealth quintiles in all countries listed.

[7] www.ekon.sun.ac.za/wpapers/2012/wp212012/wp-21-2012.pdf

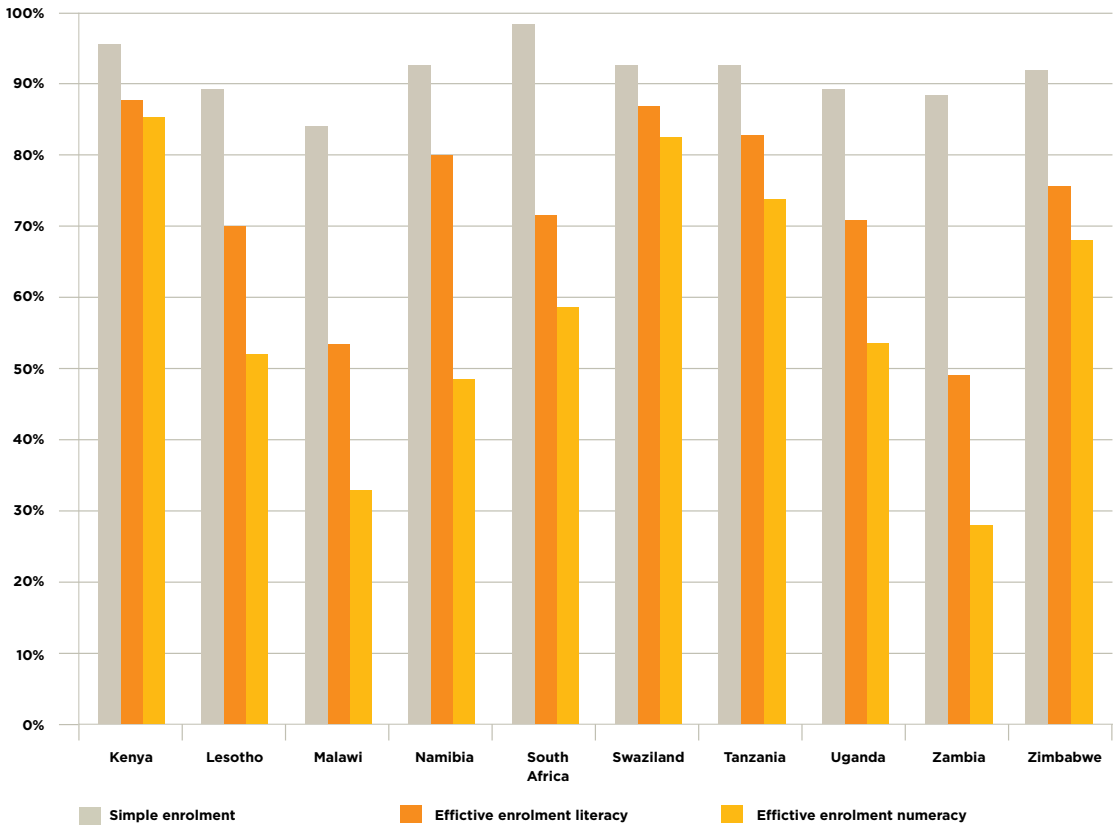

Figure 7: from Simple' versus 'effective' enrolment in literacy and numeracy of Grade 6-aged students in select eastern and southern African countries from Save the Children (2013, p24)

Percentage of grade 6 aged population that are literate (post enrolment correction)										
		Gender		Location		Wealth Quintiles				
Country	Total	Male	Female	Urban	Rural	Q1	Q2	Q3	Q4	Q5
Kenya	87.3	85.8	88.9	88.4	85.8	80.2	85.5	87.8	91.9	91.4
Lesotho	70.1	62.6	76.8	82.7	65.2	63.1	64.2	70.1	74.0	79.9
Malawi	54.4	59.0	49.7	69.9	50.4	44.2	49.5	57.2	56.3	64.0
Namibia	80.1	76.4	83.6	89.0	74.9	70.1	77.2	78.4	86.4	91.4
South Africa	71.2	67.1	75.4	84.5	57.8	56.1	63.4	69.5	76.6	91.5
Swaziland	88.2	87.7	88.6	89.7	87.8	87.5	84.4	86.1	91.2	93.1
Tanzania	82.3	81.1	83.6	87.8	80.5	74.9	79.8	85.6	84.4	87.2
Uganda	71.0	73.1	68.8	79.6	67.2	57.9	67.7	70.5	78.8	78.0
Zambia	49.3	51.9	46.6	58.8	44.2	37.4	44.5	44.4	56.0	62.8
Zimbabwe	75.3	71.6	78.1	90.8	70.1	70.9	71.3	75.1	73.6	87.2
Percentage of grade 6 aged population that are numerate (post enrolment correction)										

		Gender		Location		Wealth Quintiles				
Country	**Total**	**Male**	**Female**	**Urban**	**Rural**	**Q1**	**Q2**	**Q3**	**Q4**	**Q5**
Kenya	84.2	84.3	84.2	85.4	82.8	76.8	81.4	85.1	89.7	88.6
Lesotho	51.7	47.5	55.5	66.2	45.8	41.6	46.7	49.6	57.6	63.9
Malawi	34.4	39.5	29.3	44.7	31.7	28.8	32.1	35.2	34.6	40.9
Namibia	48.5	47.9	49.1	67.5	37.0	33.1	39.5	44.9	55.7	71.2
South Africa	58.6	56.1	61.1	73.0	44.0	42.0	47.8	55.3	63.5	85.2
Swaziland	81.8	83.0	80.5	85.3	80.5	80.1	77.2	79.2	84.8	89.0
Tanzania	74.0	75.1	73.0	82.7	70.7	64.9	70.7	78.8	75.2	80.7
Uganda	54.6	57.4	51.8	67.2	49.4	40.7	52.4	52.1	62.5	36.8
Zambia	28.8	32.2	25.3	36.5	24.8	22.0	20.8	23.6	33.2	41.5
Zimbabwe	67.8	66.2	69.2	87.7	60.6	58.4	63.4	66.2	70.7	82.2

Table 1: from Effective enrolment: literacy and numeracy rates post enrolment corrections from Spaull & Taylor 2012 p17

Results from a later study of 14 countries, (Taylor & Spaull, 2013) contrasts with the general discourse that quality has been diminished with the effectiveness of getting larger numbers of children into primary education across Southern and Eastern Africa. Taylor & Spaull, 2013 use data on quality from the 14 education systems in Southern and Eastern Africa that participated in both the last two rounds of the SACMEQ project (in 2000 and 2007).8 Data on enrolment for these countries was obtained from Demographic and Health Surveys (DHS). The purpose here is not to describe all findings but to note that the composite scoring used in these studies presents a much brighter outlook for results over time in these 14 countries. The table below shows that at least 7 out of 14 of these countries have increased functional Literacy levels and 10 out of these countries have increased Numeracy levels at grade 6 between 2000 and 2007 (even if the levels were quite low to begin with). Literacy and numeracy levels decreased substantially in Mozambique over time.

[8] The 14 education systems in this study are: Botswana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Uganda, Zambia and Zanzibar. Note that Zanzibar, though part of Tanzania, participated in SACMEQ as a separately analysed education system. Zimbabwe participated in 2007 but not in 2000 and is excluded from the present analysis

	Percentage Functionality Literate		Percentage Functionality Numerate	
Country	**2000**	**2007**	**2000**	**2007**
Botswana	91.6	89.4	75.4	77.5
Kenya	95.4	92	91.4	88.8
Lesotho	75.7	78.8	41.1	58.2
Malawi	61.5	63.4	33.9	40.2
Mauritania	83.4	88.9	83.2	88.8
Mozambique	94.6	78.5	90.3	67.5
Namibia	62.6	86.4	29.1	52.3
Seychelles	91.4	88.3	80.6	82.2
South Africa	72.8	72.7	53.6	59.9
Swaziland	98.7	98.5	83.4	91.4
Tanzania	92.7	96.5	79.3	86.8
Uganda	78.1	79.6	66.4	61.3
Zambia	56.1	55.9	36.5	33
Zanzibar	82.7	90.8	64.5	66.6
Source: own calculations based on SACMEQ data from 2000 and 2007				

Table 2: Proportions of children functionally literate and numerate [9] in 2000 and 2007 by country from Taylor & Spaull, 2013, p 8

This type of analysis cuts across the less hopeful statements of other writers. For example the Study Group on Measuring Learning Outcomes, 2013 (Pritchett, Banerji et al) talk about the schooling-learning gap and, also using SACMEQ data show that children are falling well below required literacy levels:

[9] This assessment uses SACMEQ's Reading and Mathematics competency levels and suggests that children are functionally literate and numerate if they are successful at Level 3 on each metric.

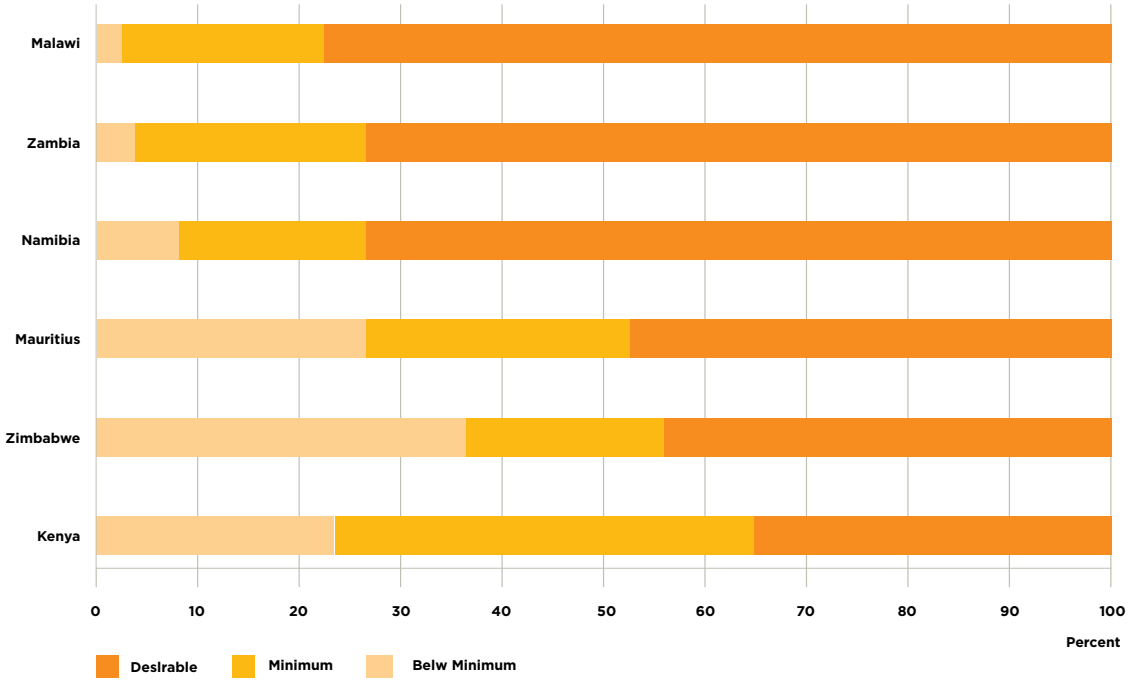

Figure 8: Percentage of grade 6 pupils reaching reading proficiency levels, SACMEQ 2010 data from Study Group on Measuring Learning Outcomes. 2013 p 6.

Taylor & Spaull 2013 use different population figures (DHS) versus country administrative data and they are using different units of analysis. Taylor & Spaull 2013 use SACMEQ's Reading and Mathematics competency levels which suggests that children are functionally literate and numerate if they are successful at Level 3 on each metric. They are assessing all children both enrolled and not enrolled. The Study Group on Measuring Learning Outcomes on the other hand uses this metric with 2010 data to suggest that for children in school, being functionally literate and numerate is not enough at sixth grade level, defining it as the bare minimum. It's important to know what people are actually measuring when making statements about achievement. As more than 60% of Grade 6 children overall in SACMEQ 2010 failed to attain more than Level three in Mathematics and over 35% of children overall in SACMEQ 2010 failed to attain more than Level three in Reading, the education systems are definitely failing many children.[10]

Recent work by ASER in India in carrying out the Annual Status of Education Report 2013 based on data from over 327,000 households in 550 out of 585 districts and facilitated by Pratham also demonstrates that learning outcomes are low across grades and not improving over time. For example the following table on Reading results from the 'Enrolment and learning report card from Annual Status of Education Report 2013:[11]

[10] http://www.sacmeq.org/sites/default/files/sacmeq/reports/sacmeq-iii/working-documents/wd01_sacmeq_iii_results_pupil_achievement.pdf

[11] http://img.asercentre.org/docs/Publications/ASER%20Reports/ASER_2013/4-pagers/enrollmentandlearning_english.pdf

Table 4: % Children by class and Reading level (All Schools 2013)						
Std	**Not even letter**	**letter**	**Word**	**Level 1 (Std I Text)**	**Level 2 (Std II Text)**	**Total**
I	47.3	32.3	12.6	4.4	3.6	100
II	23.1	33.4	20.8	11.8	11	100
III	12.7	25	22.2	18.5	21.6	100
IV	8	17.6	17.9	21.5	35.1	100
V	5	12.6	14.2	21.2	47	100
VI	3	9	10.8	20.1	57.1	100
VII	2	6.3	8.2	17	66.6	100
VIII	1.4	4.5	5.5	14.3	74.2	100
Total	14.1	18.5	14.4	15.8	37.2	100

Table 3: Children by class and reading level All school 2013 from ASER India Annual status of education report 2013

Table 5: Trends over Time % Children in Std III and V at different READING levels by school tyoe 2009-2013						
Year	**% Children in std III who can read at least Std I level text**			**% Children in std III who can read at least Std I level text**		
	Govt.	Pvt.	Govt.& Pvt .	Govt.	Pvt.	Govt.& Pvt.
2009	43.8	58.2	46.6	50.3	63.1	50.9
2010	42.5	57.6	45.7	50.7	64.2	53.7
2011	35.2	56.3	40.4	43.8	62.7	48.3
2012	32.4	55.3	38.8	41.7	61.2	46.9
2013	32.6	59.6	40.2	41.1	63.3	47

Table 4: Trends over time for children in Standards 3 and 5 at different reading levels by school type 2009-2013 from from ASER India Annual status of education report 2013

From these results which are mirrored by the Mathematics results, we can see that attaining skill standards in literacy and numeracy takes far more time than is probably allocated (a point made by Banerji 2014 in talking about the need to simplify and focus curricula in the early grades), and that learning outcomes are not improving as the years roll by. Also the increase in private schools in rural India leaves the

poorest at an added disadvantage of not being able to access schools where better results are being attained. Pratham's CEO continues to make the point that breaking the nexus between age and grade level and exchanging this for skill level groups regardless of age should be considered more broadly that Pratham. (See Chavan 2014)

4.1 What is being done to measure learning in the light of the post 2015 agenda?

The discourse related to development goals in education post 2015 has placed learning front row and centre. If anything the debates around goals demonstrate that earlier dependence on enrolment, completion and pupil-teacher ratios as proxies for access and quality have been inadequate.

