Education in the Post-2015 Development Agenda

DRAFT Synthesis Report of the Global Thematic Consultation on Education

Prepared for UNICEF/UNESCO

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The consultation is co-led by UNESCO and UNICEF, with support from the Government of Canada, the Government of Germany and the Government of the Republic of Senegal.
Disclaimer: This report is based on and reflects an extensive global public consultation, held from September 2012 to March 2013. Its content and recommendations do not necessarily reflect the views and positions of UNESCO, UNICEF, the United Nations, the Government of Canada, the Government of Germany or the Government of the Republic of Senegal. Moreover, this text has not been edited or fact-checked to official UNICEF publications standards, and UNICEF accepts no responsibility for errors.

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### List of Abbreviations

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<th>Acronym</th>
<th>Full Form</th>
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<tr>
<td>AIDS</td>
<td>acquired immunodeficiency syndrome</td>
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<tr>
<td>ASPBAE</td>
<td>Asia South Pacific Association for Basic and Adult Education</td>
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<td>AUC</td>
<td>African Union Commission</td>
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<td>BEC</td>
<td>Basic Education Coalition</td>
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<td>BMZ</td>
<td>Federal Ministry of Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit)</td>
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<td>CCNGO</td>
<td>Collective Consultation of Non-Governmental Organizations</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>CIGI</td>
<td>Centre for International Governance Innovation</td>
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<td>CRPD</td>
<td>Convention on the Rights of Persons with Disabilities</td>
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<td>DRR</td>
<td>Disaster Risk Reduction</td>
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<td>DSW</td>
<td>Deutsche Stiftung Weltbevoelkerung (German Foundation for World Population)</td>
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<td>EAC</td>
<td>East African Community</td>
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<td>EDI</td>
<td>Education for All Development Index</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>ECCAS</td>
<td>Economic Community of Central African States</td>
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<td>ECCE</td>
<td>Early Childhood Care and Education</td>
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<td>ECE</td>
<td>Early Childhood Education</td>
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<tr>
<td>ECOWAS</td>
<td>Economic Community Of West African States</td>
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<td>ESD</td>
<td>Education for sustainable development</td>
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<td>EUCIS-LLL</td>
<td>The European Civil Society Platform on Lifelong Learning</td>
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<td>GAC</td>
<td>Global Agenda Council on Benchmarking Progress</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GCE</td>
<td>Global Campaign for Education</td>
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<td>GTCEM</td>
<td>Global Thematic Consultation on Education in Post-2015 Agenda Meeting</td>
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<td>GMR</td>
<td>(Education for All) Global Monitoring Report</td>
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<td>Acronym</td>
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<td>GNP</td>
<td>Gross National Product</td>
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<td>GPE</td>
<td>Global Partnership for Education</td>
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<td>GPI</td>
<td>gender parity index</td>
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<td>GYEEADA</td>
<td>Ghana Youth Employment and Entrepreneurial Development Agency</td>
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<td>HIV</td>
<td>human immunodeficiency virus</td>
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<td>HLP</td>
<td>High-level Panel</td>
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<td>IBE</td>
<td>International Bureau of Education</td>
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<td>ICAE</td>
<td>International Council for Adult Education</td>
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<td>ICRW</td>
<td>International Center for Research on Women</td>
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<td>ICT</td>
<td>Information and Communications Technology</td>
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<td>ICPD</td>
<td>International Conference on Population and Development</td>
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<td>IDP</td>
<td>Internally Displaced Persons</td>
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<td>IEARN</td>
<td>International Education and Resource Network</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>ILEAD</td>
<td>Institute for Livelihood Education and Development</td>
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<td>INEE</td>
<td>Inter-Agency Network for Education in Emergencies</td>
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<td>LESDEP</td>
<td>Local Entrepreneurial and Skills Development</td>
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<td>MDG</td>
<td>Millennium Development Goals</td>
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<td>NLAs</td>
<td>National Learning Assessments</td>
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<td>NGO</td>
<td>non-governmental organization</td>
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<td>NYEP</td>
<td>National Youth Employment Program</td>
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<td>ODI</td>
<td>Overseas Development Institute</td>
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<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
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<td>OER</td>
<td>Open Educational Resources</td>
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<td>PEI</td>
<td>Planet Earth Institute</td>
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<td>PISA</td>
<td>Programme for International Student Assessment</td>
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<td>Acronym</td>
<td>Full Form</td>
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<tr>
<td>SADC</td>
<td>Southern African Development Community</td>
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<td>TVET</td>
<td>Technical Vocational Education and Training</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
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<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>UPE</td>
<td>Universal Primary Education</td>
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“[…] we cannot continue to tell young people that they are the future, if we don’t provide them with the tools and resources they need to be successful in that future.”

- Jamira Burley, Executive Director of City of Philadelphia Youth Commission, a member of the Youth Advisory Group, Global Education First Initiative

1. Introduction

As the 2015 target date for the Millennium Development Goals (MDGs) approaches, the United Nations (UN) Secretary-General has initiated a process to generate discussion and dialogue about the post-2015 framework. To this end the UN System Task Team on the Post-2015 UN Development Agenda was established to coordinate the process. The process includes national and regional consultations as well as 11 global thematic online consultations. The thematic consultations include: Conflict and Fragility, Education, Energy, Environmental Sustainability, Food Security, Health, Governance, Growth and Employment, Inequalities, Population Dynamics, and Water. The education thematic consultation is co-led by UNICEF and the United Nations Educational, Scientific and Cultural Organization (UNESCO), with the support of the Governments of Senegal, Canada and Germany. The overall objective of the thematic consultation on education is to further the discussion on the relevance, achievements and challenges of both the Education for All (EFA) goals and the MDGs adopted in 2000, in order to inform the development of recommendations on how best to reflect education, training and learning in the post-2015 agenda.

The purpose of this report is to present a summary of the main themes and messages that have emerged from the main consultations that have taken place as described below with a view to informing the discussion at the Global Education Meeting to be held in Dakar on 18–19 March 2013. The discussions emanating from the meeting will result in a detailed synthesis report that combines all of the consultations to date and includes a review of relevant documents. The report will be available for comment to all. Following that, a revised final thematic consultation synthesis report will be produced and submitted to the UN Development Group to inform the deliberations of the High-Level Panel of Eminent Persons and the UN Secretary-General’s report to the General Assembly.

1.1. Structure of the report

Section 2 describes the consultations process, and details how different constituencies were included in the education discussions thus far.

Section 3 summarizes the education strengths and weaknesses of the current education EFA goals and education MDG framework, including the articulation between the EFA goals and the education MDGs as two global education frameworks. Section 4 describes the ways in which the importance of education within the development agenda was emphasized during the consultations.

Sections 5 and 6 identify the main principles and thematic education priorities emerging from the consultations, highlighting several interrelated priorities, none of which are surprising or new. However, collectively they reflect a more expanded vision of quality education at the heart of the post-2015 education agenda.

Section 7 summarizes the main issues emerging from the consultations, identifying several points of convergence as well as a number of strategic issues requiring further deliberation in moving forward towards a post-2015 education agenda. Section 8 focuses on how the post-2015 education agenda may be realized in practice. Section 9 concludes.
2. The consultation process

A number of means were used to facilitate an inclusive and participatory consultations process. The key questions that guided the various consultations were, among others:

- What are the key challenges in achieving equitable access to education?
- How should learning outcomes be measured for education for global citizenship, especially in light of improving skills development, both for jobs and for life?
- What strategies and initiatives could be taken by different stakeholders to bring about lasting improvements to education for global citizenship, especially in light of improving skills development, both for jobs and for life?
- What specific actions can civil society and the media take to effectively lobby their governments for better governance and financing of education?
- What are the key recommendations in the post-2015 development agenda for making a lasting and transformative impact in relation to education for global citizenship?

All of the main inputs used in the drafting of this summary report are listed in Appendix 1. The online consultations as well as the documents submitted for the consultations are available at <www.worldwewant2015.org/education2015>.

During the online education consultation period – which ran from 10 December 2012 to 3 March 2013 – about 3,300 people registered on the online platform, with approximately 14,500 individual visits and more than 24,000 page views. Visitors to the site were from 215 countries and territories. There were also a large number of non-registered and/or anonymous contributors to the online discussions. The online consultations have generated about 550 responses to date.

The web platform also included papers submitted during the web-based consultations, which have been used in this report. Among the papers is a review of relevant documents.

Input for the summary report came from, among other places, a series of regional member states’ meetings convened by UNESCO and UNICEF focusing on the EFA agenda. These included the meetings for the UNESCO-defined Arab Region, Africa Region, Latin America and Caribbean Region, and the Asia and Pacific Region. In total, about 273 persons participated in these meetings, mainly country representatives (a total of 91 countries). In addition, 12 intergovernmental organizations, 21 regional non-governmental organizations (NGOs) and foundations, 1 private-sector company and 6 academies/institutes also participated in the meetings.

NGOs were consulted collectively through a Collective Consultation of NGOs (CCNGO) meeting convened by UNESCO and UNICEF. Some 101 NGOs representing different regions participated in this meeting. The private sector and donor consultation involved a meeting convened by Brookings in February 2013. A total of 37 persons participated; 21 from private-sector organizations/foundations and 15 from donor/international agencies.

A Global Thematic Consultation on Education in Post-2015 Agenda Meeting was held in Dakar, Senegal, 18th -19th March hosted by the Republic of Senegal. This meeting included 50 representatives of national governments, international agencies, and NGOs. The meeting issue an Outcome Summary which summarised the overarching goal for education in a post-2015 development framework.

Recognizing that education has featured prominently in the other 10 thematic consultations, this summary report includes some discussion of the ideas emerging in these forums. These ideas will need to be further developed when the reports from all of the consultations have been published.

The report is a synthesis of the information from the consultations described above and listed in Appendix 1. For both the thematic consultation and the summary reports of the regional and other
meetings, main themes were extracted from these contributions. Any documents that were uploaded to the online consultation by participants were also analysed. An attempt was made to synthesize themes and present voice through this synthesis. All contributions were equally considered, and the focus was on identifying themes rather than on evaluating contributions. For the online contributions it is not possible to identify whether the contributions were from individuals or organizations, or whether there were multiple contributions from individuals and organizations to the different themes. For the other thematic consultations, any material considered to be relevant to education was identified and analysed. While there was clearly representative participation, it is not possible to quantify and locate the source of contributions. An obvious limitation of online consultation is that it privileges contributions from people who have access to this technology. It was also not always possible to discern whether contributions from organizations were representative of organizational thinking or individuals within these organizations.

### 3. Progress and gaps in education

This section sets the context by describing the latest data on progress in the education-related MDGs and EFA goals, then relates the strengths and weaknesses of the current agenda as identified by participants in the consultation.

#### 3.1. Progress in the existing goals

As the consultations noted, there is a large unfinished education agenda as well as some pertinent omissions from the current global agenda. There are about 61 million children of primary school age, including 32 million girls, who are still not in school (UNESCO GMR 2012b) due to financial, social or physical challenges. Moreover, many children do not complete primary school – the primary completion rate is around 87% for developing regions as a whole (UN 2011), but only 70% in sub-Saharan Africa (UN 2012a). Table 1 summarizes the progress to date in the MDGs as a whole, and table 2 summarizes the progress in the education-related goals.

<table>
<thead>
<tr>
<th>Table 1. Summary of global MDG progress</th>
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<tr>
<td><strong>Imagery</strong></td>
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<tr>
<td>Poverty</td>
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<td>Undernourishment</td>
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<td>Primary education</td>
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<tr>
<td>Gender equality</td>
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<tr>
<td>Child mortality</td>
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<td>Maternal mortality</td>
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<td>Drinking water</td>
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*Source: Melamed (2012)*

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<th>Table 2. EFA and MDG progress summary</th>
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<tr>
<td><strong>EFA goal and related MDG</strong></td>
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<tr>
<td>EFA 1 Early childhood care and education (ECCE) Expanding and improving</td>
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Comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

Considerable progress has been made in achieving ECCE. Early childhood well-being is improving, and child mortality and malnutrition rates have declined in many countries in all regions of the world. The MDG target for child mortality, on the other hand, is unlikely to be met. Under-5 mortality remains high, at 123 per 1,000 in sub-Saharan Africa and 88 per 1,000 in South and West Asia. The figures are also high for moderate and severe stunting, at 29% for all children aged 5 or under and at 40% in low-income countries.

Enrolment in preschool programmes has expanded over the past decade. Many countries, such as in Latin America and the Caribbean and in sub-Saharan Africa, have developed ECCE policies, and more and more of these, including many in Asia and the Pacific, understand that such policies must be multi-sectoral and comprehensive. Gross enrolment ratios in pre-primary education are 49% in East Asia and the Pacific and 68% in Latin America and the Caribbean; since 2000, the ratios have increased in South and West Asia, from 25% to 42%, and in Central Asia, from 22% to 29%. Progress has been slowest in low-income countries, with low rates and little improvement seen in sub-Saharan Africa (from 12% to 17%) and the Arab States (from 16% to 19%).

The ECCE index measures overall progress by averaging the percentage of children who survive beyond their fifth birthday, the percentage who do not suffer from moderate or severe stunting, and the percentage of children aged 3–7 enrolled in school. Of the 68 countries for which data are available for 2010, only Belarus achieved a score over 0.95. The 25 countries with an ECCE index score between 0.80 and 0.95, viewed as achieving a middle ranking, are mostly middle-income countries in Central Asia, Central and Eastern Europe, and Latin America and the Caribbean. The remaining 42 countries, with an index score below 0.80, are mostly low- and lower-middle income countries, and the majority are in sub-Saharan Africa.

<table>
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<th>EFA 2</th>
<th>Universal primary education</th>
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<tr>
<td>Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education of good quality.</td>
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On current trends, the target for universal primary education will be missed — although the number of out-of-school children of primary school age was reduced from 108 million in 1999 to 61 million in 2010, with more than half of this improvement seen in sub-Saharan Africa. The rate of reduction was rapid between 1999 and 2004, but then started slowing, and progress has stalled since 2008. Out of 124 countries, the number with a primary net enrolment ratio of more than 97% increased from 37 to 55, between 1999 and 2010. Dropout remains a problem in low-income countries, where an average 59% of children starting

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**MDG 2** Achieve universal primary education. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

School reached the last grade in 2009. The problem is particularly acute for children who start late, and the drop-out rate is highest during the first few years of schooling. Similarly, the MDG Report 2012 finds that the net enrolment rate for primary-school-aged children rose from 82% to 90% in developing world regions between 1999 and 2010, but progress has been slow since 2004. The MDG on primary education also monitors completion rates and literacy rates for young people (aged 15–24). In 2010, the global primary completion rate reached 90%, compared with 81% in 1999. Girls and boys have similar chances of completing primary education in all regions except sub-Saharan Africa and Western Asia. Globally, the youth literacy rate reached 90% in 2010, an increase of 6 percentage points since 1990. Gender gaps in youth literacy rates are also narrowing; globally, there were 95 literate young women for every 100 young men in 2010, compared with 90 women in 1990.

**EFA 3** Youth and adult learning needs

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

Monitoring progress is difficult, not least due to the absence of quantifiable targets and consensus on benchmarks. Recent developments will not produce sufficient data in time to measure EFA goal 3 adequately before 2015. Despite a global increase in the number of children enrolling in secondary school, the lower secondary gross enrolment ratio was just 52% in low-income countries in 2010. Although the number of out-of-school adolescents of lower secondary school age was reduced from 101 million in 1999 to 71 million in 2010, it has stagnated since 2007. Three out of four out-of-school adolescents live in South and West Asia and sub-Saharan Africa.

**EFA 4** Improving adult literacy

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

Most countries will miss EFA goal 4, some by a large margin. There were still 775 million adults who could not read or write in 2010, about two thirds of whom were women. Globally the adult literacy rate has increased over the past two decades, from 76% in 1985–1994 to 84% in 2005–2010 but, partly because the world’s population has grown, the number of illiterate adults has decreased modestly, from 881 million to 775 million.

**EFA 5** Assessing gender parity and equality in education

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

Convergence in enrolment between boys and girls has been one of the successes of the EFA movement since 2000, but more needs to be done to ensure that education opportunities and outcomes are equitable. Of 138 countries with data available, 68 have not achieved gender parity in primary education, and girls are disadvantaged in 60 of them. The Arab States and sub-Saharan Africa, each with a gender parity index (GPI) of 93, have yet to achieve parity, while South and West Asia reached parity in 2010. The number of countries with severe gender disparities halved between 1999 and 2010, from 33 countries to 17. At the pre-primary level, gender parity has been achieved on average, although this reflects low enrolment rates for both boys and girls. At the secondary level, 97 countries have not reached gender parity; in 43 of them, girls are disadvantaged. In sub-Saharan Africa, the GPI in secondary education is only 83. At the tertiary level, there are large regional disparities, with 10 boys for every 6
and in all levels of education no later than 2015.\(^2\) girls studying at this level in sub-Saharan Africa, compared to 8 boys for every 10 girls in North America and Western Europe.