Learning Metrics Task Force, convened by the UNESCO Institute for Statistics and the Center for Universal Education at the Brookings Institution began in July 2012. The Task Force wanted to answer three main questions:

- What learning is important for all children and youth?
- How should learning outcomes be measured?
- How can measurement of learning improve education quality?

A learning metric, which describes what learners know, understand and can do in a particular subject area or domain at different stages of their development, is a basic tool for reporting progress in learning. (Adams, 2014) Through a process involving 118 countries (out of a total of 193), a consensus has been reached on the generalised skills and competencies in seven learning domains (as seen below in Figure 1. from LMTF 2013) that are important for all children and youth to develop and a small set of indicators that are feasible and desirable to track at the global level. The problem with Figure 1. is that it suggests that children's trajectories once they are in school and learning are smooth and always in the same direction, and for children in the lowest wealth quintile this is far from the case.

So, in making these statements about learning, the LMTF suggests countries take into consideration certain contexts and populations including children with disabilities, emergency contexts, countries with low levels of learning and the effects of gender across the learning cycle. These profiles and barriers may not be extensive enough so the LMTF also calls countries to assess for equity and to work out between which groups it seeks to decrease differences. This aim is also seen in Oxfam International's post 2015 Education goal indicators discussed earlier in this paper. To ensure that interventions reach the most marginalized children and youth, countries must also collect data on socio-demographic dimensions, such as sex, age, urban or rural residence, socioeconomic status, mother tongue, ethnicity, citizenship status, disabilities and emergency situations. These data are to be analyzed with information about inputs, such as class size, teacher qualifications, school facilities, availability of learning materials, and other contextual factors. (LMTF 2013 p32).

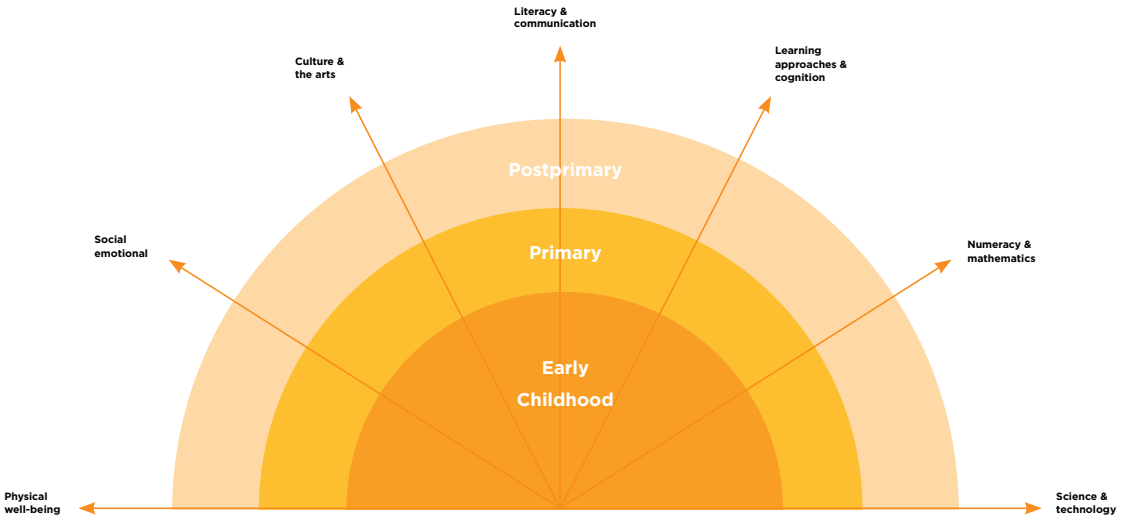

Figure 9: from LMTF 2013, p11

The LMTF has identified seven areas of measurement for which indicators have been developed for global tracking. They are set out in Figure 10, from LMTF 2013, p11.

Areas of Measurement	**Description of Indicators**
Learning for All	**Combine measures of completion and learning (reading proficiency at the end of primary school) into one indicator**
Age and Education for Learning	Measure timely entry, progression, and completion of schooling and population-based indicators to capture those who do not enter or leave school early
Reading	Measure foundational skills by Grade 3 and proficiency by the end of primary school
Numeracy	Measure basic skills by end of primary and proficiency by lower secondary school
Ready to Learn	Measure acceptable levels of early learning and development across a subset of domains by the time a child enters primary school
Citizen of the World	Measure among youth the demonstration of values and skills necessary for success in their communities, countries and the world.
Breadth of Learning Opportunities	Track exposure to learning opportunities across all seven domains of learning

Figure 10: from LMTF 2013 p11

A global framework of learning domains and subdomains has also been put forward: (LMTF 2013 Annex B p 27), as set out in Figure 11.

Domain	Early Childhood Level	Primary Level	Post primary Level
Physical well being	• Physical health and nutrition • Health knowledge and practice • Safety knowledge and Practice • Gross, fine and perceptual motor	• Physical health and hygiene • Food and nutrition • Physical activity • Sexual health	• Health and Hygiene • Sexual and reproductive Health • Illness and disease prevention
Social & emotional	• Self-regulation • Self – concept and self – efficiency • Empathy • Emotional Awareness (Knowledge, expression and regulation) • Social relationships and behaviors • Conflicts resolution • Moral values	• Social and community values • Civil values • Mental Health	• Social awareness • Leadership • Civil engagement • Positive View of self and others • Resilience/"grit" • Moral and ethical values
Culture & the arts	• Creative arts • Self- and community identity • Awareness of and respect for diversity	• Creative arts • Social studies • Cultural Knowledge	• Creative arts • Social studies and history • Social sciences
Literacy & Communication	• Receptive language • Expressive language • Vocabulary • Print awareness	• Oral fluency • Oral comprehension • Reading Fluency • Reading Comprehension • Receptive Vocabulary • Expressive Vocabulary • Written expression – composition	• Speaking and listening • Writing • Reading

Learning Approaches & Cognition	• Curiosity and engagement • Persistence and attention • Autonomy and initiative • Cooperation • Creativity • Reasoning and problem solving • Early critical thinking skills • Symbolic representation	• Persistence and attention • Cooperation • Autonomy • Knowledge • Comprehension • Application • Critical thinking	• Collaboration • Self- Direction • Learning Orientation • Persistence • Problem- solving • Critical decision making • Flexibility • Creativity
Numeracy &mathematics	• Number senses and operations • Special senses and geometry • Patterns and classifications • Measurements and comparison	• Number concepts and operations • Geometry and patterns • Mathematics application	• Number • Algebra • Geometry • Every day calculations • Personal Finance • Informed consumer • Data and statistics
Science& Technology	• Inquiry skills • Awareness of the natural and the physical world • Technology awareness	• Scientific inquiry • Life science • Physical science • Earth Science • Awareness and use of digital technology	• Biology • Chemistry • Earth science • Scientific approaches • Environmental awareness • Digital Technology

Figure 11: A global framework of learning domains and subdomains (LMTF 2013 Annex B p 27)

It will remain to be seen if this global task force will achieve its goals and whether poorer countries buy in to the system of assessment required, while making positive provision for most marginalized children, including those who are remote and indigenous. If many developing countries can't provide educational resources such as books, pens and textbooks, for each child, they can hardly have the resources to assess learning for which they cannot provide adequate resources in the first place!

A second report of this Task Force has mapped existing measures and methods that could be used as a basis for future assessments. This is a promising area of endeavour but also a costly one. With regard to the global framework for learning domains and subdomains, the warning given by Chavan 2014 and others to ensure that early curricula are concerned with learning skills in literacy and numeracy and should not be too overcrowded should also be heeded. He says:

"There are two major obstacles created by RTE.[12] First is the teachers' duty to complete the grade-level syllabus within the year. Second, children are to be placed in grades or standards according to their age. In a country where more than 60% government schools have multi-grade, multi-level classes, and where more than 50% lag at least two years behind if not more in terms of basic learning competencies, how is the teacher supposed to 'complete the syllabus'?" Chavan, 2013 p3

5.0 What are the barriers for OOS children in the lowest quintile in each country?

The barriers to children's learning (children are out of school or in school and lacking quality learning) are numerous. It is difficult to separate out reasons for OOSC as they are often intersecting and overlapping. Intersecting inequalities create the biggest disadvantages in education. Educate A Child elaborates on the following barriers: poverty, challenging geographies, conflict, refugees, gender, and the lack of infrastructure, resources and quality.[13]

As Murray 2012 states: "the biggest gaps relate to geographic location, household poverty, ethnicity/language, levels of parental education and gender. To this list must be added refugees and others affected by conflict or fragility. Most importantly, however, it is where these inequalities intersect that children become most disadvantaged in terms of school access, progression and outcomes. This needs to be taken into account in the development of plans for reaching marginalised children, by addressing broader sources of exclusion such as rural location, household poverty and levels of parental education, as well as focusing on the needs of specific groups such as girls or ethnic minorities". (p 21)

The following list (5.1 – 5.9) overlaps with the barriers identified by Murray and also EAC and their intersections. It should be noted, however, that this list is likely not exhaustive.

[12] India's Right to Education Act

[13] http://educateachild.org/explore/barriers-to-education

5.1 Rural location:

A 2000 study of Demographic and Health Surveys (DHS) in 38 countries showed that school enrolment and attendance is much lower in rural than urban areas.[14] The imbalance is much greater for girls. In Niger, while there are 80 girls in school for every 100 boys in towns, there are 41 girls per 100 boys in rural areas. Distance of home from school is a key factor.

A case study in response to inequality of education provision in Nigeria (Steer et al 2013)

Nigeria is currently the country with the highest ratio of out of school children. 42 percent of primary-school-age children, or roughly 10.5 million, are out of school. Ninety percent of these out-of-school children never attended school. State governance for ensuring increases in educational inputs is unequal and large percentages of children in school fail to learn at grade level. A 2013 scheme to attack inequalities will target northern states of Nigeria and undertake the following actions to change education impact.

Scale up in-service and pre-service training, with particular attention to early childhood development, local language instruction, and primary sciences. Such training programs should also include capacity development for head teachers and academic leaders.

Consider development of school management, governance, school support systems, and capacity at the local and state government levels. Without these components, teacher training will have little impact on behaviour in the classroom and improved learning opportunities for children

Provide school grants which schools can use for areas of highest need in a particular state, such as early childhood education or girls' education. This will be complemented by effective capacity building for school management and school-based management committees (SBMCs) to enhance school self-evaluation, school development planning, and the financial accountability cycle at the school/cluster level

Provide targetted Conditional Cash Transfers for reaching out-of-school primary-age girls to address poverty and cultural factors that are significant barriers to school attendance, in particular in the North.

Figure 12: Responding to inequality of education provision in Nigeria

[14] As reported in http://www.unesco.org/education/efa/global_co/policy_group/children_out_of_school.pdf

5.2 Household poverty:

This could include lack of family interest of, or understanding about the values of education; or children as part of the family economy. A recent Filipino study of three poor communities, (Castillo et al 2011), showed that there are a number of attributes that define poverty and that lack of schooling is one of them. New poverty measures redefine household level data to show gendered dimensions of poverty through the use of individual poverty measures.

Dimensions of poverty	Tondo	Bajau	Paracelis	
Similarities **Basic daily needs**	Lack in food, Shelter	Lack in food, Shelter	Lack in food, Shelter	
Differences **Income/ Livelihood**	Uncertain and inadequate income/ livelihood	Uncertain and inadequate income/ livelihood	Farm owners Inadequate production, low prices of produce	Landless Lack in assets for farming (land, carabao), inadequate income and uncertain work for hire
Schooling	Lack in money for schooling	Lack in money for schooling and hunger	Accessible sitios Lack in money for schooling	Remots sitios Lack in money for schooling plus absence of good roads
Differences specific to case	Smell of garbage	Ethnic discrimination	Government neglect	

Figure 13: Dimensions of poverty from Castillo et al 2011

In Hanoi, VietNam a growing NGO provides support to children whose families may have been tricked into sending their children, on the promise of education, to slave labour or sexual servitude. Blue Dragon's staff are mainly nationals, highly trained and highly motivated. In some cases they are former street children.