The 2012 MDG Report presents similar results. The primary education GPI for developing regions grew from 91 in 1999 to 97 in 2010, falling within the range 100±3 that is considered to represent parity. Boys’ participation rates were higher than those of girls in 53 out of 131 countries, while the opposite was true in 7 countries. Girls from the poorest households face the biggest barriers to education. The GPI for the developing world in 2010 was 96 at the secondary level and 98 at the tertiary level. Gender parity at the tertiary level hides both large regional disparities and gender differences in areas of study. The 2010 MDG Report notes that women were over-represented in the humanities and social sciences and significantly under-represented in science, technology and, especially, engineering. Completion rates also tend to be lower among women than men.

**EFA 6** The quality of education

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

Of around 650 million children of primary school age, as many as 250 million either do not reach Grade 4 or, if they do, fail to attain minimum learning standards. Pupil-teacher ratios at the primary level improved globally between 1999 and 2010, especially in East Asia and Latin America. But they worsened in sub-Saharan Africa and South and West Asia. Of 100 countries with data at the primary level, in 33 less than 75% of teachers were trained to the national standard. Even those who have received training are not always well prepared to teach in early grades.

Sources: Information is from the *Education for All Global Monitoring Report* (UNESCO GMR 2012a). For the Millennium Development Goals, information is from UN (2010, 2012a).

The EFA Development Index (EDI) provides a snapshot of progress towards the goals for the 120 countries that have sufficient data available. Most of the countries in the top group (EDI > 0.95) are in North America or Europe. In the middle category (0.80 < EDI < 0.95), most of the countries are in the Arab States, and in Latin America and the Caribbean. These include such countries as: Morocco, which has a strong primary enrolment ratio but large gender disparities and low adult literacy; Cambodia, where survival to Grade 5 holds back overall progress; and Lesotho, where literacy rates are high but still only 74 per cent of children are enrolled in primary school. The low category (EDI < 0.80) consists mainly of low- and lower-middle-income countries in sub-Saharan Africa, as well as India, Pakistan and Timor-Leste (UNESCO GMR 2012a).

For countries such as Nigeria and Eritrea, low primary enrolment rates are the main shortfall; by contrast, India and Rwanda have reached universal primary education, yet fall in this category because of high rates of adult illiteracy. The EDI improved in 41 of the 52 countries for which data are available for both 1999 and 2010, with particularly large increases seen in 12 sub-Saharan African countries. Extending the EDI so that it includes the ECCE index (see table 2, above) results in a substantially lower index value in most cases, reflecting often low rates of education enrolment for young children as well as high rates of infant mortality and stunting in some countries.

The available data is helpful for starting to evaluate progress. What is clear is that while there has been considerable progress to date (all MDGs and EFA goals report improvements since 1990);

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\(^2\) The gender MDG also includes the share of women in wage employment in the non-agricultural sector and the proportion of seats held by women in the national parliament, as indicators.
there is a large unfinished agenda. Furthermore, there are still wide discrepancies by region as well as within countries. In spite of improvements as well some areas remain unacceptably high. The section that follows further explores what are considered to be some of the most significant gaps. Goal attainment is also contradictory and complex. Similarly, progress towards targets is usually expressed as aggregates, which sometimes makes sizeable inequalities within countries. The data is helpful but also points to the need for further disaggregation as well as being complimented by qualitative data. The subsequent sections attempt to complement this overview by identifying some of the major areas of concern in terms of progress.

3.2. Strengths and weaknesses identified in the consultation

There was a clear consensus among all of the stakeholders about the necessity for goals and the role these had played in shaping the education agenda. It is widely recognized that the goals provide strategic direction to educational planning and budgeting, and are an important yardstick to monitor progress. The education goals framework is recognized as enabling sector-wide planning, and also as encouraging focused and sustained support from development partners. More effective national planning in particular is identified as a specific strength of the education global agenda. Specifically, regional discussions pointed to the idea of the EFA movement as promoting focused educational planning (including national EFA plans, sector-wide planning and EFA goal-specific planning), advocacy, awareness-raising and mobilizing resources.

While education is central to many country plans and there have been noticeable gains, significant challenges remain. By all accounts, the EFA goals and education MDGs will not be achieved by 2015. Moreover, the goals framework has been criticised in the consultation as having a number of shortcomings. Many of the gaps noted below are encapsulated by the comment below, which was made by one of the participants to the education thematic consultations:

[... the] millennium educational goals have miserably failed in terms of effective, equitable and meaningful education; there are different quality educational institutions for poor and the rich, women are yet socialized to remain inferior to men, patriarchy yet continues and girls are liability, married off in childhood by their parents, there is widespread ignorance about environmental change and global warming. There are yet over populated countries and the problem of unemployment persists.

Underlying many of the gaps is the fact that the current global education approach does not address education in a holistic and integrated manner, privileging the more achievable goals, relegating others in priority such as adult literacy, or targeting the near poor, thus under-serving those who are hard to reach. Specifically, the implementation of the current framework tends to privilege primary education over access to all levels of education; tends to focus on access at the expense of quality; ignores inequality in education; and is not perceived as enabling children, youth and adults to develop the knowledge, skills and values to lead productive, meaningful and valued lives as active citizens.

A narrow vision of education access

While the EFA goals do identify different stages of the education life cycle the agenda has largely been confined to primary education. It can be argued that the broader EFA agenda has been constrained by the narrower focus in the MDG. Not surprisingly then, as can be seen in Table 2 above, progress on other EFA goals, besides primary education, remains uneven and out of step with progress on primary education:

- Progress on ECCE has been too slow. Even in countries with higher enrolment, children in poorer areas are more likely to lack access or to have access only to preschools that are less well resourced. In many countries with low pre-primary enrolment, a large proportion of places are at private preschools that are costly for those who need them most. Moreover, insufficient attention has been paid to childcare and development before pre-primary. Child mortality

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3 See regional consultations for example.
rates have fallen since 1990 to 60 per 1000 children in 2010, but the MDG target of 29 per 1000 is unlikely to be met by 2015. In 2010, there were still 28 countries where under-5 mortality exceeded 100 per 1,000 live births (UNESCO GMR 2012a). As the generally low levels of the ECCE index indicate, many countries are far from achieving acceptable levels of health, nutrition and education for young children.

- The emphasis on UPE in the MDG has also resulted in the effective de-prioritisation of secondary and tertiary education. The Africa MDG Report (AUC et al. 2012) specifically identifies investment in secondary, tertiary and vocational education as a key priority with a strong emphasis on building human capital, innovation, and growth.
- Adult literacy remains an elusive goal, and the target of halving adult illiteracy between 1990 and 2015 will not be achieved by 2015. More than 400 million of the global total of 775 million illiterate adults live in South and West Asia (UNESCO GMR 2012a). Direct measurements of literacy skills reveal large percentages of illiterate adults even among those who have completed primary education.

Lack of a focus on quality
The implementation of the current education framework is perceived as narrowing the focus to access, shifting attention away from the importance of ensuring quality at school. The Africa Progress Panel captures this as “many of the children in schools are receiving an education of such abysmal quality that they are learning very little.” The focus on access and completion ignores what people learn – as many as 250 million children could be failing to read or write by the time they should reach Grade 4 (UNESCO GMR 2012a). In many countries children leave school without having obtained fundamental learning skills. In this way, many children and youth are excluded because they do not acquire basic skills such as literacy and numeracy, which are critical for further learning and employment.

A major barrier to delivering quality education has been resource constraints at the financial, human capital and infrastructural level. One of the gaps in current educational goals is the lack of focus on teachers. Trained and motivated teachers are key agents in improving the quality of education. To provide quality primary education for all, 114 countries will need at least 1.7 million more teachers in classrooms by 2015 than there were in 2010. More than half of the additional teachers are needed in sub-Saharan Africa, which requires 993,000 new teachers. Other regions in need of additional teachers include the Arab States (248,000), South and West Asia (114,000), and North America and Western Europe (174,000) (UIS 2012b).

Gender equality not yet a reality
Although the gender gap has narrowed, many African and Asian countries have failed to provide equal access to education for girls. Girls accounted for 53% of the 61 million children of primary school age who were out of school in 2010. In surveys of 30 countries with more than 100,000 out-of-school children, 28% of girls were out of school on average, compared to 25% of boys (UNESCO GMR 2012b). Completion of primary school is a particular problem for girls in sub-Saharan Africa and Western Asia (UN 2012a). Analysis of surveys in 55 developing countries reveals that girls are more likely to be out of school at lower secondary age than boys, regardless of the wealth or location of the household (UN 2012a). Almost two thirds of the world’s 775 million illiterate adults are women (UIS 2012a). In developing regions, there are 98 women per 100 men in tertiary education (UNESCO GMR 2012a). Yes, there exist significant in inequalities in tertiary education relating to areas of study, with women being overrepresented in the humanities and social sciences and significantly underrepresented in science, technology and, in particular, engineering. Completion rates also tend to be lower among women than men.

Ineffective sexual and reproductive health education inhibits adolescent girls’ access to information on sexual and reproductive health, “thereby contributing to school drop outs especially amongst those..."
“girls at the age of puberty” (contribution to the online consultations). Gender-based violence presents a major challenge to achieving gender equality in education, because it impacts negatively on girls’ participation and retention in schooling and undermines the right to education.

**Equity remains the biggest challenge**

Equity within a region and of individuals and populations within countries remains a problem. Providing good quality education to the marginalized and vulnerable was identified as a key gap. Those living in remote and rural contexts, children forced to take up arms, those forced to work, migrants, and minorities who are discriminated against are some of the marginalized and vulnerable groups that do not have access to quality education. The World Inequality Database on Education (WIDE) highlights how forms of disadvantage overlap and reinforce each other. In the Niger, for example, there are large educational disparities in terms of wealth, which are aggravated by gender; among young women in the poorest wealth quintile, 92 per cent have spent less than two years in school, compared to 22 per cent of young men from the richest quintile. In Pakistan the gender gap is modest for the richest quintile, but in the poorest quintile, 8 out of 10 young women, compared to fewer than 5 out of 10 young men, have less than two years of education (UNESCO 2012a). Particular attention is drawn in the consultations to the disabled, who have not been systematically included in development planning, policies or budgeting. Estimates suggest that 30 per cent of all primary-age children who are out of school are children with disabilities.

**Concerns about aid to education**

Mobilization of resources for education is identified as a key strength of the goals framework at the national and international levels. The Dakar Framework for Action includes a commitment that no country should be left behind due to lack of resources. Increased spending on education has been an important ingredient in positive educational outcomes since 2000, with expanding education budgets in low-income countries being a key contributing factor to education progress. Particular mention is also made of the impact of the global education agenda on directing donor strategies, programmes and policies. A global education agenda is crucial to mobilizing partnerships between all actors, including civil society organizations such as NGOs. The building of national NGO coalitions is regarded as a positive outcome of a global education framework. The involvement of the private sector in the global education agenda is becoming more commonplace. Global frameworks are recognized as important because they facilitate the mutual accountability of all stakeholders.

Nevertheless, the lack of political will to invest in education has been raised as a key concern and gap. Adequate financing and government commitment were often cited as the key obstacles to making adequate progress in achieving the global education goals. The commitment made in Dakar to ensuring that no country with a sound education plan will be thwarted by lack of resources has not been realized. In 2010, the GMR estimated that an additional US$16 billion per year would be needed to provide basic education for all children, youth and adults by 2015. A more recent estimate found that the stagnation of aid and inflation meant that the funding gap had increased to US$26 billion (UNESCO GMR 2013).

**The need for a harmonised global education framework**

The eight MDGs have often been treated as individual projects, with little attention to the interactions between the goals and how efforts to achieve one will influence others. As a basic right, education is an intrinsic good in itself, leading to broadened individual capacities and freedoms. But it is also associated with a host of positive development outcomes – interacting in this way with other factors – to contribute to the achievement of a number of related MDGs.

An issue that emerges in the consultations stems from the fact that the adoption of the six EFA goals preceded the adoption of the MDGs, which include one specific education goal and one related to gender and education. Thus, for many countries, the global education agenda includes a commitment
to progress towards the six EFA goals as well as the MDGs. The consultations point to the fact that the EFA goals framework provides a more encompassing, albeit with gaps (as noted above) approach to education progress. In this context, a key theme in the consultations was the link and coherence between the EFA agenda and the MDG framework. Concerns were expressed about parallel frameworks (as is currently the case with the MDGs and EFA goals) that are not synchronized. The consultations point to the need for a post 2015 education framework in which the EFA goal and the MDG framework could be “viewed as mutually reinforcing and indivisible.” (NGO consultation)

National ownership of the development framework

Many contributions in the consultation identified the need for global frameworks that are responsive to and reflect regional and national priorities and specificities. A future global framework has to achieve a fine balance between international commitments and national priorities, allowing countries to determine specific targets. This is likely to result in greater national ownership of the post-2015 education agenda.

4. Education as a development priority

Education is regarded as key to development and arguably the most important investment any country can make. It is conceivably the most effective means to overcome inequality, eradicate poverty and promote growth and development, and it is a fundamental right. Education enables people to realize other rights as well as underpins the achievement of many, if not all development priorities.

One of the key issues in the consultations was the recognition that education is associated with many development outcomes – interacting with other factors to contribute to the achievement of a number of related MDGs. These complex and inextricable relationships were strongly echoed in several of the thematic consultations, including growth and employment, health, inequalities and population dynamics (Appendix 1 provides a brief summary of how education features in the other thematic consultations). Across all of the consultations the importance of investing in education emerged strongly.

In the Growth and Employment consultations it was noted that “education underpins all social progress. If the general education level worldwide is improved, global unemployment problems can be hugely tackled leading to improvements in poverty and general standards of living” (contribution to online consultation). Good quality education was recognized as the key to national development and individual well-being.

Without education, we cannot expect to gain innovation and skill to tackle poverty. Even more importantly, if access to education is not equitable, we will lose perspective and effective influence on eradicating poverty. (contribution to the online consultation on Growth and Employment)

Equipping all citizens with basic skills is the prerequisite for removing obstacles to active participation in society … (EUCIS-LLL)

Universal education may help in halving poverty and hunger, and create a sustainable society. Many contributions also emphasized the long-lasting impacts of health and nutrition in early childhood. In the thematic consultations on Health, it is noted that better health enables children to learn, and that such linkages should be made clearer in the post-2015 agenda. In particular, contributions stressed that “ill health is both a consequence and cause of poverty; poor health limiting both the physical ability to attend school and the cognitive ability to learn is one mechanism through which poor people are prevented from escaping poverty.” The interaction of education and health can also be seen in the fact that learning achievement has an impact on combating disease, and raising healthy families. Education has positive effects on lowering child mortality, improving child health and nutrition, and
lowering fertility. Responses particularly noted the links between the education of girls and women, and women's and children's health and choices of family size:

Women who are empowered through education, good health and other means, generally choose to have fewer children and are able to invest more in the health and education of their children. (Report of the Global Thematic Consultation on Health)

Children of better-educated parents are more likely to go to school and to receive regular health checks. Education can empower girls against HIV and AIDS, giving them the knowledge and self-confidence needed to protect themselves.

Expanding education opportunities for all can help stimulate productivity and reduce economic vulnerability of poor households. Given women's extensive and growing participation in productive activities, education for girls and women becomes particularly important. For girls and women, especially, education can redress gendered patterns of discrimination. The inequalities consultation noted that increasing access to education is important for reducing inequalities, paying particular attention to access to secondary education for marginalised and vulnerable groups and to the quality of education delivered. This consultation called for a ‘new development agenda [which] should ensure sustained action and accountability for universal access to quality, comprehensive, integrated sexual and reproductive health education and services, counselling and information, with respect for human rights and emphasising equality, equity and respect for diversity’.

Education is crucial to increasing food security and vice versa. Malnutrition has an important educational dimension as education is a necessity to facilitate promotion of healthy food choices and nutrition related behaviours conducive to health. Nutrition is determined by many factors that extend beyond food security, among which are women’s education and income, family planning, access to quality health care services and education. Female empowerment through education enables women to have control over household resources including food.

Attaining gender equality is not possible without education. There are strong links between education of girls and women, and women’s and children’s health and choices of family size: women who are empowered through education generally choose to have fewer children and are able to invest more in the health and education of their children.

Good governance relies on educated citizens who are able to exercise their democratic rights, and have tolerance and respect for each other. An educated population is able to hold governments to account and to participate effectively in decision making at all levels of society.

In relation to climate change, education plays a vital role in developing sustainable communities. Providing children with empowering and relevant education on disasters and climate change in a child-friendly school environment can reduce their vulnerability to risk while contributing to sustainable development for their communities.

In commenting on the inextricable link between development goals, a contribution to the online consultations argued that “… If there is only one development agenda beyond 2015, it will be equitable and universal opportunity towards human development.”

The importance of education as a key development priority emerged in various other forums. In the MY World Survey, education is voted as the main priority for a post-2015 education agenda.¹

¹ MY World was initiated by a number of organisations including the United Nations Millennium Campaign, ODI, the World-Wide Web Foundation and Ipsos Mori, as an attempt to get the people to register their votes around a range of possible post-2015 themes. Thus far, the initiative has reached 193 different countries and some 256,500 individuals (King and Palmer 2013). In this survey people select their top six priorities out of sixteen
…all children\textsuperscript{5} should have a high quality primary and secondary education that equips them for employment and an enjoyable life. Governments and the private sector should work together to provide opportunities for lifelong learning and skills development for adults.

This vote is for an expanded vision of education with lifelong learning opportunities and skills for individual wellbeing, employment and growth and development.

Similarly, the North-South Institute’s ‘Tracking Post-2015’ tool\textsuperscript{6} notes education as among the main priority themes in a number of documents reviewed, although less prominent than infrastructure (a category that includes information and communications technology (ICT), water and sanitation, electricity and energy, and transport in the institute’s methodology), environment, and health and nutrition.\textsuperscript{7} As well as being discussed as a theme or goal area in itself, education is mentioned in the proposals under the themes of children and youth, equality, and gender equality.

5. Principles for the post-2015 education agenda

The consultation generated much discussion about the values and principles that should underpin the post-2015 education agenda. Contributions to the consultations echo those of the Millennium Declaration, which identified poverty eradication as a key priority. Through the Millennium Declaration, a commitment was made to strengthen human rights and respect for the international covenants and agreements that gave expression to these rights, including the Universal Declaration of Human Rights and the Convention on the Elimination of All Forms of Discrimination against Women. The education consultations reaffirmed the need for a rights-based approach to framing the post-2015 education agenda, identifying the elimination of all forms of inequality as a key principle. In this regard, the consultations identified the obligation on governments as duty bearers to uphold and meet the rights of all citizens without any form of limitation or discrimination.

5.1. A human rights approach to education

One of the strongest themes that emerged in the education consultations was a rights-based approach in which rights are indivisible. Such a framework suggests that all aspects of education should be considered from a rights perspective, including the learning environment, the teaching and learning process, government policy, school governance and teachers. Overcoming structural barriers to accessing good quality education is vital for realizing education rights. The current global education agenda has, by dint of omission and focus, tended to neglect the education needs and priorities of marginalized and vulnerable groups.

As such, equality is perhaps the strongest framing principle of a post-2015 rights-based agenda. It calls attention to the need to redress historical and structural inequities in order to provide access to good quality education at all levels. Inequalities are not limited to particular countries and, as such, the principle of equality is applicable to rich and poor countries, drawing attention to the need to understand poverty as a consequence of the relationship between the rich and poor within and across areas, covering such issues as education, water and sanitation, gender equality, health. Education has been mentioned 2,245 times on the MY World global survey page (28 February 2013).

\textsuperscript{5} Note that the definition of education in this survey is limited to children and adults, yet as discussed later, youth are a key priority. This definition could arguably be conceived as covering youth under secondary education.

\textsuperscript{6} This tool is based on an analysis of the content of 22 proposals on post-2015 development frameworks.

\textsuperscript{7} However, this reflects the set of proposals reviewed by the North-South Institute, which includes comprehensive proposals for post-2015 frameworks such as Bellagio, and a larger set of sectoral and theme-specific proposals, such as those on infrastructure services. It does not include any theme-specific proposals on education.
countries. The post-2015 education agenda should therefore be based on the principle of universality: applying to all countries and underpinned by a strong commitment to education as a public good.

The post-2015 development framework should address social inequalities and the drivers of poverty, placing inequalities and human rights at the heart of the agenda with a focus on the most marginalised groups in support of programmes which respect and protect rights. (Population and Sustainability Network)

In the consultations, equality is affirmed as a fundamental value in education, echoing the commitment made in the Millennium Declaration. Several inputs noted that inequality in education remains a persistent challenge. This is connected to a focus in the MDGs on “averages” without an accompanying consideration of “trends beneath the averages.” Many contributions in particular expressed a concern regarding the lack of attention to marginalized and vulnerable groups. Many of the examples submitted to the thematic consultation on inequalities relate to educational inequalities – for instance, by level of wealth, ethnicity, gender and disability. Discussions concerning gender equality, economic inequalities, young people and indigenous peoples identified equal access to good quality education as a top priority. Equal access to good quality education requires addressing wide inequalities in society and should include a strong focus on how different forms of inequality intersect to produce unequal outcomes for marginalized and vulnerable groups. In the consultations, many examples were provided of how inequality can be overcome. The consultations suggest that overcoming inequality requires a goal that makes states accountable for the provision of minimum standards and the implementation of country-specific plans for basic services, including education. Equality in education also implies, as the consultations suggest, various proactive and targeted measures to offer progressive support to disadvantaged groups.

5.2. Participation in policy formulation, delivery and implementation

The consultations identified participation as an important principle in education, referring to the ongoing dialogue and involvement of all stakeholders (teachers, students, donors, multilaterals, corporate entities, civil society and advocacy groups) around issues of education and development, including monitoring and analysing progress and identifying best practices and standards. This dialogue should happen at all levels (local, regional, national and international). To facilitate shared responsibility, a clear framework for decentralizing education is required that recognizes the differentiated role of stakeholders, including schools, parents and local communities. A commitment to participation generated much discussion in the consultations regarding the role of respective stakeholders. Frequent reference was made to the involvement and participation of parents in schools to ensure that schools/teachers are held accountable. There were also strong feelings that parents and local communities should have greater ownership of schools, and that teachers and schools should be empowered to take on more responsibility for managing education within clearly specified national frameworks.

At the community level, many contributions emphasized the importance of community involvement in raising awareness and engaging in activities that challenge and change the norms which result in the exclusion of vulnerable and marginalized groups. Positive examples of community involvement in education include citizen-led assessment of education progress such as those undertaken by local NGOs including, among others, Pratham and ASER.

Civil society and civil society organizations, including NGOs, have a crucial role to play in education, particularly in holding governments to account. This can happen through their watchdog role in policy

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6 Examples of these types of policy interventions include improving girls’ participation in education in Bangladesh, and cash transfers in Brazil. Proposed ways of including equity in targets include disaggregation of reported data on progress towards each target; equity-weighted indicators; specific targets for progress among the poorest or most excluded; and framing goals in terms of universal coverage or problem elimination.
formation, budgeting tracking and monitoring. However, their involvement must be further expanded to lobbying and influencing education policy and improving inclusive, quality education.

Discussions about participation in the consultation broadened out to the role of the private sector in providing good quality education that is equitable.\(^9\) Partnership between government and the private sector can result in mutual benefits, recognizing that the private sector benefits from good quality education:

> The business case for corporate engagement is compelling: a well-educated and skilled workforce is crucial to corporate competitiveness and to national growth, particularly in our knowledge-based, globalized 21\(^{st}\) century economy. (Brookings)

Effective public-private partnership requires effective coordinating mechanisms that enable dialogue and debate between governments and the private sector around a common vision of education. Governments have a duty to meet the right to education but can work with the private sector in delivering good quality education. The private sector can – and is – playing an important role in providing financial support to governments and schools providing material and/or technical assistance, e.g., teaching and learning materials, school infrastructure, and grants to encourage students to continue studying. However, the role of the private sector should extend beyond direct provisioning. It can play a key role in innovation, in providing technical support, and in supporting governments to develop effective assessment systems.

Discussion of the role of the private sector brought into focus the role of private schools and, in particular, low-fee private schools. While it was noted that governments and donors could improve effectiveness by subsidizing established private schools rather than starting new public ones, it was felt that governments have a crucial role to play in the regulation of the private sector. Effective regulation is crucial to ensuring that private schools work in harmony with government to ensure the delivery of equitable and good quality education. It was also noted by some contributions that sometimes the choice of private schooling, particularly by the poor, is often symptomatic of systemic failures in government provision.

While participation is considered to be important, it has to be meaningful and genuine. The problems of token forms of participation and processes were identified as obstacles to genuine and authentic forms of empowerment and involvement. Stakeholder participation should thus occur at all levels in education, from national to institutional, and in all aspects, from setting the agenda to monitoring and evaluating outcomes and effects. At the international level, calls were made for more of a national voice in global decision-making processes, as well as for the participation of civil society organizations and coalitions, particularly from the global South.

5.3. Accountability

Meaningful participation is closely allied to education accountability. Accountability of education ministries to citizens, donors to national governments, and schools to parents requires transparency of processes and structures. Transparency is important in overcoming corruption and abuse of power, and in enabling stakeholders to have access to information to hold governments to account and to better understand the outcomes of education investment. Transparency is not possible without effective national, regional and international monitoring systems that are comprehensive and reliable, and which provide disaggregated data for tracking progress in tackling inequities.

A frequent call emanating from the consultations is the need for mechanisms and processes to hold all stakeholders to account, including international agencies, donors and the private sector. To this

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\(^9\) Drawn from consultation with donors and the private sector hosted by Brookings, 28 February 2013, Washington, D.C.
end, there should be national, regional and international mechanisms and processes to make information widely available and the functioning of education systems transparent. Whatever the final education goals for a post-2015 agenda might be, effective monitoring systems are required to enhance education accountability as well as to ensure that education investments are effective and equitable. Suggested methods of accountability mentioned include peer-review mechanisms, report cards and budget transparency initiatives.

A rights-based approach to education makes governments as duty bearers accountable and responsible for meeting national and international commitments pertaining to the right to education. Thus, governments should adequately finance education with some suggestions of a target of a minimum of 6 per cent of national gross domestic product (GDP), to be legally enshrined.

The international community (UN and donors) should play an active role in supporting governments in realizing their obligations to meet the right to education. There is an obligation on donors to meet the 0.7 per cent of gross national product (GNP) aid target allocation and to ensure that education remains a priority. Support to government implies delivering predictable aid and adherence to internationally accepted principles of aid effectiveness (for example, the Paris Declaration on Aid Effectiveness). At the same time, a few concerns were raised about the need to ensure that international financial institutions work so that countries have enough “fiscal space” to invest in education.

Underlying these principles is the idea that good governance is important in education. Good governance is about deep and far-reaching forms of education democracy and creating effective spaces for citizen participation, including that of children. The emergence of children’s councils in India was given as an example of grass-roots democracy that develops the capacity of children to become effective citizens. Good governance is manifest in stakeholder participation in education planning, delivery and implementation, and is embedded in robust and reliable forms of monitoring progress at national, regional and global levels. Good governance also supports the realization of education rights, empowers local communities to advocate for equity, and highlights corruption and the abuse of power.

5.4. Flexibility and harmonization in an education goals framework

There are two sets of education goals frameworks in the current context: EFA goals and MDGs. Sometimes these operate as a coherent global education framework and other times they do not. Often the disharmony is a result of a reporting framework that often privileges some targets and indicators above others. A new post-2015 education framework should, at a minimum, bring the two frameworks together within a unified architecture buttressed by unified reporting mechanisms and processes.

At the same time, a global goals framework should ensure that it is responsive to and reflects regional and national priorities and specificities. In this respect, it is possible to conceive of a global education agenda framed in such a way that there are common goals with some broad common targets, and which allow for regional and national modification and interpretation of targets and by implication indicators.

6. Priorities for a post-2015 education agenda

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10 Suggestions that were made include: i) facilitating global discussion and consensus on education by developing indicators for the realization of the right to education; ii) defining a minimum percentage of GDP that a country has to invest in education; iii) disseminating and supporting best practice for improving the quality of education, and guiding efforts around access, equity and sustainability; and iv) providing technical and financial assistance to states, civil society and communities when implementing policies and education reforms and programmes.
Many of the values and principles listed above echo the sentiments and commitments of the Millennium Declaration adopted by the UN General Assembly in 2000. The education priorities of the Millennium Declaration remain as relevant today as they were then – the commitment to the completion of a full course of primary school for all and equal access to all levels of education, and the commitment to gender equality. Moreover, the Millennium Declaration makes it clear that there is a priority to protect the marginalized and vulnerable, particularly those who suffer from natural disasters and conflict. However, the priorities emerging from the consultations, as discussed below, differ from the Millennium Declaration in one significant way, namely, a stronger commitment to good quality education.

Considerable convergence emerges from the consultations about the broad direction of the education priorities for the post-2015 agenda, with three aspects featuring prominently. The first relates to an expanded vision of education, reflecting disquiet with a narrow focus on primary education access and the de-emphasis of certain other priorities in current development approaches. Particular attention is drawn to ECCE as important in ensuring that young children are ready for school and for addressing inequities in education achievement at an early stage. Moreover, attention is drawn to the need for post-primary and post-basic education to be seen as crucial for enhancing skills for work and for promoting national growth and development. Access to good quality literacy for adults remains an important aspect of a broader notion of education access, and it is necessary to address its relative neglect in current education development approaches.

Good quality education emerges as perhaps the most important priority for a post-2015 education agenda. It is argued that the focus on physical access in the current education and development agenda has come at the expense of quality and learning. Good quality education, as discussed below, is equitable and relevant, and also responds to the diverse needs of learners. Future education goals should focus on measuring learning, but this should not be narrowly focused and should include a wide range of indicators and measures. For effective learning to take place, it is critical to have conducive learning environments, including adequate and decent school buildings, school sanitation, participatory school governance structures and school-level policy that tackles all forms of discrimination.

The third set of priorities reflects key cross-cutting issues that underpin both an expanded vision of access and good quality education. In particular, gender equality, the inclusion of marginalized and vulnerable groups, and the education needs of those affected by natural disasters and conflict situations have been identified.

Collectively, the three sets of proposals speak to a vision of education that is holistic and comprehensive, and which realizes the potential of all, paying particular attention to those who are discriminated against. It is a vision that accords priority to learning, enabling people to lead productive and meaningful lives as active citizens.

6.1. The unfinished education agenda

While education is central to many country plans and there have been noticeable gains, significant challenges remain. The current global education agenda remains unfinished and there is still a long way to go in meeting the goals agreed at Dakar and affirmed in the Millennium Declaration, particularly in extending opportunities for marginalized and vulnerable groups. It is important to recognize, as noted in the section on progress above, that while significant progress has been made, many of the commitments made in 2000 – including access for all – are far from being realized. The gaps noted above point to vast disparities between and within countries concerning access to schooling, equity and quality of education, as well as in levels of learning achievement. People from war-torn zones, those suffering natural disasters, remote communities, ethnic minorities, and women and girls still face difficulties accessing good quality education, and there are also large numbers of
out-of-school children. Despite considerable progress to improve youth and adult literacy, adult literacy remains a problem, as does youth employability.

It is for these reasons that the consultations emphasized the need to accelerate progress on the current education goals that have not or will not be achieved by 2015. The post-2015 agenda therefore must concentrate and continue efforts to meet the commitments made in Dakar and affirmed in the UN Millennium Declaration, as well as subsequent goals and targets. Not to do so would result in a loss of confidence in setting global goals and in turning attention away from those who have not been well served by the current global education agenda.

The discussion below reflects both what participants considered being an unfinished agenda as well as the way forward. Given the magnitude of the challenges being faced in realizing goals, responses focused on identifying problems rather than on identifying ways to address them in the future.

### 6.2. Access to education at all levels

A post-2015 education agenda should offer access to more than primary education. The narrow focus on universal primary education arguably has not kept pace with national changes, where basic education incorporating lower secondary education is becoming more of the norm. The education access target should, at the least, extend to about nine years of basic education, as is the case in many countries.

Access to good quality education for children, youth and adults at all levels, as well as access to all types of education – including at the pre-primary, primary, secondary and tertiary levels, and vocational and adult education – is a consistent thread across all of the consultations. There were numerous references in the consultations to a holistic and integrated education framework, implying equitable education provision at all levels. Many of the contributions pointed to the importance of ECCE, stressing the early years of a child’s life as critical, with one participant noting that “in order to achieve equity objectives during primary school, more children from disadvantaged backgrounds must start early to learn” (Save the Children Fund).

Many of the contributions to the consultations point to the need for extending the education ambition to, at the least, lower secondary education as a right. This argument acknowledges a national shift in education policy and practice, with many countries moving towards a system of 8–9 years of basic education, which would have major implications for institution-building and curriculum reform.