A case study response to street children in Hanoi

Blue Dragon International (BDI)[15] is an organisation which works on the streets of Hanoi reaching out to children in crisis. The children assisted are some of the most vulnerable children: those who live and work on the street, children trafficked into slave labour or sexual servitude, children from very poor families and children with disabilities. BDI supports children in crisis through the following programs:

Step Ahead
Focus: Street kids and children with disabilities.
Mission: To rescue children from the streets and ensure they are safe, by either returning them to their families or accommodating them in shelters, BDI provides a comprehensive range of long-term services to assist these children and their families to break out of poverty, including support for education and training, legal advocacy, social work and counselling, nutrition, physical and creative activities.
Location: Hanoi

Stay in School
Focus: Rural children at risk of dropping out of school.
Mission: To support children from the poorest rural families to stay in school, by providing for all school-related costs including uniforms, tuition fees, stationery and text books.
Location: Bac Ninh, Hue and Dien Bien Provinces

Safe and Sound
Focus: Child trafficking rescue and prevention.
Mission: To rescue children from places of slavery and bring them home to their families, and to prevent trafficking from taking place by spreading awareness among villages and communities.
Locations: Hue, Dien Bien and Ho Chi Minh City

Project X
Focus: Rescue and care of girls and young women trafficked to China.
Mission: To rescue girls and young women from brothels and forced marriages in China. We aim to bring these women home to their families, provide them with emergency medical and legal care, offer them safe accommodation, and work long-term to provide them with educational opportunities and psychological care.

[15] http://www.bluedragon.org/

Michael Brosowski[16], CEO and founder of BDI says:
... We take a holistic problem-solving approach. We first build up a relationship with the child. This is not just a project and we're not just trying to reach certain objectives or outcomes. This is about people. So we spend time building mutual trust, and then we try to work out what problems the child has, what strengths they have, and what they need for long term personal development. Every child is different, so we end up creating different plans and strategies for every child; but every plan gives consideration to all the basic, such as education, health, accommodation, nutrition, recreation, and family. Education may be at the heart of our work, but we pay attention to all those social and psychological factors which impact on educational attainment. (M. Brosowski, 2014)
BDI's values are listed below[17]

Respect, not pity
The children we work with are treated with at least the same respect that we would treat our own sons and daughters, brothers and sisters.

Development, not charity
We work to help children develop fully as they grow, through providing a broad range of experiences and opportunities. Rather than simply provide a handout, we provide a hand-up for those who choose to better their circumstances and themselves.

Empowerment, not dependency
Our role is to provide opportunities for children to pursue as individuals rather than to force our views or values on the children.

Collaboration, not control
Our staff work alongside the children and their families, so that the beneficiaries are involved in all stages of our work, rather than simply being recipients of charity.

Massive interventions, not quick-fix solutions
We tackle the problem of poverty from every angle rather than focusing on one obvious cause or effect. Our interventions may take years, as we persist until we are successful.

Figure 14: A case study on vulnerable children in VietNam: Blue Dragon International

[16] Personal communication June 2014

[17] http://www.bluedragon.org/about/our-values/

5.3 Ethnicity/language

Often ethnic minority children's mother tongue is not the language of instruction when they start school, thus making schooling a doubly difficult transition as such children are often already poor and living in remote areas. In a recent paper on Indigenous Language and Education I noted that people who identify as indigenous, numbering more than 370 million in some 90 countries, comprise about 5 percent of the world's population yet are 15 percent of the world's poor (May 2013, UNPFII 2006[18], UN 2009) in Furniss, 2014. Ethnic minority education is one area where schooling itself can contribute to poor self-concept about one's own language and culture if these are not valued in the school setting. National textbook production and the language of national education assessment tools can also be processes which have the possibility of alienating children from home language and culture. Understanding that learning in mother tongue for at least the first four to five years of schooling is an effective bridge to literacy in the national language takes a huge commitment. It also means a commitment to parental participation in schools and teacher education courses which cover learning the local mother tongue and the official language so that teachers can teach children both languages; understanding the nature of first and second language acquisition and knowing how to teach literacy on school. However if the commitment to mother tongue language instruction is not taken, the effects of failed learning for many ethnic minority children, caught between two languages and cultures and belonging to neither may be even more costly. Heugh 2011 provides a 10 step activity plan for using mother tongue African languages in education.[19] This is a very practical plan of action for countries concerned about quality education outcomes for ethnic minority children:

Action	What	Who	Time	Cost: same or more
1	Language education policy	Small consultative informed team: use experts from within Africa	2 months – electronic discussions; 2-3 meetings	Same as for any education policy/language policy development
2	Implementation Plan	Smaller informed team	2 months	Same as for any policy implementation
3	Public Support	Education officials and experts via public media; formal & informal channels of communication	Start immediately; keep public up to date with the debates; engage public participation in debates	Public media should carry this without cost to the state; state expenditure where possible. Same costs as for any government policy

[18] http://undesadspd.org/IndigenousPeoples/UNPFIISessions.aspx

[19] See http://unesdoc.unesco.org/images/0021/002126/212602e.pdf p 286-287

4	Language technology terminology	Small team of experts to engage in capacity development	Speeds up timeframe for delivery	New costs but inexpensive, replicable, electronically accessible.
5	Translation technology	University departments of African languages to re-skill where necessary	Fast - can reduce translation time by 50%; can be used for textbooks and electronic resources - download assessments, worksheets etc	Inexpensive software investment. Time reduction = cost reduction.
6	Language development units	African universities - prepare students for orthographic, lexicographic, terminology and translation development expertise	Start training	State invest in re-skilling university trainers and establishment of language development units; develop business plan - should be self-funding in 5-10 years
7	Dictionaries (multilingual)	Identify institutional affiliation (e.g. university/ies; government department; non-profit independent structure)	On-going – long-term project	State investment/ annual allocation.
8	Multilingual materials	a. Publishers – domestic; b. Specialist teachers can also produce these electronically.	a. Publishing timeframes require careful scheduling. b. Use of electronic education bank for storing teacher generated materials is faster and can be used almost immediately	a. Publishing: Cross-border collaboration reduces outlay costs and speeds up return on investment. Usually not much more. b. Electronic bank of materials – minimal costs. Publishing houses can recover costs and grow business in Africa

9	Teacher training	Re-tooling/ skilling of teacher trainers; share available African expertise	Fast-track capacity development, thereafter timeframes same as for regular provision	Minimal costs for initial design of new programmes, soon becomes normal recurrent costs
10	Total Investment - additional expenditure on education budget for 5 years			1%-5% recoverable and reduces overall expenditure over medium term (5 years). Medium to long term prognosis – economic benefits to each country.

Figure 15: A ten-point plan: activities required to make further use of African languages in education from Heugh, K. in Oane and Glanz 2011 p 286-7) (Used with permission)

Heugh and Mulumba's (2013) more recent work on Northern Uganda has been evaluated and useful findings published which should be of good use to countries involved in setting up mother tongue programmes. The Mother Tongue Education (MTE) project was carried out over four years in 40 schools in each of six districts in Northern Uganda in areas that have been seriously affected by conflict due to incursions by Joseph Kony and the Lord's Resistance Army. In some areas an entire generation has skipped schooling due to the ongoing conflict and resultant moves to neighbouring countries and to IDP camps. The project, involving all levels of the education system, included teacher training, along with the development for national use across Uganda of the *Pedagogy Handbook for Teaching in Local Language*, designed to support teachers across Uganda in the implementation of local language (mother tongue) in grades P1-3; the establishment and capacity building of local Language Boards which developed the local orthography and lexical items for the local language in question ; and the provision of 550 Home Learning Centres (HLCs) attached to 240 schools which provided opportunities for adult education and home-based education for children. The HLCs enabled:

- school pupils to study after school hours, particularly where solar lights have been sourced by LABE;
- adult/parent learners to participate in literacy and numeracy classes;
- young pre-school children to access pre-reading and writing skills and other preparation for P1; and
- adults to establish village or community saving schemes. (Heugh and Mulumba, 2013 p 47)

The project's results included

- increased enrolment especially for girls over the period of the project (38.7% increase in enrolment) ;
- increases in literacy and numeracy achievement except in the final year when assessments had to be made 6 months before project completion due to fund being finalised;

- a growth in awareness of the value of local language instruction by parents and communities in general
- an increase in the capacity of local language boards
- a growth in the development of local reading materials
- an important contribution to teacher education in the area of mother tongue literacy and
- understanding the importance of participatory and collaborative approaches with all stakeholders from central government Education leaders to stakeholders at village level.

However, as in all real projects significant challenges remain:

- The Ugandan Education ministry is unable to provide adequate resources for all children in this northern region to have reading and writing materials and in some cases a book would have to be shared between 10 young children.
- Teachers who were significantly trained in the project were often moved to schools outside the project which weakened project implementation and caused instability within schools.
- High inflation meant that funds paid to project staff at local levels devalued considerably and people were being asked to complete complex tasks for very little remuneration
- The work of local language boards needed to be coordinated nationally.
- Government structures work far more slowly than local NGOs. This needs to change.
- When NGOs compete instead of cooperate there are no ongoing savings
- "Migration whether based on economic or socio- political circumstances, means that each community is increasingly becoming linguistically diverse. This diversity will ultimately need to be addressed at local and national levels of the system."(Heugh and Mulumba, 2013 p 72)
- When projects are exceedingly complex, there is a risk of failure.
- There is a limit to what one small organisation with limited finding can do in a project time period. As is often the case, funding disappears and projects atrophy.

The report of this work is a clear outline of what can be done when all stakeholders are well versed in what is happening and why and even though resources are scarce there are high stakes in striving for successful outcomes. It was particularly useful to see that assessments in learning related to the actual work of the project and not necessarily to an international assessment tool. The clever combination of adult literacy and child literacy through the Home Learning Centres is an innovation that others may wish to explore.[20]

[20] Furniss, E. 2014 Indigenous language and education a paper for Educate A Child

A case study in response to language of instruction in Vietnam

Leadership is Key in Expansion of MTBBE in Lao Cai Province, Vietnam
by Nga Nguyen and Huong Nguyen June 2014 (UNICEF VietNam, unpublished)

Located in the northern mountainous area of Viet Nam, Lao Cai is home to more than 600,000 people from 25 different ethnic groups. After he became Director of the Lao Cai Education Department in 2003, Truong Kim Minh faced many challenges related to poor performance of ethnic minority students. Few completed secondary education because they were not equipped with good learning skills at primary level. Many dropped out of school

Mother Tongue-Based Bilingual Education (MTBBE) was Minh's answer to the pressing question of keeping ethnic minority children in school. He sought every opportunity to learn more about mother tongue education and even travelled to India to learn about it... Mong language was selected for the pilot as it is the language spoken by one-third of Lao Cai's ethnic minority population. Action Research activities were implemented in three pre-schools and three primary schools in three districts with two cohorts of students so that adjustments could be made during and after each school year to improve the teaching and learning of the second cohort based on lessons learned from the first. Revision of learning and teaching materials and experience exchange between teachers proved useful to the project.

After two years' implementation, Children who participate in MTBBE classes perform much better in language and mathematics tests, compared to those from non-MTBBE classes. Lao Cai's Education Department budgeted for project expansion which was approved by Lao Cai's People's Committee (the executive arm of a provincial government, responsible for formulating and implementing policy). They also worked closely with the Research Centre for Ethnic Minority Education of the Viet Nam Institute for Educational Science for technical support. Education Department staff conducts regular monitoring and supervision, including in-service teacher training and coaching. The provincial teachers college trains new ethnic minority teachers annually to meet the programme's requirements. Under Minh's leadership, teachers' deployment and movements were coordinated to ensure the expansion plan's effective implementation. The project developed low cost and no-cost bilingual teaching and learning materials, made from local materials.

Leadership commitment is key Minh felt strong commitment of provincial authorities was key to increasing the quality of education for ethnic minority children. Bilingual education received a lukewarm response at the beginning as many did not believe teaching in an ethnic minority language would help children learn better. Scepticism centred on children not reaching standard learning competencies and skills if learned in Mong language. In addition there were few H'mong teachers fluent in Mong and Vietnamese. "We found that raising awareness about bilingual education was most important and only when people were fully aware of that and bought into the idea, we got the needed

support to successfully implement bilingual education in Lao Cai," said Minh. "It is not acceptable to consider ethnic minorities 'backward', it is wiser to recognize the different characteristics of each ethnic minority group in order to have proper interventions. When ethnic minority students turn in poor learning performances, we should realize that it is due to the weakness of education processes."

Figure 16: A case study on language of instruction in VietNam

5.4 Parental education and participation

Parental participation in education stands out as a key principle for children's learning and their lives, along with the involvement of the wider community in the support of children's education. The 2013 Human Development Report explains that better education of parents, especially of mothers, improves child survival. Working women and more-educated women (who tend to complete their schooling before bearing children) are likely to bear fewer children. Educated women also have healthier children who are more likely to survive thus reducing the incentive to have a larger family. Educated women also have better access to contraception and use it more effectively. (p 89)

However, often parents are also facing multiple systems of disadvantage and they themselves may not have had the benefit of education or see its relevance. They may view what happens at school as best left to those who are in the school and there are often few openings for their positive participation. The ILOPS Project, Marphatia et al 2010, interviewed over 6, 800 parents in four African countries (Burundi, Malawi, Senegal, Uganda) and found that there were a number of ways in which parental participation could be increased for positive learning outcomes for children both at school and at home.

A number of researchers discuss the importance of parental participation in children's learning for example, Heugh & Mulumba, 2013 discussing the place of home learning centres in Uganda; Banerji, 2014 discussing the place of parental participation in young children's learning in the early years including Standard 1. She gives the following example:

"For example a recent study tracking children in early years in Assam, Rajasthan and Andhra Pradesh found that although a high proportion of young children in Andhra Pradesh had been to private schools and pre-schools, children in Assam who had attended anganwadis did better on many dimensions of school readiness. What was different in Assam was that mothers were more educated and home literacy environments were much richer - more mothers telling stories and reading stories to children, for example."(Banerji 2014, p 8)

The following diagram outlines some recommendations for parental participation from the ILOPS research. (Marphatia et al, 2010)

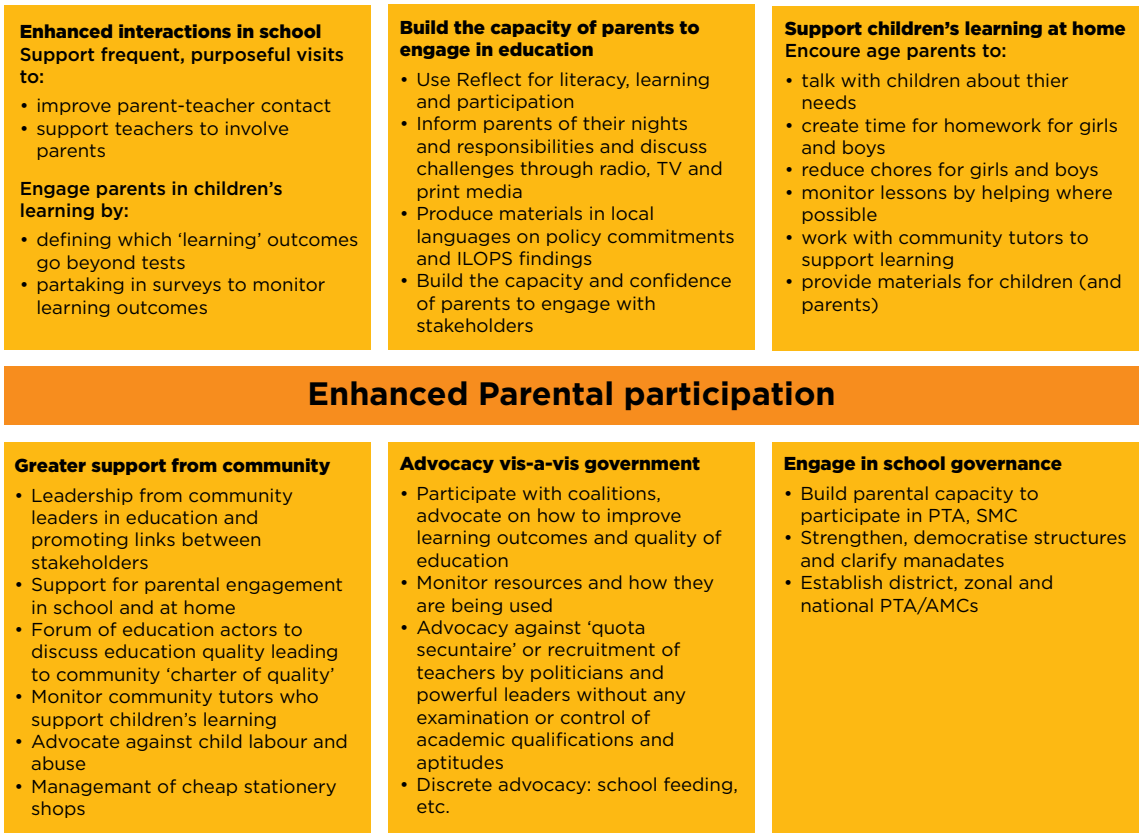

Figure 17: Recommendations for enhanced parental participation in schools, In Marphatia et al, 2010 p36

Case study on Parental Participation[21] Using the Reflect approach to involve parents in the ILOPS research

The engagement of parents in conducting the local-level research and responding to the questions was facilitated by community based organisations and Reflect facilitators who were supported by the national Research institute. The Reflect approach is an innovative methodology inspired by the political philosophy of Paolo Freire. It combines adult literacy, participatory learning and action techniques with community empowerment approaches. In the ILOPS project, the overall goal of *Reflect* was to raise parents' awareness of their roles and responsibilities in relation to schools and the education of their children. Current *Reflect* methodology was used to enable illiterate and semi-literate parents to participate in the design and collection of data, the analysis of findings and subsequent action planning. During the survey, parents and other researchers spoke with other stakeholders about their understanding of learning outcomes, what they expect their children to learn at school, what their role should be in their children's learning, how they can support the learning

[21] http://www.actionaid.org/sites/files/actionaid/ilops_parents_final.pdf

process and how they can participate in school management. In *Reflect* processes adult learners develop their own learning materials by constructing maps, calendars, matrices, diagrams or use drama, story - telling, songs and role plays to examine social, economic, political and cultural issues from their own environment. Reflect specifically works with attitudes and behaviour to foster social change. In the ILOPS Project, visual tools developed by the learners were used to structure and stimulate discussion. For example, Venn diagrams and a preferential matrix helped to identify and rank the determinants of student success by importance. These methods were used not only to elicit responses to the survey questions but also to involve parents in critical discussion about roles and responsibilities.

This participatory approach was an eye-opener for the team of partners who joined parents in doing the research. It challenged their preconceptions of participation and knowledge. During the final project evaluation, one partner explained, *What's most interesting is that illiterate parents, through the research, were able to give their opinion...Working with teachers and parents, sometimes (those who can't read), in this participative process, that was very... very exhilarating. We realised it was possible to include lay communities in an action research process where they used their own values and their own knowledge and experience. For them to keep learning at the same time. I think that was unique*. (Edge et al., 2009b 13)

As a result, parents are showing more interest in schools and discussing their own and other stakeholders' roles. The *Reflect* facilitators are now working with the 'Reflect circles' (the basic unit of organisation of a Reflect programme – a group of Reflect participants who meet together on a regular basis with a facilitator to carry out Reflect activities) to engage basic education power holders in creating responsive, participatory

and accountable systems of management and governance. Links are forming between budget monitoring and tracking learning outcomes with training being provided for adult learners to effectively track school performance and outcomes.

Community training manuals for Reflect facilitators and parents on participatory school governance were developed by Pamoja (the Africa Reflect network) in both Uganda and Senegal.

For more information on Reflect visit the website: www.reflect-action.org

Figure 18: A case study on parental participation in Africa from Marphatia et al 2011 p13

5.5 Gender

The world has moved forward since the development of the Millennium Development goals and there is still proposed post 2015 stand-alone gender goal. It is definitely needed as we still have a long way to go to achieve gender equality, especially in education. For example, the World Policy Analysis Database shows that the valuing of equal rights as set out in national constitutions is not universal:

Do constitutions take least one approach to gender equity?

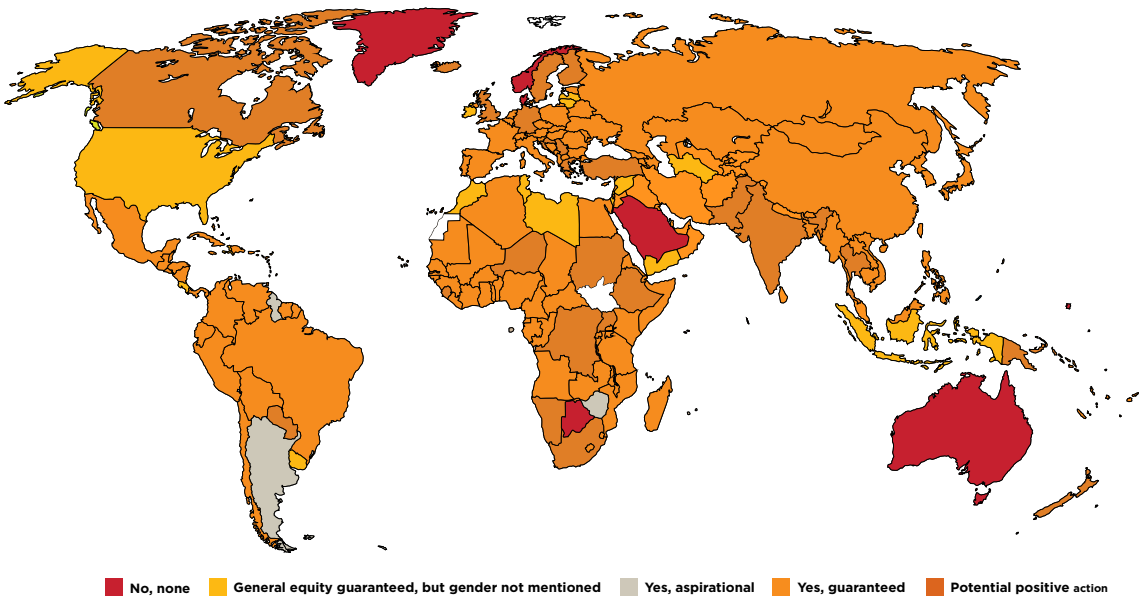

Figure 19: From McNeill and Heymann World Fact Sheet, March 2012

Only 16 constitutions specifically prohibit discrimination in education on the basis of gender. 32 countries have general prohibitions on discrimination in education that could apply to girls. (McNeill & Heymann, 2012)

The way in which poverty and gender interact can be understood through the use of a new measure called the Individual Deprivation Measure (IDM): a tool which measures at an individual level 15 dimensions of life important to poor women and men in households. (Smith and Crawford, 2014) These include[22]

Food/Nutrition	Hunger in last 4 weeks
Water	Water source, water quantity
Shelter	Durable housing, Homelessness
Health Care/Health	Health status, health care access; for women pregnant now or within the last 3 years, substitute pre-natal care, birth attendance and actual/intended place of birth
Education	Years of schooling completed, literacy and numeracy
Energy/Cooking Fuel	Source of cooking fuel, any health impacts, access to electricity
Sanitation	Primary toilet, secondary toilet
Family Relationships	Control of decision making in household, supportive relationships
Clothing/Personal Care	Protection from elements, ability to present oneself in a way that is socially acceptable
Violence	Violence (including sexual and physical assault) experienced in the last 12 months, perceived risk of violence in the next 12 months
Family Planning	Access to reliable, safe contraception, control over its use
Environment	Exposure to environmental harms that can affect health, wellbeing, income and livelihood prospects
Voice	Ability to participate in public decision making in the community, ability to influence change at community level
Time-use	24 hour clock (labour burden, leisure time)
Work	Status of/respect in/for paid and unpaid work; safety/risk in relation to paid and unpaid work

Such a tool can differentiate levels of discrimination within households and show how gender differences are set up in families between girls and boys. Gender is an underlying factor in all forms of disadvantage faced by out of school children and this tool is a new way of elaborating this.

[22] http://www.iwda.org.au/research/assessing-development/

The zero draft of the Un Sustainable Development goals post 2015 has a gender goal and targets[23] as follows:

Proposed goal 5. Attain gender equality, empower women and girls everywhere

- **5.1** end all forms of discrimination against women and girls
- **5.2** eliminate all forms of violence against all women and girls in public and private spaces
- **5.3** eliminate all harmful practices, including child, early and forced marriage and female genital mutilations
- **5.4** ensure equal access to quality education and eliminate gender disparities at all levels of education and training
- **5.5** ensure women's equal access to full and productive employment and decent work, and equal pay for work of equal value
- **5.6** reduce and redistribute unpaid care and domestic work through shared responsibility
- **5.7** ensure women's equal access to, control and ownership of assets and natural and other productive resources, as well as non-discriminatory access to essential services and infrastructure, including financial services and ICT
- **5.8** ensure full, equal and effective participation and leadership of women at all levels of decision-making in the public and private spheres
- **5.9** ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD
- **5.10** promote the availability of gender disaggregated data to improve gender equality policies, including gender responsive budgeting
- **5.11** fully engage men and boys in efforts to promote and achieve gender equality and the empowerment of women and girls

Gender remains an overarching concern for all barriers to learning for out of school children. The Global Monitoring Report Gender Summary (UNESCO/ UNGEI, 2013/14) tells us that *"The interaction between gender and poverty is a potent source of exclusion. The poorest girls are being left behind in education progress. On average, if recent trends continue, universal primary completion in sub-Saharan Africa will only be achieved in 2069 for all poorest boys and in 2086 for all poorest girls."*(p 1) This publication outlines the range of reasons why gender parity in education is an imperative and how this can be achieved through increasing support to teachers to end this learning crisis. However, when gender is taken into consideration in education, the whole world of human development changes. As the Global Monitoring Report Gender Summary goes on to say, when women are educated: they have a route to a better life; their chances of workforce participation are increased and gender wage gaps can be closed. Education improves health for women and their children and education for girls and women can promote healthy societies.

[23] http://sustainabledevelopment.un.org/focussdgs.html

Child marriage as a gendered barrier to education

46% of women in South Asia, 38% of women in sub-Saharan Africa and 21% of women in Latin America and the Caribbean are married before age 18. More girls and boys from low income families are likely to be married than from richer families. Where early marriage is common, the ratio of married girls to married boys aged 15-19 is very high (e.g. Mali 72:1). Child marriage often results in early childbirth, dropping out of school and higher rates of infant and maternal mortality. (UNICEF 2005)

UNICEF's (2005) study of child marriage made the following conclusions: Girls married before they turn 18:

- Are less educated, have more children and are married to men who are significantly older.
- are more likely to experience domestic violence and may believe that in some cases a man is justified in beating his wife
- Significant percentages are in polygynous unions.
- are more likely to use traditional or folkloric contraception than those who used modern contraception when trying to avoid pregnancy
- are more likely to come from poor families and from rural areas
- Maybe married early by their families to prevent HIV (although this is not true)
- May be subject to marriage as trade (high cost of dowries, trafficking)

How long are girls protected from marriage compared to boys?