Extending to beyond basic and to post-secondary education is clearly a priority for many, although financing extended access to higher levels remains a challenge facing many – if not all – countries, particularly in times of economic austerity. While several contributions highlight the importance of upper secondary and tertiary education, there is some variation in understanding across regions and countries. For those countries with near universal basic education, upper secondary and tertiary become top priorities. For others, basic education remains a priority. Notwithstanding the differences in emphasis, there is shared consensus concerning the value of higher levels of education access for equality and national development. Post-basic and post-secondary education access is important in tackling inequalities, since access to such levels is often restricted to the wealthy and the privileged. Moreover, creating the conditions for growth and innovation requires countries to invest in upper secondary and tertiary education. The challenge for the post-2015 agenda is to reach a fine balance between meeting the right to basic education with the need to invest in higher levels of education for equality and for growth.

While the consultations have understandably focused on the twin imperatives of equitable access and quality to different levels, several contributions point to the need to redress the neglect about adult
literacy and vocational education, the latter identified as crucial in relation to the skills-for-work agenda.

6.3. Quality education
There is widespread consensus that quality should be a core priority of any post-2015 education framework. Education quality should be holistic, comprehensive, context-specific and inter-sectoral. The many references to good quality education in the consultations reflect a view that physical access is only part of what counts in education: What people learn is what matters more for several contributors. It is for this reason that many of the contributions identified several obstacles to the provision of good quality education. (Appendix 4 summarizes some of the most frequently mentioned obstacles to good quality education in the online consultations.)

Quality has been a somewhat elusive goal in education, despite it being one of the six EFA goals. However, a growing understanding of the links between what people learn and economic growth, increasing evidence on inequities in academic achievement, and a more concerted focus on skills development for youth, has resulted in a growing emphasis on good quality education and learning as being at the heart of the post-2015 education agenda. Good quality education is that which is relevant, equipping people with the skills, knowledge and attitudes to obtain decent work; to live together as active citizens nationally and globally; to understand and prepare for a world in which environment degradation and climate change present a threat to sustainable living and livelihoods; and to understand their rights. Caution needs to be exercised in advocating new curriculum areas in contexts where the acquisition of basic literacy and numeracy skills is lacking. Developing an integrated policy on education content and assessment remains the best way forward.

Learning environment
Understandably, the emerging priorities about education quality have focused on learning and relevance. Yet providing an enabling and positive learning environment, including ensuring that basic minimum facilities such as adequate classrooms are available, remains a priority for many, particularly the poor. Numerous contributions identified the learning environment as crucial to good quality education. Elements of the learning environment that were identified as crucial include safe, healthy and protective physical and social environments for students and teachers to learn and work. This includes infrastructure such as safe/disaster-sensitive school buildings and classrooms, the availability of first-aid kits in school, proper desks, availability of safe drinking water, and separate toilets in sufficient numbers for boys and girls. Moreover, textbooks, uniforms, free meals and school transportation were all identified as key aspects of the learning environment that should be in place to enhance good quality education.

However, conducive learning environments are more than physical infrastructure and facilities. They also should include enabling institutional policies that promote and protect human rights. Several contributions noted the need for effective policies to prevent abuse, physical or psychological violence, homophobic bullying and gender-based violence, to name but a few. To this end, some inputs identified policies such as a code of conduct for teachers and students, and policies on overcoming homophobic bullying, as important in protecting and promoting rights.

Some contributions suggested the development of measurable indicators for effective learning environments. Suggestions that were made include both quantitative and qualitative indicators, and also include those relating to physical infrastructure, safety and health, management (child participation, empowerment of school authorities, partnership with parents and community) and availability of equipment and teaching materials.
Learning
Across all of the consultations, there was widespread consensus that what people learn should be at the heart of education. There is consensus among all the contributions that learning should be a key priority for any future goals. Such a goal should provide clear and defined measures of learning using an equity and inclusion lens. However, there were two positions regarding what should be measured. Several contributions suggested that learning goals should target and measure the basics of numeracy and literacy acquisition (also referred to as learning proficiency). Other contributions suggested more expansive targets and measures of learning, including aspects of learning such as critical thinking, problem-solving, general knowledge and life skills. Measures that were proposed include the ability to use and apply knowledge in different contexts and encompass cognitive, meta-cognitive and non-cognitive interpersonal skills. There is as yet no clear consensus on this issue, and more discussion is needed.

Notwithstanding these differences there was consensus that in order to make comparisons possible at the international level, there should be global targets and indicators to assess learning outcomes. However, it was emphasized that such targets and associated indicators should be contextually relevant to countries’ educational plans and objectives, with several contributions noting that this is a challenging task. A suggested way forward noted by a few contributions was to engage in a comprehensive consultative process involving all stakeholders to facilitate the development of global and national targets and indicators.

Discussions about learning inevitably included several contributions on pedagogy. Various inputs recommended a pedagogy that was process-oriented, focused on collaborative learning and the development of critical thinking. Contributions on pedagogy also mentioned that learner-centred pedagogy should involve learners as active agents in the learning process.

…[The aim of learning should be] “to develop self-directed learners who can address their own wants and concerns and can advocate for their goals and aspirations.” (online contribution from participant in the Philippines)

Teachers
The consultations highlighted that the central role of teachers is crucial to a focus on good quality education and learning. Teachers’ qualifications, competence, and commitment and motivation to deliver quality education were mentioned in many contributions as important in achieving any goal related to education. Several contributions highlighted the importance of the following elements as crucial to teacher effectiveness: i) good quality pre and in-service teachers’ training based on respect of human rights and principles of inclusive education; ii) good conditions of work and employment (including duration of contracts and salaries); iii) good teacher management, including recruitment and deployment; iv) prospects for career progression and promotion; and v) conducive teaching environments. Several inputs highlight the shortages of teachers in some contexts and education levels, such as ECCE and secondary education.

Teacher involvement in policy and in determining their conditions of service elicited several inputs, such as that teachers as stakeholders should be involved in national policy dialogue as well as in the determination of teacher appraisal and performance systems. Teachers are “key partners in designing performance appraisal systems that can capture quality teaching and progress towards learning outcomes” (International Labour Organization).

A focus on quality and learning implies changes to how teachers assess learning and the skills they require. Several inputs point to the need to support teachers to use assessment for improving learning. In this respect, several contributions cautioned against a narrow view of assessment, such as “teaching to the test.”
Relevance
The consultations identified two interrelated dimensions of relevance: The first related to the education outcomes in relation to enabling people, particularly youth, to acquire the skills and competencies necessary for leading economically productive lives and in securing decent work, thereby contributing to national development and growth. The second dimension related to the skills and competencies for raising individuals’ awareness and appreciation of their rights, as well as learning to live together in society and the world at large. This dimension includes Sexuality Education, Education for Sustainable Development, and Citizenship and Global Citizenship Education. Taken together, these dimensions of relevance can be conceived as equipping individuals with the skills and competencies to become active and critical citizens.

Skills for work
The consultations noted that a major challenge in education was that of the outcomes in relation to employment and employability. The main message emerging from the consultations was that the education system does not equip children, and particularly youth, with the relevant skills and competencies for securing decent work. Several inputs spoke about an education system that was not responsive to labour marker signals and an outdated curriculum that does not provide the skills for the twenty-first century. Among the problems resulting from inadequate attention to the relationship between education, skills and work, several contributions mentioned widespread youth unemployment and reduced productivity as well as how poor skills development affects the poor in particular, pointing to the fact that it is those in rural areas and young women who fare the worst. Across other thematic consultations, in particular the Growth and Employment consultation, the jobs crisis was acknowledged as a key challenge and the problem of youth unemployment identified as a priority concern. It was noted in the Employment and Growth Consultation that the employment and employability crisis could not be addressed without addressing the skills crisis, and that to this end, good quality education is critical.

Education programmes and curricula that are more responsive to market demands are needed, and such programmes and curricula should be linked to access to decent jobs. For example, work-based programmes through apprenticeship should be offered. Solutions were more difficult to generate, although contributions included varied examples of programmes. See Appendix 5 for a description of some programmes that have been put forward as possible ways to bridge the education-work divide.

Sexuality education
The education consultations identified sexual and reproductive health as an important right. Several contributions noted that educational status and sexual and reproductive health status are closely linked. Comprehensive sexual and reproductive health education is considered to be important in preventing early and unwanted pregnancy, violence and abuse, and in ending gender-based violence. Thus it was argued that the post-2015 development framework should include universal access to comprehensive sexuality education within a rights-based approach to education. The following quotes underline the importance of sexuality education as anchored within a sexual and reproductive health framework:

Comprehensive sexuality education, both in an out of school, is part of the basic ‘life literacy’ that all young people require […] to ensure that its programs are quality, appropriate and impactful requires effective, transparent and participatory accountability mechanisms to monitor their implementation and the outcomes for young people. (International Conference on Population and Development)

Several inputs also identified appropriate training for teachers and access to youth-friendly sexual and reproductive health services as essential elements of education on sexuality.

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11 There was a degree of vagueness about how this concept is used and understood by contributors to the consultations.
Education for global citizenship

All of the consultations underscored the importance of an education agenda that prepares children, youth and adults for being active citizens, able to engage with and transform their societies and the world, thus affirming the commitment made in the UN Secretary-General’s Education First Initiative. Good quality and relevant education has to emphasize human rights and respect for diversity in a global context.

While these intentions were expressed in different ways as Citizenship Education or as Global Citizenship, the meaning of the concept has both a national resonance in terms of curricula that responds to local needs and a global dimension focused on preparing people for living in a changing global context. The moderators of Theme 3 of the online Global Citizenship, Jobs and Skills consultation defined the broad orientation of global citizenship as being underpinned by the principles of human rights, gender equality, peace, justice, tolerance and diversity. The moderators stressed that such an orientation has to facilitate “critical thinking, understanding of inequality and impoverishment, and transformative action towards sustainable development.”

Contributions to the consultations conceived a global citizenship curriculum as emphasizing social and civic competencies (including functions of government, human rights, peace building and conflict resolution); global understanding (including understanding inequality, impoverishment, social and economic crises, care of the environment, food production, sustainable development, world geography and values, and interconnectedness; and intercultural education and tolerance and understanding (understanding different cultures within each country, familiarity with and acceptance of other ways of living, and empathy).

Several inputs identified various pedagogies, approaches and programmes that promote global citizenship, including programmes offered by civil society, youth organizations and non-formal education providers. Appendix 6 lists some of the global citizenship programmes that have emerged from the online consultations.

Education for sustainable development

Education for sustainable development was identified as a core education priority, as it enables a shift towards more sustainable behaviours, promotes effective environmental mitigation and adaptation strategies, and inculcates in learners the value of preserving cultural and biological diversity. Several inputs noted that such development can provide the knowledge skills and perspectives needed to address both current and future social and economic challenges within the common and global constraints of climate change, dwindling ecosystem services and environmental degradation.

The importance of education for sustainable development is underscored in the quote below:

20 years ago this was a beautiful place. When I see teachers who teach ecology I ask them how they can look their students in the eye when they teach their subject. Everything in the area is destroyed, the lake has dried. Environmental degradation did not happen by itself. It is a result of people’s attitude towards nature. (contribution to online consultation from Kazakhstan)

Sustainable population planning discussed in the Population Dynamics consultation noted that without quality education, there will be a gap in ensuring sustainable population planning. Quality education is conceived as education that provides individuals with “population-environment-sustainability concepts, principles and understandings.”

While the above aspects of relevance were most frequently referred to in the consultations, several contributions pointed to the following issues:

- **Language**: Less frequently mentioned, although equally important in relation to education relevance, is the need to need to offer education in both the mother tongue of the students as
well as the national language of the country, in addition to teaching local indigenous languages. National language choice as a form of power and exclusion was raised in the thematic consultation on inequalities, where it was noted that "those who do not learn the majority language in their country often have less opportunity to participate in public life, access higher education, influence political decisions and embrace economic opportunities. Hence different forms of inequality … can be linked to the root cause of an exclusionary language and education policy in relation to linguistic minorities."

- **ICTs:** While not often emerging as a separate or key priority, mention of ICTs was linked to several aspects of education. The context for its inclusion was often in relation to the global spread and reach of technologies and in ensuring that learners are equipped with skills relevant for the twenty-first century. The particular mention of ICT in the consultations was rooted in the idea that relevant education should go beyond conventional methods to closely integrate ICTs in learning and teaching processes. Several contributions noted the possible uses of technology to complement or be part of education in general, including that it can, under certain conditions, support teacher professional development, as well as equip learners to explore other sources of information. Moreover, ICTs may strengthen learner-teacher motivation and might also enhance assessment and monitoring capacity for educational improvement. Such technology was also argued to be applicable to a range of areas – for example, using open and distance learning technology to make education available to remote villages in Africa and Asia, or using technology – such as talking computers – to assist people with disabilities. However, effective utilization relies on, inter-alia, bridging the digital divide, capacitating teachers, and securing adequate financing.

### 6.4. Cross-cutting issues

No education framework anchored within a rights-based approach would be complete without paying attention to the cross-cutting issues of gender, inclusion and emergencies.

**Gender**

There was strong consensus that gender equality in education is, and should remain, a priority for the post-2015 education agenda. The International Council for Adult Education and the Millennium Project Task Force recommended the following measures:

> *Increasing knowledge base, generating a favourable policy environment, enhancing national capacities to meet the diverse needs of girls and women, innovative financing for gender-responsive secondary education and literacy, alternative delivery arrangements, engaging boys and men as allies for gender equality.*

Several inputs pointed out that inequalities in general and gender equality in particular cannot be addressed one at a time, but must be addressed on multiple levels simultaneously, including economically, socially, politically and culturally. A response to the one of the four education thematic consultations, on behalf of the International Women’s Health Coalition, argued that “*all girls, no matter how poor, isolated or disadvantaged, should be able to attend school regularly and without the interruption of early pregnancy, forced marriage, maternal injuries and death, and unequal domestic and childcare burdens.*”

Several inputs pointed to the importance of ensuring access to post-basic and post-secondary education for girls and women. In the specific case of secondary education, several contributions pointed out that the “*completion of secondary education has a strong correlation with girls marrying later and delaying first pregnancy*” (Deutsche Stiftung Weltbevoelkerung). Moreover, completion of secondary education results in increased income.

While access to good quality education is important for girls and women, preventing gender-based violence and equality through education remains a priority.
In the experience of Partners for Prevention\(^1\)

...education settings have been key sites to engage both boys and girls around issues of gender equality, non-violence and healthy relationships, to prevent gender-based violence and promote more gender equitable beliefs and practices...

### Inclusion

Consistent with a focus on inequalities, the consultations argued for priority attention to the inclusion of all, particularly marginalized and vulnerable groups. The inclusion agenda must address core structural problems responsible for the exclusion of marginalized and vulnerable groups (including those living in remote and rural contexts; ethnic groups, indigenous peoples and other minorities; persons with disabilities and special needs; refugees; migrants; internally displaced people; children at risk of, or removed from, hazardous work or armed forces; and those who are HIV positive, those without parental care and those in institutions), as well as the lack of quality and equitable education, exploitative economic/social relations and inequitable societal structures.

> Barriers to educational opportunity for marginalized groups are the result of a complex set of factors involving social, economic and political systems and the way in which schools engage with children and families from these groups. (Sightsavers)

Several inputs noted the importance of a participatory approach involving local communities to identify and remove obstacles to inclusion and learning for all.\(^2\)

Many contributions to the consultations highlighted the importance of equitable access to good quality education for the disabled. The lack of a disability focus in the current frameworks, including targets or indicators, has often resulted in the effective exclusion of the disabled from schools and education mainstreaming in general. A response on behalf of the Inclusive Education Taskforce-Global Partnership on Children with Disabilities submitted evidence on the benefits and possibilities of accommodating many children with disabilities in existing schools.

### Emergencies

Several contributions to the online consultations underscored the importance of including disaster preparedness, peace building and conflict resolution in education. A global context marked by natural disasters, violent conflicts and displaced populations requires a comprehensive education response to mitigate the impact on children, youth and adults. The thematic consultation on Conflict, Violence and Disasters noted that a comprehensive education programme is one characterized by school safety, school disaster management and risk reduction, resilience education, disaster risk reduction, and conflict resolution and peace-building curricula.

#### 7. The education vision in the post-2015 development framework

This report has provided an overview of the main ideas and suggestions emerging from a very extensive consultation process. The contributions that have been made to date express optimism and resilience in moving forward, while providing powerful reminders of why the promises that have been made in 2000 have not been realized for all, particularly for the marginalized and vulnerable groups. In looking forward, this section discusses the main discernible areas of convergence and issues requiring further consideration concerning the shape and form of the post-2015 education agenda.

\(^{12}\) Partners for Prevention (P4P) is a regional programme of UNDP, UNFPA, and UN Women for Asia and the Pacific that provides new knowledge and technical support to prevent gender-based violence in the region.