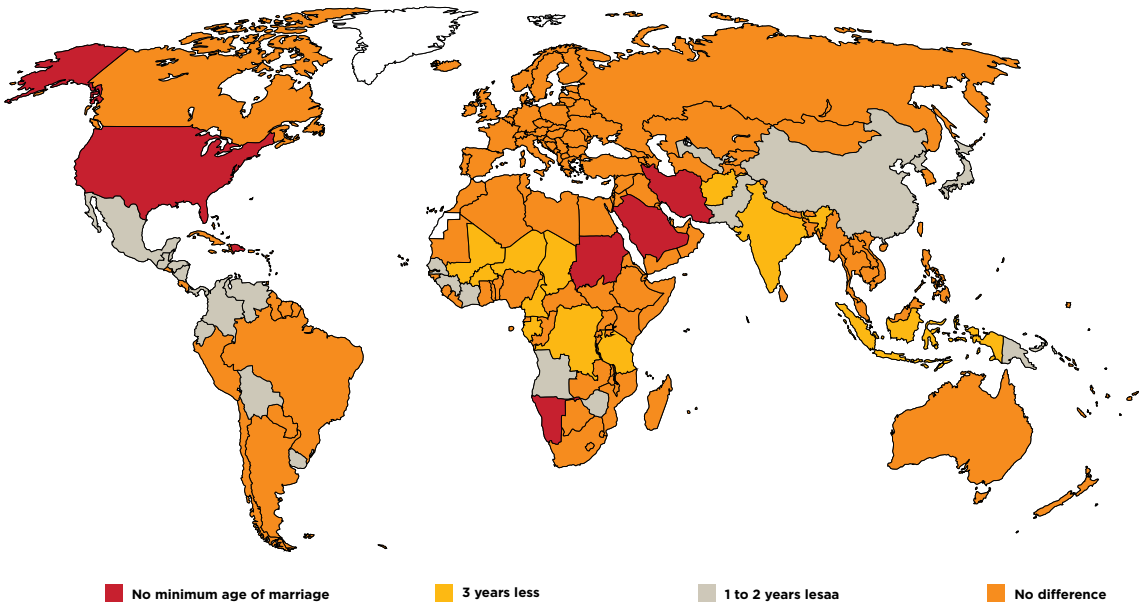

Figure 20: How long are girls protected from marriage compared to boys? From Heymann, J. & McNeill, K. (2013) p 17

Heymann and McNeill (2013) point out that early marriage discriminates against girls. In 54 countries girls are legally permitted to marry between 1 and 3 years earlier than boys. In no countries are boys permitted to marry at an age that is younger than girls. In another document they state that ..."Around the world, early marriage rates are much higher among girls than among boys—these rates are 6:1 in El Salvador and 72:1 in Mali, for example. Marriage at a young age can have devastating effects on girls' education, health, and autonomy as they frequently leave school, give birth at a young age, and have limited household decision-making power. While the vast disparities in early marriage rates among girls and boys are commonly attributed to intractable cultural differences and family preferences, our findings show that this is not the whole story." (McNeill and Heymann, 2013)[24].

Child marriage is also found in counties affected by conflict. ACTED[25] which provides safe spaces and protection services for Syrian refugee children and youth in Iraqi Kurdistan states that their clients face risks of abuse and exploitation, including early childhood marriage which is reportedly on the rise within the camps, due to lack of educational opportunities and difficult living conditions.[26] This could be due to economic conditions in the camps, as well as the lack of educational opportunities. It also becomes a child labour issue as young girls marry and become house servants to their new families in difficult and congested conditions.

Responding to the barrier of early marriage USAID provides the following suggestions:

- Increasing the level of compulsory education may be one tactic to prolong the period of time when a girl is unavailable for marriage.
- Raising awareness of the risks of child marriage
- Working with lawmakers and parliamentarians to promote enactment, implementation, and enforcement of laws and policies that discourage child marriage.
- Working in partnership with parents as child marriage is often a consequence of the constraints and stresses experienced by families as a result of poverty, displacement, or societal pressure. (USAID 2012)

[24] http://worldpolicyforum.org/press/english/WORLD%20Fact%20Sheet%2004%20Child%20Marriage%20English.pdf?648e96

[25] The Agency for Technical Cooperation and Development (ACTED) is an apolitical, and non-confessional international relief agency created in Afghanistan, headquarters in Paris and now (2014)active in 34 countries (Afghanistan, Kyrgyzstan, Uzbekistan, Tajikistan, Nicaragua, the Republic of the Congo (Brazzaville), the Democratic Republic of the Congo (Kinshasa), Iraq, Chad, Haiti, Sudan, India, Indonesia, Sri Lanka, Pakistan, Jordan, Lebanon, the Occupied Palestinian Territory, Central African Republic, Uganda, Kenya, Somalia, Myanmar, Vietnam, Zimbabwe, Cambodia, Libya, Cote d›Ivoire, Yemen, Niger, Mali, South Sudan, Senegal, Thailand, the Philippines. See http://www.acted.org/en/background

[26] http://www.acted.org/en/child-protection-and-early-childhood-marriage-prevention

A case study on response to child marriage in Yemen , USAID 2012.

The Safe Age of Marriage Project

In rural Yemen, USAID's Safe Age of Marriage Project used community mobilization efforts, including school and community-based awareness sessions and mobile clinics to raise the age of marriage in two districts. In 2010, community members pledged to ban child marriage and set marriage dowry at approximately $ 2.000 to deter trade marriage. As a result, the most commonly reported age of marriage of girls rose from 14 to 17 over the duration of the project. The project also helped avert child marriage and helped the first ever female school principal be appointed in Al Sawd District, encouraging parents to enroll and keep their daughters in school.

From baseline to endline, there were statistically significant increases in the proportion of people identifying benefits to delaying marriage (e.g., from 45% to 79% agreed that delayed marriage provides more opportunities for girls' education and from 36% to 67% agreed that delayed marriage leads to healthier pregnancies). The intervention is now being replicated in two new districts, and it will be managed by the Yemeni Women's Union. Due to the entrenched beliefs that Islam condones child marriage, the Yemeni Women's Union is planning to engage a larger proportion of religious leaders as community educators to address these religious misconceptions. In addition to assuming the management of Safe Age of Marriage activities, the Yemeni Women's Union has been actively lobbying the Yemeni government for a change in Yemeni law that would prohibit the marriage of girls under age 17.

Implementing Partners: Pathfinder International, Basic Health Services Project and Yemeni Women's Union
(from 2008-2010)

Figure 21: The safe age of marriage act, Yemen From USAID 2011
Ending child marriage & meeting the needs of married children p15

5.6 Children with Disabilities

Heymann and McNeill (2013) state that children with disabilities make up the largest minority communities and are often the last communities in a country to have their rights fulfilled. This is certainly substantiated by Schuelka & Johnstone (2012) and the 2014 International Disability Alliance's intervention to the CEDAW Committee's General Discussion on Girls'/Women's Right to Education at the UN GA 58th session, (7 July 2014) which states that 'children with disabilities represent approximately 25 million of almost 75 million primary school age children with no access to education, and in developing countries, the percentage of children with disabilities attending schools has been estimated at around 1% and 5%' (p1)[27] Provision of education for children with disabilities is often lacking and falls short of complete coverage. The Salamanca Statement and Framework for Action on Special Needs Education 1994 states that a quality education for children with disabilities is best accessed through including children with disabilities in regular classrooms, enabling all children with the opportunity to learn from and about one another. Heymann and McNeil, 2013 go on to say:

"In Bolivia and Indonesia, children with disabilities are more than 50 percentage points less likely to be in school than nondisabled children; in Cambodia, Colombia, Jamaica, Mongolia, South Africa, and Zambia, this disparity is between 24 and 45 percentage points. Even where the enrolment rates of disabled children are relatively high, disparities are still significant. For instance, in Bulgaria, 81% of children with disabilities aged 7 to 15 are enrolled in school, as are 71% in Jamaica and 76% in South Africa; however, enrolment rates among children without disabilities are 96%, 99%, and 96%, respectively." (p23)

UNICEF's assessment of children with disabilities based on Multiple Indicator Cluster Surveys suggests that "children from the poorest 60% of households are frequently more likely to be at risk for disability than those from the wealthiest 40% of homes. Children with increased risk for disabilities also appear to be more likely to face harsher discipline. Parents of children who screened positive for disability were significantly more likely to report using severe physical punishment in seven of the 15 countries providing discipline data, while children screening negative were reported to be more likely to receive physical punishment in two of the 15 countries." UNICEF, 2008, p2

WHO's Global Report on Disability suggests that conditional cash transfers may need to be adjusted to specific circumstances of children with disabilities. Often families have lower incomes because they are responding to the needs of a child with a disability and the need to stay in the one place may place restrictions on employment. Heymann and McNeill found that in Bangladesh it costs three times as expensive to support a child with severe disabilities as it is to support an average child. (p24)

[27] http://www.ohchr.org/Documents/HRBodies/CEDAW/WomensRightEducation/IDA_OralStatement.pdf

	Low-income countries	Middle-income countries	High-income countries
Availability of Inclusive Special Education for Children with Disabilities in Public Schoools			
No special educaiton for children with disabilities provided within the public school system	5 (18%)	3 (3%)	0 (0%)
Children with disabilities attend separate schools within the public system	5 (18%)	14 (16%)	1 (2%)
Children with disabilities may attend the same school as their peers but are not necessarily taught in the same classrooms	12 (43%)	44 (49%)	6 (13%)
Children with disabilities are able to be taught within the same classrooms as their peers	6 (21%)	29 (32%)	38 (84%)
Government-Provided Family Benefits for Families of Children with Disabilities			
No Known family benefits or benefits only in certain circumstances unrelated to disability	19 (61%)	50 (52%)	10 (22%)
Means-tested family benefits, but no additional support for families of children with disabilities	0 (0%)	6 (6%)	1 (2%)
Family benefits are not means-tested, but no additional support for families of children with disabilities	11 (35%)	15 (16%)	2 (4%)
Specific family benefits for children with disabilities	1 (3%)	25 (26%)	32 (71%)

Sources: World Policy Analysis Center, Education Database and Poverty Database
Definitions: Means-tested benefits are available only ot families with incomes below a certain threshold. Not-means-tested benefits are available to families wihtout considering their income.

Figure 22: the availability of inclusive education for children with disabilities in public schools From Heymann and McNeill 2013 before p 25

A case study raising public awareness of children with disabilities called It's About Ability[28]

It's About Ability
According to official estimates, the number of disabled children in Bosnia Hercegovina (BiH) is 30,000, but this number is likely much higher because many disabled children in BiH are unregistered and kept at home, hidden away from their communities and society overall. In a recent UNICEF survey in BiH, only 10% of respondents said they encounter children with disabilities in their daily lives. One-third of respondents found it unacceptable that a child with intellectual disabilities would attend the same class with their child, and almost half of them would not accept a child with intellectual disabilities as their child's best friend. So understanding the world of children with disabilities is about a change of perception and seeing their abilities at work.

UNICEF's work in promoting the rights of all children including children with disabilities to a quality education has been promoted though a media campaign called It's about ability. See http://www.unicef.org/videoaudio/video_videocontest.html

Figure 23: A case study: It's about ability: UNICEF's changing perceptions about disability

5.7 Children in crisis: Violence against children and child protection issues

Violence against children is not an issue that is found specifically in poor families. The UN Secretary General's Study Violence against children (2006) found that violence against children happens everywhere, in every country and society and across all social groups. Violence against children often happens in familiar settings such as the home, school or other institutions frequented by children and it can often be perpetrated by people known personally to the victim. Children may also be witness to domestic violence in their own home or the violence of war and conflict. Whatever type of violence, it is unacceptable. Violence in education settings can take the form of bullying and intimidation or it can be as a form of punishment. Children may drop out of school because of school-based violence. The Global Monitoring Report Gender Summary (UNESCO/UNGEI 2013/14) states that education can give women the confidence and perception of freedom and autonomy. (p30 Box 4) In a Sierra Leone study it was found that an additional year of schooling reduced women's tolerance of domestic violence from 36% to 26%.

[28] http://www.usaid.gov/sites/default/files/documents/1863/FS%20It%27s%20About%20Ability%20%28Sept%202013%29%20Eng.pdf

A case study on preventing violence in Kenya:

Preventing child abuse and neglect in Kenya

In 1996, a coalition was formed in Kenya with the goal of raising public awareness of child abuse and neglect, and improving the provision of services to victims. An earlier study in four areas of Kenya had shown that child abuse and neglect were relatively prevalent in the country, though no organized response systems existed. Members of the coalition came initially from key government ministries as well as from nongovernmental organizations with community-based programmes.

They were subsequently joined by representatives from the private sector, the police and judicial system, and the main hospital.

All coalition members received training on child abuse and neglect. Three working groups were established, one to deal with training, one with advocacy and the third with child protection. Each group collaborated with specific governmental and non-governmental bodies. The working group on training, for instance, worked in conjunction with the Ministries of Education, Health, Home Affairs and Labour, running workshops for school staff, health professionals, lawyers, social workers and the police. The advocacy group worked with the Ministry of Information and Broadcasting and various nongovernmental organizations, producing radio and television programmes, and also collaborated with the press in rural areas.

Importantly, children themselves became involved in the project through drama, music and essay competitions. These were held initially at the local level and subsequently at district, provincial and national levels. These competitions are now a regular activity within the Kenyan school system.

The coalition also worked to strengthen the reporting and management cases of child abuse and neglect. It assisted the Department for Children of the Ministry of Home Affairs in setting up a database on child abuse and neglect and helped create a legal network for abused children, the "Children Legal Action Network". In 1998 and 1999, the coalition organized national and regional conferences to bring together researchers and practitioners in the field of child abuse and neglect.

As a result of these various efforts, more Kenyans are now aware of the problem of child abuse and neglect, and a system has been established to address the needs of victims and their families.

Figure 24: Preventing child abuse and neglect in Kenya[29] From World Report on Violence and Health Chapter 3 p77

[29] http://www.who.int/violence_injury_prevention/violence/global_campaign/en/chap3.pdf

5.8 Refugees and others caught in war and conflict[30]

The number of people displaced by persecution and conflict as of 31 December 2012 was estimated by the United Nations High Commissioner for Refugees (UNHCR) at 45.2 million – 28.8 million internally displaced persons, 15.4 million refugees and 937,000 asylum seekers. Of the 15.2 million refugees, 10.5 million were refugees under UNHCR's mandate and 4.9 million were Palestinian refugees under the mandate of the UN Relief and Works Agency.[31] Refugee children are children who have been forced to leave their home countries, where they may have been exposed to prolonged conflict and persecution even before leaving. Many spend years in a refugee camp or in a first country of asylum with limited access to education. Some will have had no formal schooling or their education will have been limited and disrupted. Refugee children face a number of challenges in resettlement including maybe learning a new language and a new set of cultural norms and behaviours and adjusting to an unfamiliar school system. Absenteeism and dropout rates mean refugee children often fail.

Fragile states are defined as contexts where "state structures lack political will and/or capacity to provide the basic functions needed for poverty reduction, development and to safeguard the security and human rights of their populations.[32] (Winthrop and Matsui 2008, p5) They report significant progress in advancing education in fragile states, with a number of remaining challenges, including:

- Coordination gaps among development, humanitarian, security, and disaster risk reduction (DRR) actors as their work is rarely brought together coherently at the country level.
- Low education policy priority because policy-makers do not place sufficient attention to continuing education amid fragility.
- Insufficient financing because external financing is limited by aid modalities that are better suited for stable contexts.

[30] http://refugeeresearch.net/ms/bher/resources/projects-related-to-bher/

[31] http://refugeeresearch.net/ms/bher/resources/projects-related-to-bher/

[32] OECD, Principles for Good International Engagement in Fragile States and Situations (Paris: Organization for Economic Cooperation and Development, 2007)

Quality is sometimes forgotten in fragile states and countries in conflict

With a current focus on expanding access and ensuring basic safety and protection for children emphasis on quality education is sometimes absent in fragile contexts. There is a need to ensure literacy and numeracy skills, as well as social and emotional competencies.

A case study on responding to issues of violence and conflict: Healing Classrooms Approach in DRC

The International Rescue Committee (IRC) focuses on ensuring that children and youth who have experienced conflict and crisis are able to heal and have the skills to remain resilient, learn and develop. Education programs that are safe, free from abuse and exploitation, model a caring and supportive learning environment, and integrate academic learning with age/developmentally appropriate social and emotional learning are essential for providing a quality education in conflict-affected countries. The Healing Classrooms approach is based on 30 years of IRC's education work in conflict and crisis-affected areas, as well as four years of research and field-testing in Afghanistan, Ethiopia, Sierra Leone and Guinea. The approach focuses on expanding and supporting the ways in which teachers can create and maintain "healing" learning spaces in which children can recover, grow and develop. Healing Classrooms are designed to strengthen the role that schools and teachers play in promoting the psychosocial recovery, well-being and social and emotional learning of children and youth. Healing Classrooms recognizes the importance of understanding teachers' experiences, motivation, well-being and priorities to ensure the meaningful and relevant support and training and focuses on supporting teachers to play a positive role during and after crises. IRC's program in the Democratic Republic of Congo uses three key interventions to improve the quality of teaching and learning and create safe and healing classroom environments:

- a curriculum that integrates the Healing Classroom approach;
- a school-based system providing continuous in-service teacher training and coaching; and
- support to school management committees and parent teacher associations in order to increase community participation and decrease violence in education.

Sources: Durlack et al. (2011) Quoted from Fancy, K. and McAslan Fraser, E. 2014, p13

Figure 25: Responding to violence and conflict in DRC

A case study on Measuring Quality Education and Child Friendly Schools in Kenya[33]

Background: One of the primary objectives of the UNICEF Education Programme Section is to increase access to quality education for children across Kenya. To help accomplish this goal, the Programme Section works with the Child Friendly School (CFS) framework to guide holistic inter-sectoral approaches to education quality and equity. The CFS framework has been highly influential in Programme Section planning. However, challenges remain around the monitoring of CFS standards in schools since traditional paper based analysis is costly and time consuming, resulting in incomplete or non-existent analysis.

Project Purpose: The project aims to measure education quality and CFS indicators to inform UNICEF Education programme planning at the school, district, and national levels to help ensure equitable access and education that focuses on quality learning outcomes.

Project Solution: The Kenyan Country Office (KCO) leveraged UNICEF's implementing partners' mobile phones as a means to digitize data collection methods and real-time monitoring and evaluation. KCO partnered with Echomobile.org and ENEZA Education to design and implement a user-friendly, online interface from which SMS on both basic and Android phones and/or web-based (USSD) survey questions can be designed, disseminated, collected and analysed in an integrated and accessible information management system across all Kenyan counties. Furthermore, the online dashboard knowledge management system hosted by Echomobile creates a data feedback loop with UNICEF, the Ministry of Education, KEPSHA officials and head teachers, pupils, parents and teachers on the ground about not only their average Child Friendly School score, but how their CFS score compares and contrasts to other head teachers in the district, county and national levels.

KENYA, 2011. Issack Billow Kusow (standing) teaches class in a clearing at the centre of a thicket, at Habajod Mobile School in a nomadic settlement near Bura Village in Fafi District, in North Eastern Province. Mr. Kusow is the lone teacher at the school, which serves 85 students in one class. © UNICEF/NYHQ2011-1268/CHRISTINE NESBITT

[33] http://unicefstories.org/2014/01/31/measuring-quality-education-and-child-friendly-schools-in-kenya/

The Kenya Primary School Head Teachers Association (KEPSHA) and Kenyan Secondary School Head Teachers Association (KSSHA), KCO, and partners decided to measure the quality of education in two areas:

1. School self-assessment of CFS indicators to inform school improvement planning at school, district and national levels.
2. The impact of student councils in relationship to incidents of school strikes across secondary schools.
3. School emergency readiness during the 2013 Kenyan election period.

Project Scale and Updates: UNICEF KCO has generated a live, interactive database of over 13,800 head teacher contacts, enabling UNICEF and the Ministry of Education to collect over 250,000 SMS-based pieces of data about quality education (Disaster Risk Reduction, enrolment, CFS, student councils, health, and WASH). As a result, UNICEF has provided the Ministry of Education with the ability to track 13,800 school profiles of their needs, what interventions have been applied to the schools (and by whom), and what level of impact has there been because of these interventions.

Takeaways:

- KCO developed a strong partnership with the Ministry of Education, KEPSHA, and KSSHA to be the administrators for the system. Partnering with existing implementing partners allowed for more flexibility and efficiency in designing the project.
- KCO was determined not to allow SMS technology to drive its programming, but instead sought to ensure that programming drove the use of SMS technology.
- Partner with software providers that are locally based and willing to amend the product as per partner requests in a timely, efficient manner.
- Think about how the final product (presentation and interactive use of the data by high-level policy makers) informs backward product design. Don't get distracted by what technology can do, but think about what policy decision-making needs the technology to do.

Figure 26: Measuring Quality Education in Kenya

Other groups of children who are out of school include those with Ill health, poor nutrition, or HIV/Aids; those out of school because of natural disasters; those whose education is affected by climate change and those who are in school and not learning. Whichever way OOSC children are defined, opportunities for learning must face the barriers present and deal with them through relevant provision of education.

5.9 Policies and Plans...into action

The discourse of the post 2015 goals is certainly focused on the most marginalised alongside more global reasons such as conflict and climate change that have the ability to push marginalisation even further in the wrong direction. However what is needed are policies that focus on relevant local reasons for disadvantage and that provide strategies that can be used to achieve them.

The work of local programmes and local NGOs and CBOs will come to the fore as countries commit to reaching and empowering specific disadvantaged groups for learning. Such groups can gain access to government funding sources but they may be more efficient (they can act faster and be more responsive to actual OOSC needs and provide practical responses such as work, training, resources). However, their work will also need to be recognised by national policies, audited nationally and contribute to national assessments.

The move currently underway to merge the strengths of larger international organisations (such as GPE) and new approaches (such as EAC) in partnerships also allows for better focus ad shared funding.

National governments that will need to step up and commit to reaching the most marginalised be they ethnic minorities, children with disabilities, children living in conflict zones, or in remote areas; children affected by HIV or other health issues or children out of school because of issue related to family economy, or any combinations of those listed. The work of UNESCO/UIS in identifying specific groups who miss learning is a support to such endeavours.

6.0 So what is the answer? Context, country and cost effectiveness

Multiple systems of disadvantage will call for multiple opportunities for education response, dependent on context, country and cost effectiveness. Pritchett, Banerjii and Kenny 2013 quote Glewwe and colleagues[34] as saying that ***"the most consistent results" in improving learning outcomes "reflect having teachers with greater knowledge of the subjects they teach, having a longer school day, and providing tutoring. . . .It makes a difference if the teacher shows up for work."*** Pritchett, Banerjii and Kenny go on to say: "Teacher absenteeism is a significant problem; on an average school day, 11 percent of teachers are absent in Peru, 16 percent are absent in Bangladesh, and 27 percent are absent in Uganda. Even when they are present, teachers may make limited efforts to create a friendly learning environment. ASER's[35] observation of rural education practices in 1,075 classrooms across five Indian states reveals that in only about a quarter of classrooms was a student witnessed asking a question. Other child-friendly practices—joking with students, displaying student work, encouraging students to work in small groups—were even less common." Quoted in Pritchett, Banerjii and Kenny, 2013, p9

[34] Glewwe P., E. Hanushek, S. Humpage, and R. Ravina. 2011. "School Resources and Educational Outcomes in Developing Countries: A Review of the Literature from 1990 to 2010." NBER Working Papers 17554, Cambridge MA: National Bureau for Economic Research quoted in Pritchett, Banerjii and Kenny 2013

[35] Annual Status of Education Report, India, facilitated by Pratham

Several agencies have studied what actually makes a cost effective difference for student's learning. The Jamaal Poverty Action Lab (JPAL) has completed a study of cost effectiveness of particular types of inputs. The group makes the following provisos that context and price are always area-specific and may not always transfer to other countries and contexts.

- To address low student attendance, deworming treatment and informing parents about the long-term returns to education have found to be of value.
- To address teachers' absenteeism, attendance-based incentives can help but they must be impersonally administered.
- To increase student learning: performance- based pay for teachers (not necessarily about teaching to the test but about assessing teachers' professional and practical abilities and rewarding good practice); streaming students, i.e. matching instruction to students' existing skill levels and incentives such as providing merit scholarships for students are effective . However it was also found that simply providing more inputs (such as textbooks) has little impact on learning.

As a summary they present the following figure and explain how it has been developed:[36]

The figure relates to cost-effectiveness of programs that have been developed to improve student learning. "The cost-effectiveness of each program is measured as the ratio of the aggregate impact of the program—the average test score improvement per student multiplied by the number of students impacted—to the aggregate cost of implementing the program. The numbers presented in the graph represent the total number of standard deviations gained across any sample size for US$100. JPAL goes on the explain that cost-effectiveness analysis does not, by itself, provide sufficient information to inform any policy or investment decisions, but it can serve as a useful starting point in the decision-making process by highlighting trends in the types of programs that tend to be the most cost-effective in general."