\(^{13}\) Based on experiences from child-friendly schools and the Child Friendly Community Framework a foundation called the Intervida Foundation, suggested a specific goal of inclusiveness for the post-2015 education agenda. The suggested goal, which is framed in a general manner, is seen to encompass: i) a policy on inclusive education prohibiting all kinds of discrimination with regard to gender, cultural origin, social status, religious beliefs and others; ii) training programmes for teachers that explore implications of gender, cultural or other kind of discrimination; iii) programmes for children with special educational needs and special circumstances (learning and physical disabilities, working children); and iv) a working/functional pupil government that involves pupils in meetings on the matters that concern them about their school and community.
The first part of this section outlines the main messages on the nature of goals that arose from the consultations and the various concrete post-2015 frameworks proposed by NGOs, think-tanks, and academics. Specifically, it discusses issues relating to the post-2015 education architecture, the prioritization of goals in relation to emerging priorities from the consultations, and measures for monitoring progress towards the goals that may be agreed.

The second part reflects the further discussion of the goals at the Global Education Meeting in Dakar, Senegal, in March 2013, which endorsed the emerging principles discussed above and agreed an overarching education goal.

7.1. Turning principles and priorities into goals

Prioritizing goals for the post-2015 development framework should take as a starting point a rights-based and equality perspective focusing on tackling the historical and structural cause of inequalities that result in the marginalization of particular groups such as the disabled, minorities, and people living in remote and underserved areas such as urban slums and rural areas. The list of thematic priorities above is long and comprehensive, arguably making agreement on goals difficult. The list reflects a holistic vision of education incorporating and extending the current six EFA goals and the MDGs. These thematic concerns collectively represent the broad aspirations and ideals that have been set for the future.

The nature of education goals

The crucible of the post-2015 education agenda is the goal/s that are to be agreed and set. There are several main messages about the setting of goals that have emerged from the discussion to date:

i. Undeniably, there is a need to agree on global education goal/s that set global priorities and universal standards, yet are adaptable to specific national contexts addressing particular local challenges.

ii. The education goal/s, however worded, should be clear, easy to understand and communicate. They should also be able to effectively convey the power of the MDG agenda, with a strong emphasis on eradicating inequality to, in and through education.

iii. As statements of ideals and future aspirations, education goals are not necessarily intended to encompass means. However, spelling out the means to reach the destination is a critical part of the conversation, because it is the lack of specification that might inhibit the accomplishment of the goals.

iv. Any future education framework needs to ensure that the goals as aspirational ideals capture the complexity of the education enterprise while retaining the power of communication through simplicity. The lesson of the past is to avoid a form of specification that de-prioritizes important aspects of education while privileging the ambitions that are within easy reach.

v. A future goals framework should be tied more closely to a new and streamlined EFA goals framework, featuring complementary indicators and building on the goals that have not been met.

vi. Any goal/s should have clear targets and indicators. What gets measured gets done, and therefore it is important to be clear about what need to be done. More importantly, there should be clarity that what gets done is valued and meaningful. This is why the measurement of goals needs to be addressed up front at the time that goals are set. The form that the global monitoring of goals should take is an important aspect to secure agreement on, and so is the responsibility for such a task.

While there is consensus about the broad direction of travel, there are important strategic issues where future discussion and agreement are required so as to build consensus about how the thematic
issues identified in the consultation can be turned into education goals. The starting point is an agreement that, as noted above, education is key to the post-2015 development framework.

Developing a framework for education goals

With regard to the content of the goals, what have emerged from the consultations to date are thematic priorities (as opposed to goals). In addition, a number of education and other development goals have been suggested by different organizations, think thanks and advocacy groups. Appendix 7 lists a number of these proposals.

There are three discernible ways in which the education goal/s have been expressed. First, many organizations, particularly NGOs, have proposed education goals as part of a broader development framework which in essence is similar in form to the MDG plus approach (cf Paper One). In such frameworks, the key MDG policy areas and EFA goals are retained, but with important changes and additions that have emerged – for example, inequality in school readiness and early childhood interventions – as key to reducing gaps in learning outcomes. In this framework, there is usually a single education goal that is proposed. For example, Save the Children proposes a single education goal: “by 2030, all children and youth are receiving a quality pre-primary, primary, and lower secondary education.” Similarly, GCE-US has one education goal within its overall MDG+ framework which is ‘by 2030, all children and youth receive a quality pre-primary, primary and lower secondary education’. The underlying rationale of this approach is that ‘we have not yet achieved what we promised’ and that a renewed commitment to the current MDGs need to be made but the goal are expanded and revised.

Second, there have been numerous proposals for a post-2015 development framework arranged as themes and not as a series of mainly sectoral goals as in the current MDG framework. These thematic development approaches stem mainly from a focus on sustainable development. The Sustainable Development (SD) framework set out principles for development as universal – covering all countries, rich and poor reflecting equally the economic, social and environmental dimensions of sustainable development and the interconnections between them. The Sustainable Development Goals Framework is a thematic approach to development in contrast to the current MDG framework. In Realizing the World We Want four themes are identified – inclusive social development; inclusive economic development; environmental sustainability; and peace and security – which encompass

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14 Compiled on 24 February 2013. Note that some proposals are more developed than other including a full set of targets and indicators while others simply list a goal or an idea. The compilation is based on material from the consultation as well as that from organization using the Overseas Development Institute (ODI) Goal Tracker and the North-South Institute (NSI) website as the source of information.

15 The EFA+ therefore is suggested to include: (a) learning, with a shift from quantifying education in terms of access to learning outcomes and ways to measure them; (b) teachers/teaching quality, based on the increasing realization that effective teachers are the most important contributors to student learning within the education system and that they need better training, motivation and support; (c) secondary education, gaining critical life skills for successful transitions between learning and work; (d) pre-primary, with an emphasis on elementary childhood care and education; and (e) equity, e.g., measuring progress for the bottom 20 per cent, by rural/urban and gender.

16 This could include a focus on employment creation and new jobs. It might also be possible to do the same things differently or do altogether different things (Nayyar 2012).

17 The cornerstone is the Rio+20 Summit in 2012. Following the emphasis of Secretary-General Ban Ki-Moon on a unitary process built on the MDGs, and reservations of the key players in Rio+20, the sustainable development goals mainly turned into a new thematic area rather than an approach as initially planned (Save the Children 2012a). Food security captured prominent space in the international development agenda after the food crisis of 2008-2010, when 1 billion people faced hunger. It was also a theme of common concern in the Rio+20 summit, where Secretary-General Ban Ki-moon unveiled a five-point food security campaign aimed at a future where all enjoy the fundamental right to food. There are two versions of the SDG – full and light. Full – universal and comprehensive goals for rich and poor alike, with national targets that are at least somewhat binding. Light – in which some say the concept of sustainable development goals is progressively diluted as controversial goals are dropped (the approach becomes less comprehensive) and targets become increasingly aspirational or even voluntary (the goals are not universal and/or binding).
most of the current and future proposed goals (UN 2012b). In these frameworks, education becomes a cross-cutting goal and is usually subsumed within other thematic categories, which in the main are human development or social development. For example, in one of the Bellagio Goals proposals, the goal of ‘Appropriate Education and Skills for Full Participation in Society’ is part of the theme social inclusion18. The Bellagio goals divides this overall goal into three goals focusing on inputs, throughput and outputs with seven targets.

Third, there have been a few proposals which have focused exclusively on elaborating education goals and do not attempt to describe an entire post-2015 development framework. One set which emerge from Member States includes that proposed by Commonwealth Ministers, and the Ministers of Education in Latin America and the Caribbean. The former propose a set of education goals that are divided into three ‘principal’ goals which are the completion of nine years of education, expanding post-basic education and elimination of inequality in learning outcomes and six subordinate goals (see Appendix 8). A further set of education goals emerges from the Global Monitoring Report which is charged with monitoring progress towards the EFA goals. The GMR proposes one super goal which is that by 2030 everyone has an equal opportunity to learn the basics whatever their circumstance. This super-goal include 5 sub-goals (see Appendix 8).

Thus a key issue for further deliberation about the education goal/s is whether there should be a two-tier linked framework where there are one or two education goals that capture the essence of thematic priorities emerging, conjoined with a more specific education framework akin to the current EFA framework. If such an approach is taken, an important issue is the number of goals that are deemed desirable. Specifically, how many goals should there be in a post-2015 MDG framework and how many in any post-2015 EFA one? It may not be possible at this stage to fully resolve this matter, as it ultimately depends on a resolution of the architecture of the post-2015 development framework. Nonetheless, some agreement on this issue could advance future dialogue and discussion.

Appendix 8 provides a review of the way education goals and sub-goals are framed in selected proposals. Of those that were reviewed it is apparent that the imperatives of quality, access and equity are core to all the proposals. However, there are different ways in which these imperatives are articulated in the proposals. The majority of the proposals are explicit about linking access to quality, with only the Commonwealth Ministers and the GMR separating these out as separate sub-goals, although the link between access, quality and equity is implied in the GMR’s ‘super goal’. All of the proposals mention quality or learning outcomes in their main goals and incorporate it into sub-goals, targets or indicators. The Save the Children proposal is unique in making learning outcomes the main aims of its sub-goals. The majority of the proposals integrate a concern with equity in their main or sub-goals whilst only the Commonwealth Ministers or the GMR list overcoming inequality as a self-standing main or sub-goal.

Prioritizing emerging education themes as goals

Whatever the form and architecture of the post-2015 development framework, it is unlikely that there will be a large list of desirable education goals that can be included. Thus, a key area requiring agreement is what the education priorities/goals should be. Specifically, which aspects of the thematic priorities discussed above are important enough to turn into specific education goals? Put differently, what are the headline goals that should define the post-2015 education agenda? From the

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18 There are two reports on the Bellagio Goals, or the ‘one-world’ goals, proposed by the Centre for International Governance Innovation and Korea Development Institute. In the first (Carin and Bates-Eamer, 2012), the proposal is for 12 ‘candidate’ goals divided into three categories. Goal 3 is appropriate education and skills for full participation in society. In a later report (Bates-Eamer et al., 2012), there is no attempt at a thematic division and only 11 goals – because poverty reduction and equitable economic rules are combined into a single inclusive growth goal – but the same education goal is included.
consultations to date, it seems to be the case that there are two main imperatives for any global education agenda, namely, access and quality, anchored within a rights and equality perspective, which is undeniably the most important framing orientation of the discussions to date.

**Priority One: Equitable access**

Equitable access to all levels of education, and in particular to ECCE and basic education, remains a key gap in current education progress – the unfinished education agenda. Thus, a foundational commitment should be made in the post-2015 education framework to some kind of goal focused on equitable access conceived of as universal coverage of ECCE and basic education for all children and youth, particularly marginalized and vulnerable groups. Basic is understood as covering nine years of schooling and thus includes lower secondary education. ECCE is understood as all provision for children from birth to school entry (0–8).

While conceiving a goal in this way may extend access and accord with what many countries are moving towards in practice, it leaves open the issue of access to post-basic and post-secondary education, which remains a key priority for many. One way to articulate this is to suggest that post-basic and post-secondary opportunities should be progressively extended within the available means of nation states prioritising access for marginalised and vulnerable groups. Progressive and equitable extension of post-basic and post-secondary education as such becomes a valued priority but does not necessarily become a goal in an MDG framework. If a separate education framework is agreed, then equitable access to post-basic and post-secondary could be expressed as separate goals with appropriate targets and indicators.

**Priority Two: Equitable quality education, specifically learning**

Good quality equitable education and learning emerges at the heart of the post-2015 education agenda. There is an emerging consensus that learning as a proxy measure of quality should be a separate goal. This could be couched in broad terms such as ensuring that all children, particularly marginalized and vulnerable groups are prepared for school entry (which captures the importance of ECCE in relation to learning) and leave school with measurable learning standards and the skills, knowledge and values to become responsive, active and productive members of society and the world. While the formulation expresses the intention of many of the emerging priorities, it leaves open how the measurement of outcomes is to be determined – that is, nationally or globally. This is discussed further in the next section.

Approached in this way, this goal may capture the importance of basic learning as well as a concern with the multiple dimensions of relevance identified in the consultations. In this formulation, the specific aspects of relevance that have been identified as important in the consultations are captured as outcomes of learning relating to becoming responsible and active citizens. Further development of the dimensions of relevance could occur at the national level, where specific targets for these areas could be developed.

Other aspects of quality identified in the consultations could be conceived as a set of enabling conditions for the realization of good quality education, including:

- Learning environments that are conducive to learning;
- The presence of sufficient, trained and motivated teachers; and
- Participatory governance structures that empower parents and local communities to be effectively involved in school decision-making.

These and other enabling conditions could be perhaps expressed as separate goals if there is agreement about a separate education framework.

These two priority areas seem to capture the most significant issues that are emerging from the consultations to date, and deal with the twin imperative of access and quality within a rights-based approach, with a strong focus on tackling inequalities. These areas would, once further developed
and refined, reflect the main goals that might be proposed for inclusion in a post-2015 development framework. They capture a life-cycle approach to providing opportunities and progression pathways in education that subsume different levels and types of education delivery.

**Cross-cutting issues**

However, the two priorities above do not adequately address all of the education inequities. Thus it is proposed that there are a few cross-cutting aspects that should underpin the two priority areas, with a strong focus on the inclusion of marginalized and vulnerable groups, as indicated above.

The first priority area is gender equality, which should cover all aspects of education provision. Gender, it is proposed, should be a goal on its own as well as organically tied to all aspects of quality and access. The marginalization and overlapping inequalities that girls and women face is an important issue requiring redress. However, further discussion is needed about whether gender should be a separate goal or whether it should be a separate goal in a larger post-2015 development framework.

The second priority area is focusing on the needs of children, youth and adults in emergency contexts, including natural disasters and conflict situations. Equitable access and quality in such contexts is a priority that needs to be addressed across the board. Again, more discussion is needed regarding whether this is to be a separate goal.

Inclusion of marginalized and vulnerable groups is incorporated in the above priorities. However, in focusing on children and youth, there is a risk of de-prioritizing the learning need of adults. One way to capture this and include post-secondary opportunities is by developing a commitment to eradicating illiteracy and ensuring that lifelong learning opportunities are in place to support youth and adults.

**Developing education targets and indicators**

At the current stage of the consultations process, more attention has been paid to identifying priorities instead of agreeing goals with related targets and appropriate indicators. This is understandable, as setting targets and indicators follows agreement on a set of education goals. Several general points of convergence can be discerned from the consultations that have taken place, namely:

i. Targets and indicators should be globally aspirational but contextually specific and relevant.

ii. The measurement of targets should include both quantitative and qualitative measures.

iii. Indicators to measure targets should place emphasis on processes, and outcomes as well as inputs.

iv. Targets and indicators should capture as far as is practically possible the fullness of the ideal and aspiration expressed in the goal.

v. Targets and indicators need to provide disaggregated data using an equity lens. National aggregates of achievement do not provide a full and complete picture of progress.

There are several issues with respect to targets and indicators warranting further discussion and dialogue.

One issue for further discussion is that of the target date for the achievement of any education goal/s that may be agreed. Many of the proposals to date seem to suggest a target date in the range of 10–15 years (2025–2030). The advantages of a longer target date for education are obvious: many of the priorities that have been identified for the post-2015 education agenda require a longer time period for their achievement. Whatever the target date that is agreed, discussion is needed regarding whether more specific intervening targets should be set within an agreed time range. For example, is there a
need for 5 yearly milestone targets for education goals within a 15-year cycle? Any discussion of targets and target dates, however formulated, has to consider the consequences of missing the target date. For example, the current gender goal for 2005 was missed, with no obvious consequence. Thus, consideration needs to be given to if, and whether, targets and target dates are binding agreements.

The expansion of educational priorities also raises a number of issues pertaining to assessing progress. Currently there are existing measures of progress towards EFA goal and the Education MDGs of which some more developed than others. In particular the current indicators measuring physical access to primary education such as NER, GER, NIR are more developed than most others, although comprehensive coverage remains a problem.

An issue is whether targets should be absolute and universal – for example, the elimination of illiteracy, or all children reaching an agreed benchmark level of proficiency in literacy or numeracy by X age. An alternative, as formulated in some proposals, is a linked target. For example, in the case of learning, the Commonwealth Ministers link learning achievement of the rich with the poor setting as a learning target: "% of children from the bottom 20% of household income achieving x% in national learning assessments (NLAs) compared to those from the top 20%." 19

One possible way forward is to agree on the global goals and set broad and general targets as articulated above, leaving the exact specification of which targets and which indicators to be determined to the national level. The risk of such an approach is that monitoring may be a problem and it may not be possible to assure national targets that are consistent with the principles articulated.

For some of the priorities new or additional indicators will need to be developed imposing additional data requirement. For example, in the case of early years in relation to the ECCE sub-goals, what additional indicators should be developed other than those commonly used presently such as stunting and mortality. Specifically there are no indicators which are globally commonly used to assess the coverage and quality of early years ECCE opportunities. Summarily there are no agreed global measures to assess school readiness. Thus, the ECCE sub-goals require more developed measures which assess the extent and quality of such provision.

The inclusion of a focus on quality and learning outcomes raises several operationalization challenges. First, should the learning outcomes be set globally or nationally? One line of argument is that learning proficiency should be set by national governments according to national curricula expectations. The risk is that such a national metric may not make it possible for global comparison and global goal setting. The alternative is to set a global learning outcome measure which all countries should achieve by the target date of 2030 but for which national governments set intermediate benchmarks. These national benchmarks would be linked to baseline starting points with a view to achieving the global target by 2030. But this raises a further question: should the global metric be measured using cross-curricula global tests such as PISA, and/or national curricula framed forms of assessment such as TIMSS

The difficulty of assessing learning outcomes globally is that currently there is no single organisation with such a mandate. Instead large scale international assessments are spread across several organisations including PASEC, SACMEQ, IEA, OECD, and the World Bank. At the least, measuring learning outcomes would require some degree of coordination across the different organisations collecting information about learning.

19 The discussion of the Brookings-led Task Force on Learning Metrics may advance these discussions.
A further issue is whether the learning outcomes measures should only prioritise literacy and numeracy and leave other outcomes to the national level. The risk of this is that other outcomes become effectively de-prioritised, as has occurred with several of the current global education goals. Moreover, there is a strong argument emerging from the consultations that learning outcomes in any sub-goal should be more than the proficiency in the basics – learning outcomes should also encompass measures focusing on transferable, flexible, 21st century skills covering aspects of citizenship (national and global). But there is as yet no global consensus on the precise understanding of such outcomes and as such what the measures might be or how the data might be generated. The Learning Metrics Taskforce may shed some light on this matter but consensus on what to include relating to these aspects is likely harder to achieve.

Whilst measuring learning outcomes is important, there are several other equally important aspects of measuring education quality that need attention. In particular the consultations have called for measurement of learning inputs (for example, infrastructure including availability of classrooms, learning resources, water, sanitation and hygiene facilities) and processes (for example, percentage of time spent on instruction, pedagogic approaches to teaching and learning). Measures of inputs and processes also need to pay attention to teachers, who are key to realising quality education (e.g. teacher-pupil ratio, teacher qualifications, sufficient, trained and motivated teachers). Measuring quality in a holistic way requires qualitative assessments to complement quantitative data.

Certain output indicators that are consistent with a lifelong education perspective measuring progress across different levels of the education system have been suggested. These include transition rates between different levels of the education system and outcomes relating to employment and work. These measures would provide a more outcomes focused approach, linking education access and quality to progression and work opportunities. Various contributions to the consultation have mentioned including education financing and expenditure indicators to measure progress in achieving the goal and sub-goals which may be agreed. This includes expenditure across different levels of the education but crucially, from an equity perspective; consider education spending on marginalised and vulnerable groups.

There is clear consensus that all indicators should be disaggregated to address inequities. Depending on the indicator, this disaggregation would include markers of inequality such as gender, location, disability, wealth, ethnicity, migrant status, sexual orientation, age. The disaggregation of data should be done at the global, national, and sub-national level to make inequities more visible and allow for the development of proactive equity policies and strategies. Disaggregation of data should pay particular attention to emergency contexts.

The consultations cautioned in developing too many targets and indicators that place inordinate reporting pressures on countries and may detract from other national priorities. Thus an important implementation issue noted in the consultation is the need to support the strengthening of national data collection systems.

### 7.2. Elaborating an overarching goal

The discussion at the Global Education Meeting in Dakar, Senegal, 18-19th March continued the conversation regarding emerging priorities and goals. The meeting endorsed the emerging principles for a post-2015 education agenda and noted, as the preceding conversations have shown, that while there has been unprecedented education progress, there is still a long road to travel in fulfilling the commitments made in the EFA goals and in the Millennium Declaration in 2000. To address the outstanding issues as well as respond to a changing context characterised by an increasingly interconnected world, demographic dynamics, climate change, knowledge-based societies and shifting inequalities, a more expanded vision of education is need. Recognising this, the GTEMGTEM
Education in the Post-2015 Development Agenda

put forward an overarching broad goal for education focused on expanded access and quality with a strong focus on equity:

“Equitable, quality lifelong education and learning for all to achieve the world we want”

This overarching goal agreed at the GTEM captures the twin imperatives of access and quality within a rights-based approach, with a strong focus on tackling inequalities. It expresses a life-cycle approach to providing opportunities and progression pathways in education that subsume different levels and types of education delivery. The discussion at the GTEM resonated with the earlier conversations including:

- An expanded vision of equitable access including access to ECCE, post-basic and higher education. The consultation noted that while access to post-basic and post-secondary education is a priority, financing remains a challenge. In this respect expanding such opportunities should be progressively extended within the available means of nation states prioritising access for marginalised and vulnerable groups. The goal also reflects a commitment to eradicating illiteracy by ensuring that lifelong education opportunities are in place to support youth and adults.

- Equitable quality education, specifically learning: Good quality equitable education and learning emerges at the heart of the post-2015 education agenda. There is an emerging consensus that learning outcomes as a measure of quality should be a part of any expanded vision of access. The commitment to quality education and measurable and recognised learning outcomes focuses attention on the need for all children, youth and adults to acquire the skills, knowledge and values to become responsive, active and productive members of society and the world. The commitment to quality lifelong education and learning is intimately connect to the multiple voices in the consultations arguing that education should be relevant – enabling people to becoming responsible and active citizens. Equitable lifelong education requires attention to enabling conditions including conducive learning environments with the proper and necessary infrastructure, the presence of sufficient, trained and motivated teachers; and participatory governance structures that empower parents and local communities to be effectively involved in school decision-making.

The commitment to equity in the goal is a strong statement that any future education goal and development framework should tackle all forms of historical and structural education inequities. This includes gender equality recognising the marginalization and overlapping inequalities that affect girls and women. It also requires attention to the needs of vulnerable groups including those living in remote and rural contexts and urban slums: ethnic, indigenous and other minorities; persons with disabilities; refugees, migrants and internally displaced persons; and children at risk of hazardous work or recruitment and use by armed forces and groups, as well as those who have been released. The goal also captures the need to focus attention on needs of children, youth and adults in emergency contexts, including natural disasters and conflict situations.

The strength of the overarching goal is that it is consistent with the ideas in many of the contributions. The challenge lies in the operationalization of this goal. Within the current MDG framework and even in the proposals for a thematic re-structuring of the MDGs the complexity and scale captured in the overarching goal cannot be accommodated in a single goal.

8. Realising the post-2015 education agenda

Drawing on the lessons of the current education global agenda suggests that attention needs to be paid to developing an enabling environment for the realization of any goals that may be agreed. Lack of attention to aspects such as financing can stymie the realization of a post-2015 education agenda.
The importance of paying attention to the implementation of the new education agenda was highlighted in the consultations. Many suggestions pointed to the need for proactive and targeted interventions and programmes to support marginalised and vulnerable groups, such as additional learning support for children from the lowest socio-economic status in basic education. Moreover, in measuring progress, there should be a linked equity measure. For example, the percentage of the top 20% of household income accessing quality basic education compared to those from the lowest 20%.

As education ambitions for the post-2015 education agenda grow in scale and scope, assuring adequate financing becomes a major challenge. The lack of political will on the part of national governments and international agencies to provide adequate financing was regarded as key factor which hinders the realization of a post-2015 education agenda. Consideration should be given to identifying innovative financing strategies for education to realize an expanded vision of equitable education access and quality.

Several contributions highlighted the need to create effective forms of participation in education policy formulation, and implementation coupled with strong accountability mechanisms as a necessary though not sufficient condition for realising the new agenda. Moreover, it is important that discussions leading to agreement about goals should engender broad-based participation, as is the case to date. Only through extensive participation in developing the post-2015 education agenda can there be ownership of the goals and, consequently, their realization in practice.

Strengthening the capacity of national monitoring and evaluation systems is vital to making progress on any agreed education goals. A core part of national monitoring and evaluation should be the development of the evidence base to inform policy development, identifying what works and what does not, and under what conditions. Moreover, effective monitoring and evaluation systems that provide reliable and valid information strengthen accountability and system capacity for change. Realizing the goals that may be agreed requires effective and well-regulated public-private partnership to ensure a common and united vision of education working towards the common good of society. Such partnerships should move beyond conflict and antagonism to identifying points of convergence focused on strengthening national education systems.

Education system strengthening should continue to be one of the top priorities for the post-2015 education agenda. This should include ensuring adequate and sufficient national funding for education, improved education human resource management and leadership, and capacity development of all those involved in education, including teachers and parents. Without a strong education system, many of the structural deficiencies and inequalities will persist, hindering the realization of the post-2015 education agenda.

Realizing the goals that may be agreed requires effective and well-regulated public-private partnership to ensure a common and united vision of education working towards the common good of society. Such partnerships should move beyond conflict and antagonism to identifying points of convergence focused on strengthening national education systems.

9. Finalizing the report

This report has summarized the education consultations to date. It has identified areas of convergence while outlining issues where further discussion and deliberation is needed. A Global Thematic Consultation on Education in Post-2015 Agenda in Dakar, Senegal, 18th-19th March took place and a summary of this document and that meeting was compiled and is to be issued for public comment in May 2013. Following public comment, a final consultation report and summary will be compiled and submitted to the UN Development Group.
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Appendix 1. The education consultation process

Online Consultations

There were four online expert moderated education e-discussions conducted from 10 December 2013 to 3 March 2013. They covered four themes: i) Equitable Access to Education (175 contributions); ii) Quality of Learning (171 contributions); iii) Global Citizenship, Skills and Jobs (135 contributions); iv) Governance and Financing of Education (57 contributions). These open e-discussions were co-moderated by UN as well as donor organisations and international NGOs such as CIDA, BMZ, OECD, GPE, GCE, Education International, INEE, Save the Children, and Open Society Foundation. The majority contributors to the e-discussions are from civil society organisations, principally NGOs with a vast participation from Africa and Asia region. The online consultations leveraged current external social media platforms such as Twitter and Facebook, and other engagement platforms for post-2015.

Regional Meetings

- Arab Region: Held in Sharm el-Sheikh, Egypt in October 2012 including 12 countries (36 representatives), 4 regional intergovernmental organisation and 2 regional NGOs
- Africa region: Held in Johannesburg, South Africa in October 2012 including 31 countries (52 representatives); 4 regional IGOs; 6 regional NGOs; 1 private sector company; Regional Parliamentarians Network
- Latin American and Caribbean region: Held in Mexico City, Mexico, 29-30 January 2013 including 17 countries (50 representatives); 3 regional IGOs; 1 regional NGO; 5 institutes/universities
- Asia and Pacific region: Held in Bangkok, Thailand, 27 February to 1 March 2013 including 26 countries (60 representatives); 1 regional IGOs; 12 regional NGOs and foundations; 1 academic

NGO Consultation

A Consultative Consultation of NGOs (CCNGO) was convened in Paris, France, 24-26 October 2012. Included 84 NGOs members of the CCNGO (106 representatives); 17 Observer NGOs (21 representatives); (Regional Breakdown: 40 International NGOs; 18 African; 7 Arab; 8 Asia Pacific; 9 Europe/North America; 8 Latin America and Caribbean)

Global Thematic Consultation on Education in Post-2015 Agenda Meeting

Meeting of 50 representative of governments, NGOs, international agencies held in in Dakar, Senegal, 18th -19th March. See Outcomes Summary for more detail.

Side meeting

Side meeting event held at the Global EFA Meeting in Paris, France in November 2012 involving Ministers of Education from all regions. 25 persons participated, 8 countries, 2 regions IGOs, 1 institute/university

Private Sector/Donors

This consultation was convened on 28 February 2013 by Brookings Institute to include the private sector and donors. Included 37 participants who participated in person (14) or virtually (23), representing 20 private sector organisations/foundations, 16 representatives from international development agencies/donors/think tanks.
### Appendix 2. Education in other thematic consultations

<table>
<thead>
<tr>
<th>Theme</th>
<th>Links to Education</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Conflict and Fragility</strong></td>
<td>There is an urgent need to attend to the needs and rights of children, youth and adults in disaster and conflict contexts through conflict sensitive education.</td>
</tr>
<tr>
<td></td>
<td>Education has an important role to play in creating a safer world for children, through provision of comprehensive school safety, school disaster management and risk reduction programmes, raising awareness about existing hazards and promoting resilience education for children, youth, and adults. Mainstreaming Disaster Risk Reduction (DRR) across development planning and social sectors such as education is essential to mitigating the potential adverse consequences of disasters on education.</td>
</tr>
<tr>
<td></td>
<td>Education is vital for peace-building and conflict resolution. The school and the curriculum should provide understanding and knowledge of tolerance and conflict resolution.</td>
</tr>
<tr>
<td><strong>Energy, Environmental Sustainability</strong></td>
<td>Education is key to environmental sustainability. In a rapidly changing global context with dwindling natural and other resources, education is vital in cultivating understanding of environmental needs and in creating green economies and more sustainable and equitable societies, whether in rural or urban settings.</td>
</tr>
<tr>
<td></td>
<td>An equitable access framework is required to redress access to environmental goods such as education in a variety of situations.</td>
</tr>
<tr>
<td><strong>Food Security</strong></td>
<td>Unequal access to education (amongst adults and children) remains a challenge for achieving food and nutrition security.</td>
</tr>
<tr>
<td></td>
<td>Malnutrition has an important educational dimension as education is a necessity to facilitate promotion of healthy food choices and nutrition related behaviours conducive to health. Even though under-nutrition is strongly linked to food security, the latter does not necessarily guarantee a satisfactory nutritional situation. Nutrition is determined by many factors that extend beyond food security among which are women’s education and income, family planning, access to quality health care services, and education. Further it is acknowledged that female empowerment through education enables women to have control over household resources including food.</td>
</tr>
<tr>
<td></td>
<td>Hunger needs to be tackled in a comprehensive way including livelihoods, health, infrastructure, education, gender equality, etc.</td>
</tr>
<tr>
<td><strong>Health</strong></td>
<td>Education is a determinant of health, playing a critical role in improving health.</td>
</tr>
</tbody>
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20 This table does not include the thematic consultation on governance as the synthesis thematic report is not yet finalised. Further analysis of the thematic priorities will take place in the next iteration of this report.
Education of girls and women is crucial for improving women’s and children’s health and choices of family size. Equally, women who are empowered through education and good health generally choose to have fewer children and are able to invest more in the health and education of their children, thereby creating a positive cycle for growth and development.

A stronger focus on early childhood development and care is needed to reduce health inequalities in adolescence and adulthood which affect access to education and quality of learning.

Greater focus is needed on health literacy, education and patient empowerment.

**Growth and Employment**

Better education is directly linked to income growth and employment. However, education needs to be linked with work-based programmes through apprenticeships to have the potential to help young people learn practical problem-solving skills and practise crucial workplace skills.

**Inequalities**

Increasing access to education is key for reducing inequalities paying particular attention to access to secondary education for marginalised and vulnerable groups as is the quality of education delivered. Non-formal education and learning that takes place outside the classroom are crucially important, particularly the role of peer education in making young people aware of their rights.

The new development agenda should ensure sustained action and accountability for universal access to quality, comprehensive, integrated sexual and reproductive health education and services, counselling and information, with respect for human rights and emphasising equality, equity and respect for diversity.

Root causes of marginalization and discrimination should be addressed through education campaigns.

**Population Dynamics**

Education transforms population dynamics. The nature of demographic change is strongly influenced by human development, notably investment in education and health of the population.

Human development including education is an important end in itself as well as a crucial means to socially, economically and environmentally sustainable development. However, efforts to strengthen human development should not only focus on early phases in life, but should rather extend throughout the life course into old age.