[36] http://www.povertyactionlab.org/policy-lessons/education/student-learning#more

Improving Student Learning: Cost-Effectiveness of Education Programs

No	Program	Additional SD per US$100	Impact (Standard Error)	Citation
1	Unconditional cash transfers, Malawi	no sig impact	-0.03 (0.084)	Baird, McIntosh, and Özler 2011
2	Minimum conditional cash transfers, Malawi	0.06	0.202 (0.118)	Baird, McIntosh, and Özler 2011
3	Girls merit scholarships, Kenya	1.37	0.27 (0.160)	Kremer, Miguel, and Thornton 2009
4	Village-based schools, Afghanistan	2.11	0.588 (0.146)	Burde and Linden 2012
5	Providing earnings information, Madagascar	118.34	0.202 (0.106)	Nguyen 2008
6	Reducing class size, Kenya	no sig impact	0.074 (0.088)	Duflo, Dupas, and Kremer 2012
7a	Textbooks, Kenya	no sig impact	0.023 (0.087)	Glewwe, Kremer, and Moulin 2009
7b	Textbooks for top quintile, Kenya	3.56	0.218 (0.096)	
8	Flipcharts, Kenya	no sig impact	-0.006 (0.048)	Glewwe et al. 2004
9	Reducing class size, India	no sig impact	0.056 (0.068)	Banerjee et al. 2007
10	Building/improving libraries, India	no sig impact	-0.045 (0.063)	Borkum, He, and Linden 2013
11	School committee grants, Indonesia	no sig impact	0.129 (0.094)	Pradhan et al. 2012
12	School committee grants, Gambia	no sig impact	0.030 (0.090)	Blimpo and Evans 2011
13	Adding computers to classrooms, Colombia	no sig impact	0.109 (0.104)	Barrera-Osorio and Linden 2009
14	One Laptop Per Child (OLPC), Peru	no sig impact	0.003 (0.050)	Cristia et al. 2012
15	Diagnostic feedback, India	no sig impact	0.002 (0.045)	Muralidharan and Sundararaman 2010
16	Read-- a-- Thon, Philippines	1.18	0.130 (0.050)	Abeberese, Kumler, and Linden 2007
17	Individually-paced computer assisted learning, India	1.54	0.475 (0.068)	Banerjee et al. 2007
18	Extra contract teacher + streaming, Kenya	1.96	0.248 (0.248)	Duflo, Dupas, and Kremer 2011; 2012
19	Remedial education, India	3.05	0.138 (0.047)	Banerjee et al. 2007

20	Streaming by achievement, Kenya	34.56	0.176 (0.077)	Duflo, Dupas, and Kremer 2011
21	Contract teachers, Kenya	(saves money)	0.228 (0.058)	Duflo, Dupas, and Kremer 2012
22a	Teacher incentives (year 1), Kenya	no sig impact	0.048 (0.061)	Glewwe, Ilias, and Kremer 2010
22b	Teacher incentives (year 2), Kenya	4.54	0.136 (0.071)	
22c	Teacher incentives (long-run), Kenya	no sig impact	0.077 (0.071)	
23	Camera monitoring, India	2.27	0.170 (0.090)	Duflo, Hanna, and Ryan 2012
24	Training school committees, Indonesia	no sig impact	-0.049 (0.069)	Pradhan et al. 2012
25	Grants & training for school cmte, Gambia	no sig impact	-0.08 (0.090)	Blimpo and Evans 2011
26	Electing school cmte & linking to local govt, Indonesia	13.34	0.216 (0.216)	Pradhan et al. 2012
27	Linking school cmte to local govt, Indonesia	34.62	0.165 (0.067)	Pradhan et al. 2012
28a	School grants (year 1), India		0.085 (0.038)	Das et al. 2013
28b	School grants (year 2), India		0.053 (0.045)	
29a	Paying teachers based on school-wide performance (year 1), India		0.141 (0.050)	Muralidharan and Sundararaman 2011
29b	Paying teachers based on school-wide performance (year 2), India		0.154 (0.057)	
29c	Paying teachers based on performance of their students (year 1), India		0.156 (0.050)	
29d	Paying teachers based on performance of their students (year 2), India		0.283 (0.058)	

Access to Education Business as Usual Inputs Pedagogical Innovations Teacher Accountability School-Based Management

We wish to gratefully acknowledge the contributions of the researchers whose work we are drawing on in providing us with original cost data about the programs that were evaluated, and in working with us to develop the cost-effectiveness models. Their support and input has been essential in creating such detailed cost-effectiveness models.

Figure 27: Cost effectiveness of programs aimed to improve student learning from Abdul Latif Jameel Poverty Action Lab (J-PAL) at MIT.[37]

[37] See http://www.povertyactionlab.org/policy-lessons/education/student-learning#more

They explain some significant responses in more detail:[38]

- **Getting children into school** When access to education is extremely limited, getting children into school can lead to large learning gains, e.g. Opening new schools in rural areas of Afghanistan. (Number 4 on Figure 27)
- **Improving student motivation to attend and learn** Giving scholarships to the best performing children (**3**)[39] is a cost-effective strategy to increase both children's time in school as well as their subsequent test scores. In Malawi, providing cash transfers conditional on school attendance (**2**) did increase test scores, but was less cost-effective than some other approaches. Unconditional transfers (**1**) increased attendance but not test scores.
- **Providing information to students and their families on the higher wages earned by those with more years of schooling.** The program in Madagascar (**5**), which used existing estimates of the effects of education on wages, was the second most cost-effective program included in this analysis.
- **Providing "more of the same" resources is generally insufficient to improve learning when unaccompanied by other reforms.** Providing additional teachers to reduce class sizes had no effect on student test scores in India (**9**) or Kenya (**6**); the provision of non- teacher inputs, such as flip charts (**8**) or textbooks (**7a**); when schools are given discretionary grants to buy the inputs they feel the students need. One grant program in India (**28**) had a positive impact on test scores after the first year, but this impact was offset by a reduction in household education spending. After the second year, there was no program impact.
- **Providing interventions that direct instruction toward children's actual learning levels are the most consistently effective at improving learning outcomes, and are also very cost-effective.** Reassigning students to classes by initial learning level (streaming), costs very little, improves test scores, and is extremely cost-effective (**20**). Hiring new contract teachers to allow the class to be divided, streaming is still cost-effective (**18**). Providing targeted help for students in the lower half of their class (**19**), as well as computer programs that allow for self-paced learning, are also quite cost-effective (**17**).
- **Providing incentives for teachers can lead to significant learning gains if they are objectively administered and structured in such a way as to discourage "teaching to the test."** Linking teachers' salaries to their attendance—objectively monitored through daily photos of the teachers with their students—was both an effective, and cost-effective, strategy for improving student test scores (**23**). When incentives are tied to student learning outcomes, there may be a danger of "teaching to the test. A program in India (**29**) that linked teachers' pay with their students test score performance led to test score gains that seem to represent an actual increase in learning.
- **Providing an extra teacher on a short-term contract can produce significant learning gains at a relatively low cost.** Contract teachers—who are hired and held accountable by the local community and whose contracts can be

[38] This section is largely taken from http://www.povertyactionlab.org/policy-lessons/education/student-learning?tab=tab-background It would be useful to access the detail of specific evaluations on this website when deciding in specific interventions.

[39] These numbers relate to numbers on Figure 27.

terminated if they perform poorly—are often more likely to attend school and extend more effort when in the classroom then their civil service counterparts. Contract teachers are often paid only a fraction of the salary of civil-service teachers, which makes such programs extremely cost-effective. If we assume the contract teacher is used to replace the civil-service teacher, this intervention saves money and therefore may be considered infinitely cost-effective (**21**).

- **Providing additional resources or information to the community may be insufficient to improve education quality if community members are not given a clear avenue or sufficient power to affect change.** When funds are combined with programs to empower the community, students see large improvements in test scores at a low cost. Programs in Indonesia that aimed to increase the legitimacy and authority of the local school committee (which was already receiving additional funds to spend on educational materials) led to significant learning gains and was highly cost-effective **(26-27**).

6.1 Teachers are key

Firstly there will need to be a greater emphasis on seeking out children in communities and getting them to learning programmes. Knowing and valuing what children bring to the experience of schooling is important. For families, understanding the economic advantages of schooling is also vital. Out of school children are learning about the world in different ways, and in the best education practice, we must find out what it is that children know and can do as we explicitly teach them to read and write and do mathematics. They may know much about plants, animals and agricultural practices where they live. If they have experiences of conflict they may know a lot about supporting younger children and contributing to the development of a household on the run. If they have an ethnic background which differs from the majority they may know a lot about their mother language and the stories which have been told to them in that language.

Always there is a need to work from the strengths of children and to build on these with new knowledge and understandings. So from the supply side, teacher development is central. There are a number of suggestions for ensuring quality teacher education which have been mentioned peripherally so far in this paper:

First and foremost teachers need to learn how to teach children to read and write and do mathematics. How to do this practically may not always be a proviso in teacher training, but until trainee teachers understand how to do this, they will never be able to understand what it is that children know and can do and how to intervene at the point of learning need. Unfortunately many teachers' college courses are actually secondary curriculum catch up courses for undergraduates who haven't yet completed the curriculum. If local children speak a mother tongue which is not the official language, teachers also need to learn the children's language. Initial teacher training also needs to include relevant and supervised classroom experience.

UNESCO/ UNGEI, 2013/14 Global Monitoring Report suggests the need for people with disabilities or from ethnic minorities, or disadvantaged backgrounds to train as teachers. Children who feel that their teachers have nothing in common with them or cannot communicate with them are less likely to engage fully in learning. This may require some flexibility with for entry qualifications to increase the diversity of a teaching corps.

In some countries having a female teacher increases the probability of girls entering school. However where gender disparities are very high there are often few female teachers. Teacher education programmes also need to help male and female teachers to understand their own gender attitudes and perceptions so that they can be aware of the needs of girls and minorities in schools. Also this will help them to critique textbooks and other learning materials for gender or other cultural biases. Teachers also need training in supporting children who are finding learning difficult and who fall behind the majority of students. Again understanding what children know and can do in each learning area, and helping them to learn further by supporting their learning is the task of every teacher.

Much learning in poor contexts is by rote with a poorly trained teacher and often a textbook that a student cannot read because of lack of literacy skills or because the books aren't available or are shared one between too many students. Expecting high rates of learning also depends on what teachers know and can do themselves and how willing they may be (or not) to engage in critical literacy: allowing a range of points of view about information presented. Some students from Asian countries say it's the one thing that is missing from their experience of learning and yet it is the one thing that makes a big difference. It also makes education accountable. Why should children learn if what they are learning is irrelevant to life and won't get them access to a job and a healthy, active and fulfilling life?

Teachers also need to be placed where they will support disadvantaged children. However, as the 2013/14 GMR Report explains, the learning opportunities of children who are already disadvantaged may suffer without access to the best teachers, who seldom work in remote, rural, poor or dangerous areas, where there are larger class sizes, high rates of teacher turnover and a scarcity of trained teachers. "Uneven allocation of trained female teachers is a key factor in wide equity gaps in learning and the reasons some children leave school before learning the basics."(p 43)

Such places are often not attractive to trained teachers so incentives for teachers such as housing, monetary benefits and accelerated promotion, may be needed to attract them to disadvantaged areas. Local recruitment of teachers is also a strategy used to keep children in school. This may also require flexibility in entry requirements for local trainees. Ensuring that gender-based violence is kept from schools is an important task for teachers.

Teachers are central to classroom quality but the range of responses which are needed to support children for learning are much broader given the web of intersecting inequalities that many children face. Aslan and Kingdon's 2008 study of quality makes the following conclusions about teachers.

- Girls benefit from being taught by female teachers.
- Teaching 'process' variables such as lesson planning, involving students by asking questions during class and quizzing them on past material impact student achievement strongly.
- Within the government sector, better schools hire more 'effective' teachers (i.e. whose official language skills are better and who spend more time quizzing pupils on past work)

- Better schools also adopt incentive mechanisms that discourage teachers from moonlighting.
- Good private schools hire more 'effective' teachers but their success rests in adopting a teaching methodology that encourages pupil-testing and adopting an interactive approach during lessons. They also retain better teachers by renewing their contracts and firing the less effective ones.[40]

Teachers will also be more effective when they are actually present in school, and JPAL's analysis above provides some specific interventions that incentivise teacher attendance in schools.

Knowing how to support children who are failing to learn to read, write and do mathematics is a central role of every teacher and is the central reason why knowing what children know and can do and building on it is the teacher's job, (as opposed to covering the written curriculum for the grade in question). Teachers teach children how to access content knowledge through the skills of literacy and numeracy. They don't just teach content knowledge.

6.2 Align Curriculum goals, instructional materials and the ability of students

We can all remember the lesson or lecture when the teacher explained something that we just didn't understand but we were not confident about questioning for fear of being seen as stupid. Learning how to nod as though you are understanding everything the teacher is saying is a skill that we all learn early and use often, while hoping that somehow we will pick up along the way whatever it is that the teacher is imparting. This is not limited to students in OECD countries! There has been much discussion about the need for school curricula to be achievable. Curriculum should be focused on learning literacy and numeracy and should not be overcrowded (Chavan 2014, Banerji 2014). Curricula also need to be gender-responsive and inclusive of all children. Those working on country-level programmes linked to the new learning domains and subdomains planned by the Learning Metrics programme for the post 2015 agenda will need to heed these ideals. Pritchett & Beatty[41] wonder if we are constructing schools and curricula for children who actually don't exist? (i.e. children who are all able to learn a year's worth of curriculum plans within a year in classrooms with others who may or may not be able to do so). As they state, "The usual question is "why are students so far behind the curriculum?" but the more telling question is "why is the curriculum so far ahead of the students?" Pritchett and Beatty 2012 p 9. Textbooks can also exacerbate this problem. As Coruch, Korda and Mumo, 2009 point out: "Textbooks are too ambitious relative to what children can do... teaching does not take children from where they really are to where they ought to be; it focuses on where children ought to be in a manner that is not tethered to reality." (p22)

Banerji's writing about India's Right to Education Law (2014) is apt. If an educational system recognizes a gap between the fast pace of curriculum and actual learning

[40] http://recoup.educ.cam.ac.uk/publications/WP19-Whatcanteachersdofinal.pdf

[41] Beatty, A and L Pritchett (2012), 'The Negative Consequences of Overambitious Curriculum', Working paper - Centre for Global Development, Washington DC.

of curriculum, then it just can't be "business as usual". Efforts that focus explicit teaching on student actual skill/ability can have enormous pay-offs, whether through remediation such as Pratham's programs in India,[42] Early Grade Reading Assessment Plus-like programs,[43] Reading Recovery (see here in Spanish)[44], Room to Read[45], private schools, community controlled schools, tracking, multi-grade teaching, hiring village based youth volunteers who after a week of training, conducted after school reading camps for two to three months[46] all to allow for catch up programs, or the adoption of other pedagogical reforms that allow teachers to focus on student mastery of basic literacy and numeracy. The combined innovations described in All Children Reading[47] provide a range of examples of how this can be done. There also needs to be a focus on meeting early and achievable goals the typical student, rather than the high stakes exams such as university entrance exams.