**Water**

The discussion on education links to water in different ways. Clean water is the essential underpinning for the health and wellbeing as well as development of communities. Studies by WaterAid shows that time spent sick with water-borne diseases or collecting water impedes educational attainment, which in turn has a significant impact on health, well-being and poverty over a lifetime and potentially over multiple generations.
<table>
<thead>
<tr>
<th>Education is crucial to developing understanding of the importance of water conservation, forest conservation, and pollution.</th>
</tr>
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<tbody>
<tr>
<td>The principles of sustainable environmental development in the 21st century calls for Water Education for all which goes beyond the technical knowledge of water (i.e. types, sources, uses, treatment, management and its associated problems, etc.). It also includes raising people’s consciousness of water usage, awareness of their civic responsibilities towards water, cultural beliefs and practices in relation to water.</td>
</tr>
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</table>
## Appendix 3. Summary of regional and other consultations

<table>
<thead>
<tr>
<th>Region</th>
<th>Summary of arguments on post-2015 framework</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Africa</strong></td>
<td>EAC participants called for an extended and expanded vision of Basic Education for All, incorporating ECCE, primary education, and lower secondary education. Equity is a prime concern. A third priority is to improve education management. The application of ICTs both in teaching and learning, and in education management, was commonly recommended. For SADC countries, the post-2015 agenda should seek to prioritize quality, focusing on improving learning outcomes. Nonetheless, access should remain a priority with reference to minorities, children with special needs, and the poor. ECOWAS states were concerned mainly with equitable access for all, from ECCE to primary and lower secondary education of good quality. ECCAS participants noted the tendency regionally to focus on basic education of 8/9 years’ duration. Priorities include teachers, teacher training, learning needs of youth and adults, quality and improved learning environments, and reaching out to marginalized communities including minorities and children with special needs.</td>
</tr>
<tr>
<td><strong>Arab States</strong></td>
<td>The starting point for any discussion of education post-2015 should be a vision of society. Basic education as a human right should be reaffirmed. Education reform needs to be closely coordinated with political, social and economic reform. There is a need for more effective regional cooperation and coordination frameworks, and partnerships need to be strengthened and include NGOs, the private sector, and academia. The six EFA goals remain valid as a framework for post-2015; equitable access to basic education for all will not be ensured by 2015. There is a need to focus on education of youth, in terms of skills development for work and life, TVET, and general secondary education. The importance of ECCE was reaffirmed. There is a need for external bodies to monitor quality of education; for increased focus on quality results and their equitable social distribution; and to consider private education, shadow education and private tutoring. Any future international agenda needs to be flexible to reflect regional and national realities, perhaps through common ‘aspirational goals’ at the global level and more context-specific regional or national target-setting.</td>
</tr>
<tr>
<td><strong>East Asia and Pacific</strong></td>
<td>Post-2015 goals have to recognize unfinished business as well as emerging regional and global challenges. The emphasis is on learning, whether through formal or non-formal modes. National EFA coordination mechanisms, and links with regional and global mechanisms, need to be strengthened in the run-up to 2015.</td>
</tr>
<tr>
<td><strong>Latin America and Caribbean</strong></td>
<td>Reaffirm education as a human right; acknowledge the progress in the region towards meeting the EFA goals and MDGs and important challenges remaining. Recognize inequity as the major “pending task” for the region and agree that reduction of inequity and poverty should be a guiding principle for the post-2015 educational agenda, through quality education of all. The agenda should take into account national and sub-national context. Strategic alliances and coalitions are needed to support educational progress. Advocate for integrated post-2015 development agenda with a large role for education. Trends that affect educational development beyond 2015 include innovative programmes and curricula on citizenship education; expansion of ICTs; programmes that focus on lifelong learning; expansion of tertiary and higher education; intercultural/multicultural education; education for sustainable development; and improved educational planning. The ministers recommend convergence.</td>
</tr>
</tbody>
</table>
of educational and development agendas and call for strengthening of South-South and North-South cooperation.

| NGO (CCNGO Paris, France 24-26 October 2012 130 participants; 84 NGO members of the CCNGO; 17 observer NGOs) | Unaccomplished goals should be addressed in the post-2015 agenda. It should be founded on education as a human right, with universal goals and contextualized targets, in particular to meet the needs of marginalized groups. Principles of equity, inclusion and non-discrimination must underpin policies and practices, with gender equality at the centre. A holistic lifelong learning framework is called for, with initiatives identified at every stage from ECCE to higher education and workplace learning. The key role of teachers should be given higher priority. Education for citizenship must be a central feature of new goals. Member states should increase domestic financing for education, including through progressive taxation and revenue from natural resources. The private sector must meet its obligations, both fiscally and in providing training. Donors must keep their promises. Member states should guarantee mechanisms for civil society participation. UNESCO should strengthen its leadership role, secure and disseminate quality data and analysis and help ministries strengthen databases; and secure funding for sustained participation of the CCNGO/EFA. |
| EFA Side meeting Paris – 22 November 2012 25 participants; 8 countries; 2 regional IGOs; 2 NGOs; 1 institute/university | Education has slipped on the international development agenda, partly because of perceived success. There is a need to prioritize and answer the question, if only one education can be included in a post-2015 development framework, what should it be? There is a need for a simple and pragmatic approach to goal formulation and target-setting. Goals must be achievable and measurable. The new framework has to be more flexible to reflect country contexts, without being too flexible to be used for resource mobilization and advocacy. Reference to education needs to be rights-based, go beyond primary schooling to include youth and vocational skills in particular, have a broader vision of learning that includes skills for lifelong learning, and foster global citizenship with relevant types of knowledge, skills and values for positive citizen engagement. |
Appendix 4. Obstacles to good quality education

- **Context:** the societal context and in particular poverty was identified as major reason for not accessing or dropping out of formal education. This is in part due to tuition fees and the indirect costs of education, such as learning materials, uniforms and school meals, but also related to malnutrition and poor living conditions. Related to context was a parental literacy level which is seen as limiting participation as well in supporting learning. Responses to the consultations on other themes, such as energy and health, food and nutrition security, noted the importance of these aspects for ensuring access to good quality education.

- **A narrow focus on UPE:** one of the obstacles to quality was the neglect of all levels of education in particular ECCE.

- **Inequality:** The discrimination of marginalised and socially excluded groups, and the failure to include and respond to the needs of children and young people with special educational needs was a key barrier to good quality education. In addition, the lack of attention to the education of those living in contexts of political instability, conflict, disasters, and emergencies, and lack of schools in remote and rural areas were identified as key problems.

- **Inputs and infrastructure:** Poor learning conditions include shortages of desks, classrooms and adequate school buildings, a lack of appropriate teaching and learning materials and books, and poor school environments as manifest in inadequate sanitation were noted as obstacles.

- **Governance:** Lack of good governance closely linked to lack of political will to invest in education and develop and implement curriculum and policy reforms were identified as obstacles to good quality education.

- **The education process:** a narrow focus on assessment which contribute to a narrow curriculum, a shortage of qualified teachers, no adequate support and professional; development for teachers, outdated curricula, lack of links to employment, gender based violence in schools, were some of the main aspects of the education process that were identified as obstacles.
Appendix 5. Selected country programmes on skills development

A number of contributions to the online consultations described specific country skills development programmes

- The National Youth Employment Program (NYEP), now Ghana Youth Employment and Entrepreneurial Development Agency (GYEE DA) and Local Entrepreneurial and Skills Development (LESDEP) focus their efforts on poorly educated youth or those who have had no education at all. The youth are trained in several fields and upon successful completion; they are given business start-up kits to enable them set themselves up."

- In India, Nepal and Sri Lanka, Aide et Action International is implementing a 7 years a program called iLead (Institute for Livelihood Education and Development) to allow marginalised youth without qualifications to access training relevant to the needs of local labor market and acquire the skills for life and skills necessary for economic integration NGO Aide et Action.

- SOS Children’s Villages Belarus describes its resource centres called “IT4You” for young people without parental care or at risk of losing it: ‘This initiative enhances capabilities and employment possibilities of young people and it is the basis for living a self-supporting life in dignity and with respect within their families and communities’.

- Thea Soriano describes “innovative youth and adult education programs such as community-based sustainable livelihoods education and community-industry apprenticeship programs, green skills and organic agriculture”, that are part of the Asia South Pacific Association for Basic and Adult Education (ASPBAE) network. Katerina Ananiadou (e-discussion moderator, UNESCO) noted that there were examples from a UNESCO-U NEVOC discussion on TVET in countries emerging from conflicts and disasters.
Appendix 6. Selected programmes for global citizenship

- **Parisar (environment) Asha (hope), India** – ‘transforms the government-designed standardised learning menu for government-aided schools into an experiential learning system, for intelligent internalization of concepts, skill development for applied learning, sensitive growth in attitudes and values that make the learner a conscientious conserver of our global “Parisar”

- **Roots of Empathy, Canada** – a school based parenting and family literacy programme ‘that helps children grasp empathy and this has helped reduced bullying in schools’

- **The NGO Aide et Action highlights a programme in India in which a series of short films were made about values such as diversity, multiculturalism, gender equality, the environment, and human rights.**

- **Fondazione L’Albero della Vita onlus, describes that foundation’s project in Italy, offering global education to 20,000 children of different ages as well as teacher training.**
Appendix 7. Education goals proposed by various organisations and groups

(i) Education goals in MDG+ frameworks

Bellagio goals (Bates-Eamer et al., 2012)

Title: Post-2015 development agenda: goals, targets and indicators
Signatories/participants: Centre for International Governance Innovation, Canada; Korea Development Institute; proposed goals developed through discussion with other organisations including the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Poverty Reduction Center in China, the Getulio Vargas Foundation, the Tata Institute of Social Sciences, and academics from the Universities of Manchester and Pretoria.
Target date: 2030

Principles/rationale:

- Development agenda needs to go beyond a poverty focus
- Comprehensive and holistic notion of development such as “development as freedom”
- Countries should come up with their own targets, preferably above a universal minimum level
- Balance between MDGs and EFA goals not yet reached, and more ambitious goals for the future
- Practical and cogent indicators must be available for goals
- Indicators should be accessible, measure outputs rather than inputs, reflect whole sector outcomes rather than a narrow element, use indicators that have already been agreed from relevant international organisations.
- Direct measures are preferred to indices, derived variables, or perception-based measures
- Data must be available at a reasonable cost, with disaggregation possible for several dimensions
- Future goals should be universally applicable, for both developed and developing countries

Overall goal: ‘appropriate education and skills for productive participation in society’ / ‘Productive participation in society achieved through “high-quality education for all”’

Main targets:

- sufficient education system accessible to all at all levels (inputs) (includes access, expenditure, gender equality and socioeconomic equality)
- open participation in education system for all (throughputs) (includes survival ratio, lifelong learning, advancement)
- yielding education system that leads to better lives of all (outputs) (specific targets/indicators omitted)

Targets and associated indicators: (p. 36)

- Accessible school system:
  - Adjusted net intake rate (primary)

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21 The Bellagio document (Bates-Eamer et al., 2012) lists two slightly different wordings for the overall goal, a set of main targets based around input, throughput and output, and a set of more specific targets with indicators in an annex. However, specific targets and indicators are not listed for the third of the main targets (outputs); and although the main text suggests that targets and indicators should ideally focus on outcomes such as learning, skills and literacy levels, and discusses initiatives such as PISA and “PISA light”, indicators based on these are not listed in the annex. An earlier report on the Bellagio proposals (Carin and Bates-Eamer, 2012) lists an alternative set of 12 candidate goals, grouped into three thematic categories, but the education goal is the same.
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- Age-specific enrolment rate
- ECCE [measurement not specified]

- Sufficient public and private expenditure:
  - Government expenditure on education to poorer families
  - Public expenditure on education, total (% of GDP)
  - Public expenditure on education, total (% of government expenditure)
  - Expenditure per student, per level (% of GDP per capita)
  - Total private expenditure on educational institutions and educational administration (% of GDP)

- Gender equality:
  - Ratio of female to male by level of education
  - Ratio of female to male net intake rate
  - % of female teachers

- Socioeconomic equality:
  - Duration of compulsory school years
  - Children out of primary school, female and male (% of cohort)
  - Economically active children, ages 7-14, female and male (% of cohort)
  - Ratio of orphan to non-orphan school attendance
  - Population from 5-24 years of age by school attendance, urban and rural residence

- Survival ratio:
  - % repeaters
  - Dropout rate by grade (%)
  - Attendance rate (%)
  - Survival rate by grade (%)
  - Persistence to last grade of primary, female and male (% of cohort)
  - Primary completion rate, female and male (% of cohort)

- Lifelong learning:
  - Firms offering formal training
  - Adult education
  - Number of students in tertiary education per 100,000 inhabitants
  - Year input per graduate (number of years taken to complete each year of education)

- Advancement:
  - Promotion rate by grade
  - Effective transition rate
  - New entrants to primary education with ECCE
  - Students enrolled by type of institution

Save the Children (2012b, 2013)

Title: Ending poverty in our generation. Save the Children’s vision for a post-2015 framework
Signatories/participants: Save the Children
Principles/rationale:

- Progress on access is stalling
- Progress to date on access and attendance has brought to light challenges in learning outcomes and equity
- Education needs to be linked to wider questions about how to ensure inclusive growth

Goal: ensure children everywhere receive quality education and have good learning outcomes
Targets:

- Ensure that all girls and boys are achieving good learning outcomes by the age of 12 with gaps between the poorest and the richest significantly reduced
Ensure that the poorest young children will be starting school ready to learn, with good levels of child development

Ensure that all young people everywhere have basic literacy and numeracy, technical and life skills to become active citizens with decent employment

**Target date:** 2030

**Indicators:**

- Proportion of all girls and boys who reach good learning levels in literacy and numeracy by the age of 12
- Narrowing of the gap in literacy and numeracy learning outcomes achieved by aged 12 between the poorest and richest quintiles, and by gender
- Ensuring that all the poorest quintile of children can read with measureable understanding to ‘read to learn’ by the end of their third year in primary school, and gender parity
- Narrowing the gap in primary and secondary school completion rates between the students from the 20% poorest and richest quintiles by at least 50%, and gender parity
- Ambitious country-specific targets (these could include more stretching objectives on core skills, but also targets for wider learning, such as life skills, science and ICT)
- Proportion of the poorest children and of girls accessing early child development services
- Proportion of the poorest young children and proportion of girls achieving minimum levels of child development (potentially assessed through a survey like UNICEF’s MICS survey)
- Equal access to quality learning opportunities (proportion of young adults with good literacy and numeracy skills)
- Rates of youth unemployment and underemployment
- Young people with increased life skills (for example, social competencies, positive identity and values)

**(ii) Education-specific frameworks**

**Basic Education Coalition (2013)**

**Title:** Each child learning, every student a graduate. A bold vision for lifelong learning beyond 2015.

**Signatories/participants:** 18 US-based global development and humanitarian aid organizations.

**Principles/rationale:**

- Ensuring that all children and youth can receive a quality basic education is an indispensable solution to improving human security and wellbeing
- Education is a human right and must be extended to all, without reservation due to economic status, gender, race, ethnicity or disability
- Improved student learning outcomes is a critically important concern, but so is reaching children who remain out of school altogether

**Proposed post-MDG goal on education:** all children and youth should complete primary and lower secondary education which enables them to meet measurable learning standards and acquire relevant skills so they may become responsible, productive members of society

**Target date:** 2030

**Indicators:**

- Availability of and enrolment in pre-primary and other early childhood care and education programs
- Completion of primary and lower secondary education, including non-formal education, with completion based on fulfilment of measurable learning standards at each grade or level, and
end of cycle, and data disaggregated by gender and other categories of marginalized and vulnerable groups
• Adult literacy rates, and rates of participation in and completion of continuing education and training
• Percentage of countries whose national education plans and policies are standards-based and effectively track and measure learning outcomes, skills acquisition, and teacher and other educational staff’s certification and professional development, and which make systematic use of standards-based exams and other tools for assessing continuous learning

Proposed post-EFA goals:
• Improve school readiness by reducing the 50% the proportion of young children, including marginalized and vulnerable groups, who are not attending early childhood care and education programs
• All children and youth, including marginalized and vulnerable groups, complete primary and lower secondary education which enables them to meet measurable learning standards and acquire relevant skills so they may become responsible, productive members of society
• Reduce adult illiteracy by 50% and expand lifelong learning
• All countries have strong education systems in place which support learning
• (Post-EFA target date and indicators are the same as for the post-MDG goal)

Commonwealth Secretariat (2012)

Title: Commonwealth recommendations for the post-2015 development framework for education
Signatories/participants: Commonwealth Education Ministers

Principle/rationale:
• Retain some aspects of current goals as targets have not yet been reached
• Refine goals to make them more focused and expand to include areas of current global importance
• Accommodate post-EFA and post-MDG in a single framework

Main goals:
• every child completes a full cycle of a minimum of 9 years of continuous, free basic education and demonstrates learning achievement consistent with national standards.
• Post-basic education expanded strategically to meet the needs for knowledge and skills related to employment and livelihoods
• Reduce and seek to eliminate differences in educational outcomes among learners associated with household wealth, gender, special needs, location, age and social group.