"There is an increasing body of evidence from interventions that follow the "five Ts" (Time on task, teaching teachers, texts, tongue of instruction, and testing) in early intervention can produce effective results." Pritchett & Beatty, 2012, p 41 go on to suggest interventions including Breakthrough to Literacy in Zambia (USAID, 2011)[48] and the Malindi District Experiment in Kenya (Crouch, Korda and Mumo, 2009).[49] However these are definitely examples of procedural learning[50] that don't take into account a blend of learning techniques and more interactive pedagogical techniques such as inquiry-based learning programs (those that focus on problem-solving skills, are student-centered, and activity-oriented). It was these that Conn 2014 found to have" an extremely high pooled effect size". (Conn, 2014, p 61)

Without literacy and numeracy it's hard to access vocational learning and to enter the world of work. Where instruction is not relevant or adapted to the needs of the labour market it will need to be adapted. There are some new plans where labour markets train kids for real jobs and then employ them directly. But is this education and do kids miss out on the experience of culture and history, philosophy and the arts? A poorly educated labour market affects development and there needs to be a smooth transition from learning to work.

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[42] See http://www.povertyactionlab.org/education for details of impact evaluations of Pratham interventions which focus on teaching at the right level.

[43] http://blog.usaid.gov/2010/09/early-grade-reading-assessment-egra-plus-liberia/

[44] http://readingrecovery.org/descubriendo-la-lectura

[45] http://www.roomtoread.org/document.doc?id=1022

[46] Muralidharan, K. 2012 Priorities for Primary Education Policy in India's 12th Five-year Plan India Policy Forum NCAER and Brookings Institute http://www.ncaer.org/popuppages/eventdetails/ipf_2012/karthikmuralidharan.pdf

[47] All Children Reading http://allchildrenreading.org/wordpress/wp-content/uploads/2013/12/ACR_Innovator-brochure.pdf

[48] Although a later assessment of this programme by Chemonics International in 2012 holds a differing viewpoint.

[49] https://www.eddataglobal.org/documents/index.cfm?fuseaction=pubDetail&ID=154

[50] Those lessons that break learning down into a set of skills to be mastered sequentially

6.3 Investments in education must focus on outcomes

Funding for education works under some new frameworks in the new millennium. The Global Partnership for Education uses a pooled funding mechanism at the global level and thus can use its resources to support pooled funds at the country level. This spreads risk among many donors and leaves aid less susceptible to political volatility. Educate A Child forms partnerships with existing successful programmes and focuses as well on research into best practice.

Al-Sulaiti 2013 in a short article for Guardian Professional[51] estimates that the cost of educating cost of educating all children in low-income countries could be $53bn per annum. Of this governments provide $24bn, aid agencies provide $2.65 bn which leaves a shortfall of 26.5bn or exactly half of what is needed is not supplied. However Al-Sulaiti goes on to say that the estimated economic gain from achieving universal primary education exceeds the estimated increase in public spending required to enrol those out of school children in primary school.[52]

Birdsall and Savedoff 2011 suggest a form of Cash on Delivery Aid or COD Aid which they feel has a good fit for Education funding. COD Aid has five key features:

1. payment for outcomes,
2. hands-off funders and responsible recipients,
3. independent verification,
4. transparency through public dissemination, and
5. complementarity with existing aid programs. (p 45-46)

Whether or not this style of funding will be used extensively will be seen in the future, but it is one way of tying funding to results that are linked to increased learning proficiency. However this also assumes immediate results in education which aren't necessarily valid or possible. If your next year's tranche depends on this, it may not be a dependable model as change in education takes longer than just programme implementation. What might be a workable model along the same theme of results-based funding for development?

[51] http://www.theguardian.com/global-development-professionalsnetwork/2013/nov/28/universal-primary-education-cost-fund

[52] Burnett, N., A. Guison-Dowdy and M. Thomas. 2013. A Moral Obligation, An Economic Priority: The Urgency of Enrolling Out-of-School Children. Paper presented at High Level Strategic Meeting to Accelerate Efforts to Reach Out-of-School Children. Doha: Educate a Child & Results for Development http://www.educateachild.org.qa/temp/EAC_Cobranded_En_Online.pdf

7.0 Towards a model of Quality for OOSC

A model of quality for working with OOSC needs to take multiple shocks and multiple opportunities into account while building on the knowledge we have about what is cost effective and what has no effect whatsoever.

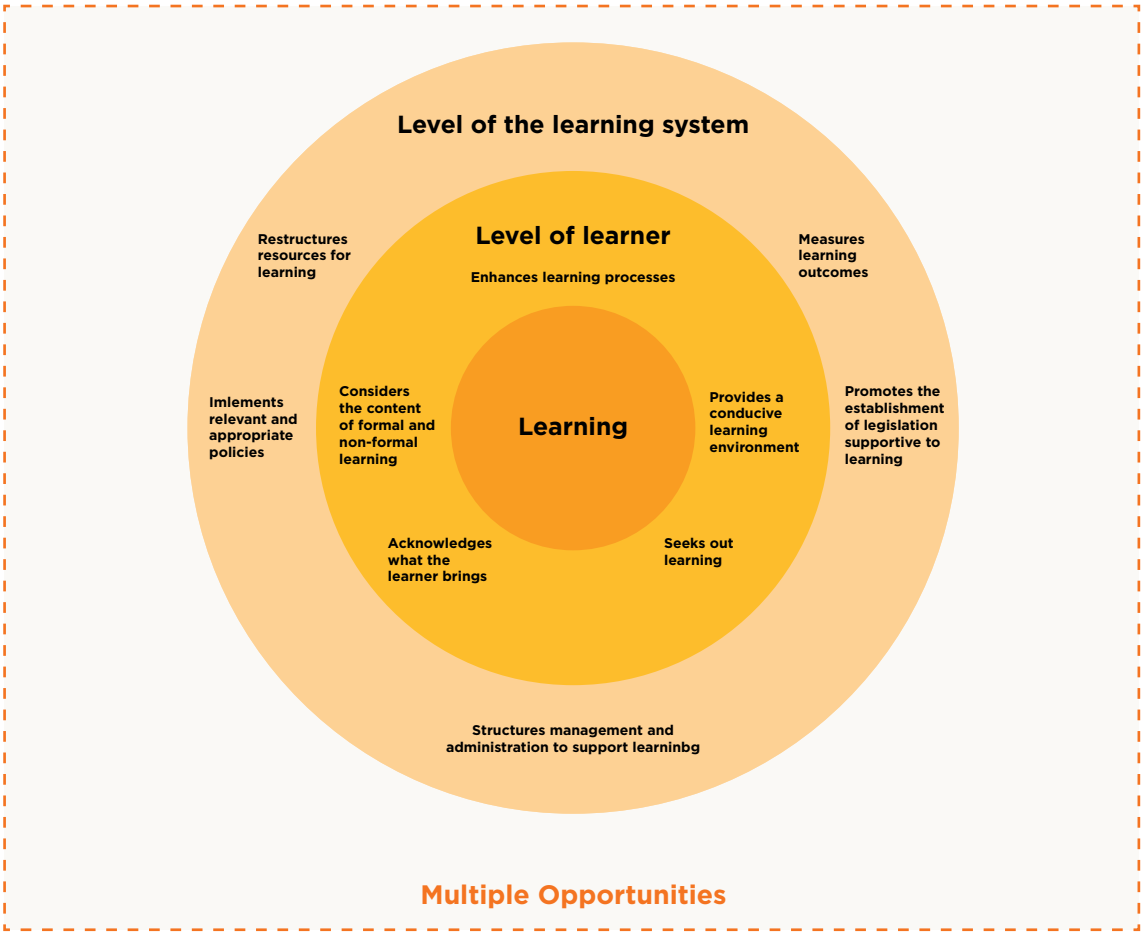
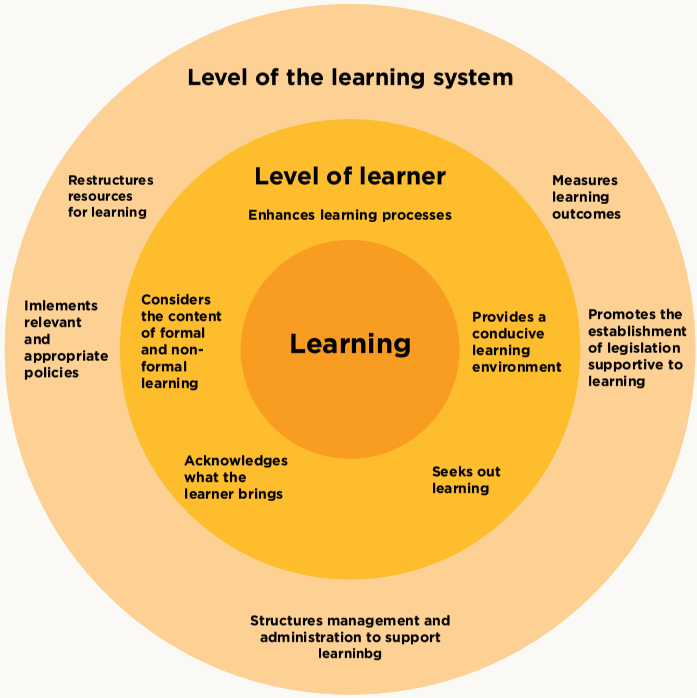


Figure 28: Towards a model of quality for OOSC

This will work out from Pigozzi's 2008 model and attempt to expand its analytical aspects for including OOSC that have been described in this paper. Thus, this new model would enhance the view and obligations of the education system to be much more inclusive of all potential learners. It does this by ensuring that the multiple obstacles that OOSC face are acknowledged and their elimination is considered part of the definition of a quality education. Thus, system provision addresses learning by also taking into account the point of view of the learner and the learner's family and community. The list which follows are simple actions to ensure the model of quality for OOSC in Figure 27.

Multiple Opportunities
Get children into school when limited access exists.
Improve student motivation to attend and learn by giving scholarships to best performing children; provide cash transfers conditional on attending school, especially for girls.
Provide information to students and families on the economic advantages of more years of schooling.
Provide interventions where instruction responds to children's actual learning levels and needs
Provide incentives for teachers, objectively administered and that discourage "teaching to test."
Provide extra teachers on short-term contracts- hired and held accountable by local community
Break nexus between age and grade if most children are not learning
Learning assessment needs to be in the language of instruction, be it mother tongue or official language
Parent participation in schooling is a positive; however it can't interfere with work / earning needs and should fulfil an education need for parents as well



Multiple Opportunities
Start with mother tongue and shift to official language of instruction
Provide learning pathways for children caught in war and conflict
Provide community members with a clear avenue and sufficient power to affect change in their local school
Focus on getting and retaining good teachers and making sure teacher training is practical. In order to become a teacher you should have to prove you can teach reading, writing and mathematics.
Align curriculum goals, instructional materials, & ability and language of students
Ensure access to early childhood programmes valuing home language and culture
Ensure curriculum is not too crowded and is achievable for all children
Where there are learning gaps, hire community-based teachers; organise after school or holiday catch up programmes
Children with disabilities- Focus on inclusive education so children can learn from one another

Figure 28: Redefining a model of quality for OOSC

8.0 Conclusion

At the 2013 WISE conference in Doha, Qatar, Dr Mary Joy Pigozzi, EAC Director, presented ten principles which underpin the work of Educate A Child.

- Act from a rights-based approach and try to change perceptions
- Select OOSC priority areas and groups within countries and know why
- Rely on solid analytical underpinnings and know why you plan certain types of programmes
- Work within the context of national education plans which should focus on fairness and inclusion for all OOSC.
- Emphasize quality and flexibility for retention and learning
- Recognize the power of partnerships
- Create value added through local buy in and alteration
- Build ownership, sustainability and self efficacy
- Learn from monitoring and evaluation in simple messages and practical solutions
- Advocate for OOSC and find the next group of new learners. They will usually be there, either out of school or in school and not learning.

We now know the multiple opportunities which can support out of school children and we have the opportunity to enable children to develop. We need good teachers in difficult places for the long term. We need teachers who can make the commitment to seeking out children, learning their language and guiding them to the next piece of learning. Teachers are critical and systems must support them to do their job well. Communities and families need the opportunity to be involved as key partners in their children's development and encouraging their learning of local as well as nationally defined knowledge sources. Everyone needs a vision of how education can support children's futures when children are given a chance at it.

Things don't have to be perfect and we may have to break the nexus between age and grade. In some places multiple opportunities for learning means a focus on the learning of all in a community (see Heugh and Malamba's 2014 work in Uganda): for parents as well as children using the same or similar facilities and empowering communities to challenge what is provided and to make sure it is functional and sufficient. Most importantly teachers have to build on what children already know and can do....and support the next step. This may mean far more attention to individual and small group tutoring and catch up classes, holiday programmes and learning camps. There are many ways to focus on the learning goal and they are not always in a regular classroom. For children who are lagging behind, working with another child or an assistant teacher who knows what to do and providing the context for success is very important. Teachers teach children; not just content.

We have to move from a charity model of education provision for out of school children to a rights-based approach where children are central actors and enablers. Children can also bring great strengths to lobbying for education as a right: whether they are children with disabilities, child sex workers, indigenous children or any other

of the defined and overlapping groups mentioned above. Often those children who have suffered some form of discrimination and who know what is like to miss out on schooling make good teachers of others, once their opportunity gets taken up. Let's make that opportunity a reality, for all out of school children. No half measures and no short cuts.

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10.0 Glossary

Equity appears to be closely linked to education and poverty reduction. A World Bank report (2005) defines equity in terms of equal opportunity (such that economic, sociocultural, and political prospects are based on the efforts or talents of the individual, regardless of circumstances of birth) and avoidance of absolute deprivation (such that societies consider mediation for individuals in the most dire poverty circumstances).

http://educateachild.org/sites/default/files/attachments/EAC_Cobranded_En_Online_0.pdf