Sub-goals:
• Provide adequate infrastructure for learning according to national norms for buildings, basic services, safety, learning materials, and learning infrastructure within appropriate distances of households

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22 Ministerial representatives from Bangladesh, Barbados, Cyprus, India, Kenya, Malawi, Mauritius, Nigeria, Papua New Guinea, Seychelles, Sierra Leone, Tanzania and Uganda finalized the recommendations on behalf of all Commonwealth Education Ministers.
23 Despite being called sub-goals, and although the report talks about aligning EFA with education MDGs into a single framework, these are in fact only partially overlapping with the main goals; for instance ECCE is not mentioned in the main goals but is in the sub-goals.
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- Universalise an ‘expanded vision of access’ to a full cycle of a minimum of 9 years of continuous basic education
- Successful achievement of national learning outcomes in cognitive, affective and psychomotor domains for both primary and lower secondary cycles at age appropriate levels up to the age of 15 years
- Invest strategically in expanded and equitable access to post-basic and tertiary level education and training linked to wellbeing, livelihoods and employment and the transition to responsible adult citizenship
- Eliminate illiteracy and innumeracy amongst those under 50 years old
- Provide education opportunities for young people and adults who have not successfully completed 9 years of basic education
- Reduce and seek to eliminate disparities in participation in education at school level linked to wealth, location, special needs, age, gender and social group and ensure all children have equal educational opportunities and reduce gaps in measured outcomes
- Reduce and seek to eliminate early childhood under-nutrition and avoidable childhood disease, and universalise access to community based ECE/D and pre-school below age 6 years

**Target date:** 2025

**Indicators (main goals):**

- % of boys and girls who complete a minimum of 9 years of basic education, to the appropriate national and, where appropriate, international, standard of completion, by the age of 15
- % of students of senior secondary/TVET/tertiary age (15-25) who complete an accredited qualification
- % of children from the bottom 20% of household income achieving x% in national learning assessments (NLAs) compared to those from the top 20%. Comparative achievement of boys compared to girls in NLAs. Comparative achievement of those in disadvantaged geographic locations in NLAs. Comparative achievement of those from marginalized social groups in NLAs

**Indicators (sub-goals):**

- Basic health and child development
- Body mass index, immunisation rates, childhood diseases
- Participation rates in ECE/D and pre-school by age
- Enrolment at grades 1-12
- Completion rate by age at grades 1, 3, 6, 9 and 12
- Trained and qualified teacher rate
- Trained and qualified school leader rate
- National learning assessment standards at grade 3, 6, 9 and 12
- Yield (level of achievement x % of age group achieving level)
- Enrolments by grade of secondary level
- % of age group enrolled by grade (post-basic/post-secondary)
- Transition rates (post-basic/post-secondary)
- Completion rates (post-basic/post-secondary)
- Literacy and numeracy rates at ages 15-20, 21-25, 26-30, 31-35, 36-40, 41-45 and 46-50 using samples and graded tests
- Trained and qualified non-formal education
- Participation rates by grade 1, 6, 9 and 12 by wealth quintile, location, gender, special needs, age and social group
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- Distribution of pupil-teacher ratios and class size; distance to school; and achievement levels
- % of school meeting infrastructure standards


**Title:** Total reach, total learning: education beyond 2015. Preliminary messages from the Global Campaign for Education – US Chapter.

**Participants/signatories:** coalition of 43 US organizations

**Principles/rationale**
- An education goal that targets learning more broadly than literacy and numeracy alone
- Increases learning inputs, namely trained teachers and learning materials
- Expands equitable access to pre-primary, primary, and lower secondary quality education
- Supports national governments in upholding the right to education

**Goal:** By 2030, all children and youth are receiving a quality pre-primary, primary, and lower secondary education.

**Target date:** 2030

**Indicators**
- Proportion of children and youth – disaggregated for girls, children with disabilities, children of ethnic minorities, and children in fragile and conflict-affected areas – enrolled in pre-primary, primary, and lower secondary school and their attendance rates
- Trained teacher-pupil ratios and textbook-pupil ratios
- Proportion of children and youth demonstrating adequate abilities in all learning domains


**Title:** Proposed post-2015 education goals: emphasizing equity, measurability and finance.

**Participants/signatories:** EFA Global Monitoring Report; initial draft for discussion.

**Principles/rationale:**
- The right to an education, as guaranteed under international and national laws and conventions, must be at the core of the goals.
- Ensuring that all people have an equal chance of education, regardless of their circumstances, must be at the heart of every goal.
- The goals should recognize the learning needs at each stage of a person’s life, and that learning takes place in non-formal as well as formal settings.
- One main goal should set the overall ambition for education as part of a broader post-2015 global framework.
- The goals should enable governments and the international community to be held to account for their education commitments.

**Overarching goal:** Ensure that by 2030, everyone has an equal opportunity to learn the basics, whatever their circumstances.

**Target date:** 2030
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**Individual goals**

- Ensure that by 2030 all children and adolescents, whatever their circumstances, have equal access to, and complete, comprehensive early childhood education, primary and lower secondary education.
- Provide comprehensive early childhood care and education, primary and lower secondary education of sufficient quality to ensure that by 2030 all children and adolescents, whatever their circumstances, have an equal chance of achieving recognized and measurable learning outcomes, especially in literacy and numeracy.
- Ensure that by 2030 all young people and adults, whatever their circumstances, can acquire skills needed to obtain decent jobs and lead fulfilling lives, through equitable access to appropriate training, including via second-chance programmes.
- Eliminate inequalities in education by 2030, taking specific measures to reach those disadvantaged by factors such as gender, poverty, location, ethnicity or disability.
- By 2030, ensure that no country is prevented from achieving education goals by a lack of resources.

**Indicators:**

- % of 15-year-olds who reach minimum learning benchmark
- Gross enrolment ratio (pre-primary)*
- Grade 1 new entrants who have attended some ECCE programme*
- Primary net enrolment ratio (adjusted)
- Primary net attendance ratio (adjusted), disaggregated
- Out of school children (primary age)
- Expected cohort completion rate (primary)
- Primary completion rate (by age 15)*
- Gross enrolment ratio (lower secondary)*
- Out of school adolescents
- Not in school (lower secondary school age)*
- Lower secondary completion rate
- Measure of ECCE quality*
- % of children/adolescents who reach minimum benchmark in grades 4-6 / grade 8*
- Youth/adult literacy/numeracy rates*
- % of youth/adults who reach minimum benchmark in problem solving skills*
- % of youth/adults participating in training after formal education*
- Mean years of education (15+)*
- % of 15 year olds who reach minimum learning benchmark
- Total public expenditure on education (% of GNP/total government expenditure)
- Public current education expenditure to pre-primary/primary/lower secondary education
- Total aid to education (share in total aid/share to low and lower middle income countries), by donors/private foundations
- Total aid to pre-primary/primary/lower secondary, by donors/private foundations

(Indicators marked with * should be disaggregated to show gaps by gender, rural-urban, richest-poorest, and worst-off group).

**(iii) Education goals in thematic frameworks**

The following are frameworks in which education goals are clustered by themes.
UN System Task Team on the Post-2015 UN Development Agenda (2012)

Title: Realizing the future we want for all. Report to the Secretary-General.

Participants/signatories: senior experts designated by the Principals of over 50 UN system entities and other international organizations

Principles/rationale:

- The agenda based on concrete end goals and targets should be retained but reorganized along four key dimensions: inclusive social development, inclusive economic development, environmental sustainability, and peace and security.
- The agenda should leave space for national policy design and adaptation to local settings guided by the overall vision and its underlying principles.
- The post-2015 agenda should be conceived as truly global with shared responsibilities for all countries.
- Human rights, equality and sustainability are the fundamental principles.

Goals/targets/indicators: not specified, but education is mentioned as an important part of both the social and economic development dimensions.

SDGs proposal by Sachs (2012)

Title: From Millennium Development Goals to Sustainable Development Goals

Participants/signatories: the author

Principles/rationale:

- SDGs should pose goals and challenges for all countries, not just the poor.
- SDGs can be organized into three broad categories: economic development, environmental sustainability and social inclusion.

Goals: education to be included under SDG 3: every country will promote the wellbeing and capabilities of all their citizens, enabling all citizens to reach their potential, irrespective of class, gender, ethnic origin, religion, or race.

Target date: 2030

Targets/indicators: not specified
(iv) Discussion papers, etc., without full goal frameworks

Perspectives from Africa (AUC et al., 2012)


Signatories/participants: AUC, UNECA, AfDB, and UNDP; endorsed by the heads of state and government of the African Union.

Principles/rationale:
- There is a consensus in Africa in favour of an MDG-plus agenda – rather than retaining the current MDGs or developing an entirely different framework
- in education, there are calls for a greater emphasis on post-primary education, and on education outcomes, not only enrolments.
- It will be necessary to minimize overlaps among goals and to select areas that have the greatest multiplier effects in developing countries

Goal (for post-2015 priorities): Promote education and technological innovation

Priority areas:
- Strengthen quality and access to basic and tertiary education
- Invest in secondary, tertiary and vocational education
- Promote technology transfer
- Invest in research and development

Results for Development Institute / ODI (Burnett and Felsman, 2012)

Title: Post-2015 education MDGs

Participants/signatories: R4D / ODI, drawing on interviews with participants from the Center for Universal Education, World Bank, UNDP, UNICEF, DFID, USAID, Save the Children, and 21 ministers of education

Principles/rationale:
- Mechanisms are urgently needed to include developing countries in current discussions about education and to include education more in general discussions about the post-2015 world.
- Be careful with some of the current technically attractive proposals and setting context-relevant goals.
- Definitely include Learning but be very careful about simplistic standardized measures.
- Concentrate on equity and the poorest – any new goals should explicitly be measured for each quintile.
- It may be worth developing some sort of simple educational equivalent of stunting, as used in work in health and malnutrition, to try to capture educational deprivation.

Goals/targets/indicators: not specified.
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Title: Education for All: beyond 2015. Mapping current international actions to define the post-2015 education and development agendas.

Signatories/participants: Discussion paper for the UNESCO CCNGO/EFA meeting; maps current thinking and lists strategies for civil society to contribute to education agenda. Draws on interviews with UNESCO, UNICEF and NGO staff.

Principles/rationale:
- Education perceived as the most successful of the millennium outcomes, and so unlikely that education will retain its previous prominence in the development agenda
- At least one goal on education must be included in the post-2015 development agenda
- Post-2015 education goals will provide more room for a larger list of education priorities
- Post-2015 goals should have targets and benchmarks that “are intelligently designed to contain in-built flexibility to ensure that their watermarks can be locally defined by national governments based on their contextual priorities.” (p. 32)

Goals/targets/indicators: not specified.

Oxfam (Green et al., 2012)

Title: How can a post-2015 agreement drive real change?
Signatories/participants: Discussion paper intended to provoke reflection and debate; does not reflect official Oxfam policy positions
Principles/rationale: Post-2015 arrangements have to be designed to influence governments, whereas the main impact of the MDGs was on the aid system
Goals/targets/indicators: not specified

German Development Institute (Loewe, 2012)

Title: Post-2015: How to Reconcile the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs)?
Signatories/participants: the author
Principles/rationale: Two separate but mutually reinforcing post-2015 agendas – one focusing on human development, the other on global public goods – could address the most serious concerns of proponents of both MDGs and SDGs
Goals/targets/indicators: not specified

North-East Asian Youth Declaration (2013)

Title: North-East Asian Youth Conference: The world we want. A North-East Asian youth vision.

Participants/signatories: 51 young people from China, Japan, the Republic of Korea, and Mongolia

Principles/rationale:
- The development framework post-2015 needs to be achievable
- The voice of youth should be heard
- Young people need jobs
- Access to quality education must be guaranteed
- Inequalities are on the rise, with negative impact on equality of opportunity, human dignity, persistent poverty, human rights and social stability
- Concern about falling birth rates and ageing populations
Education in the Post-2015 Development Agenda

- Need to work together to ensure sustainable development
- Much work still needs to be done on gender equality
- All forms of discrimination against vulnerable groups must be tackled

Goals:

- Access to quality education must be guaranteed
- We must encourage our children and parents to respect differences and to support each other in finding their own personal happiness
- We need a new education system that promotes less competition and gives more opportunities to discover and pursue interests

Targets/indicators: not specified

Karver et al. (2012)

Title: MDGs 2.0: what goals, targets, and timeframe?
Signatories/participants: the authors
Principles/rationale: Original education MDGs suffered from being input measures rather than measures of learning
Goal: To ensure that all children will complete primary school with a mastery of basic literacy and numeracy, to increase global secondary completion in the population 25 and above by 50 percent, and to accelerate progress for all towards improved mastery of language, writing, math and science skills required for a productive role in national and global societies.
Target date: 2030

Klasen (2012)

Title: MDGs post-2015: what to do?
Signatories/participants: the author
Principles/rationale: overarching global commitments should translate into country-specific targets in dimensions of income poverty, hunger, education, mortality and sustainability
Goal: Promote education
Target: country-specific, based on feasible paths
Indicator: Schooling completion rates, but moving towards global measurement of educational quality via regular and comparable achievement tests
Target date: not specified

First Asia-Pacific High Level Meeting, May 2012 (UNESCO Bangkok, 2012a)

Title: Towards EFA 2015 and beyond – shaping a new vision of education

Signatories/participants: about 50 high-level representatives and education experts from think tanks, universities, ministries, UN and international development organizations, regional organizations, UNESCO National Commissions and civil society from across the Asia-Pacific region.

Principles/rationale:

- Achieving Education for All remains a key, yet unfinished agenda for basic education in the region; meeting its goals requires strengthened efforts including addressing persistent disparities between and within countries.
- Future orientations for education need to deepen and go beyond current EFA goals. Key education issues such as access, learning, equity and quality of education, teachers, and skills development should be areas of emphasis and feature prominently among the
Education goals and strategies to be incorporated in post-2015 development agendas. Education should be addressed across the life-cycle and future approaches to education need to be underpinned by a life-long-learning approach.

- There is a need for rethinking education in light of emerging trends; broader socio-economic development and challenges must be clearly reflected in the discussion on the future of education.
- Fulfilment of the right to education is critical to human wellbeing, economic growth and sustainable development, and it therefore needs to be made prominent in the discussion on future development frameworks.
- There must be both an education-specific development agenda beyond 2015 and explicit reference to education in all development agendas, given the fundamental role that education plays in achieving much broader development goals.

Goals/targets/indicators: not specified.

Second Asia-Pacific High Level Meeting, November 2012 (UNESCO Bangkok, 2012b)


Signatories/participants: 60 officials and renowned experts representing national institutions, research institutes and international organizations

Principles/rationale:
- Deep societal and economic transformations have impacted education requirements. Education needs to equip young people with competencies and attitudes to function in rapidly changing societies and labour markets, including non-cognitive and application skills, and education for social cohesion.
- Lifelong learning gains renewed focus due to rapid economic, demographic and environmental changes which require learners to continue to explore and master entirely new skills throughout life; and technological changes that make learning possible in multiple settings and at any time.
- Quality learning is central, including learning processes, learning environments and learning outcomes.
- New insights from neuroscience and the emerging interdisciplinary ‘science of learning’ can be harnessed to inform pedagogy and education policy and practices.
- Early learning is crucial, but people are able to learn throughout life; there should be no “trade-offs” between investment in different levels of education.
- ICTs provide new avenues for pedagogy and change the nature of learning, but will not improve learning unless embedded in a quality teaching-learning process.
- A highly professionalised teaching force supported by effective learning environments, remains key to improved learning.
- Learning is culturally situated and thus, the way learning is taking place in certain social/cultural contexts needs to be considered in education policy and practice. Understanding better how social/cultural factors influence learning could help to address learning disparities in the region.

Goals/targets/indicators: not specified
Appendix 8. Summary of education goals in selected proposals

<table>
<thead>
<tr>
<th>Proposal</th>
<th>Overall or main goal(s) on education</th>
<th>Position in development and education agendas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellagio</td>
<td>Appropriate education and skills for productive participation in society’ / ‘Productive participation in society achieved through “high-quality education for all” ’</td>
<td>1 overall goal, 3 sub-goals (inputs, throughputs, and outputs) and 7 targets, all brought within the development agenda²⁴</td>
</tr>
<tr>
<td>Save the Children</td>
<td>Ensure children everywhere receive quality education and have good learning outcomes</td>
<td>1 goal in development agenda, 3 targets - learning outcomes and equity, early childhood, and youth skills</td>
</tr>
<tr>
<td>Basic Education Coalition</td>
<td>All children and youth should complete primary and lower secondary education which enables them to meet measurable learning standards and acquire relevant skills so they may become responsible, productive members of society</td>
<td>1 goal in development agenda with 4 indicators corresponding to 4 post-EFA goals – early childhood, completion of basic education with learning and skills, adult literacy, strong education systems</td>
</tr>
<tr>
<td>Commonwealth</td>
<td>(i) Every child completes a full cycle of a minimum of 9 years of continuous, free basic education and demonstrates learning achievement consistent with national standards. (ii) Post-basic education expanded strategically to meet the needs for knowledge and skills related to employment and livelihoods (iii) Reduce and seek to eliminate differences in educational outcomes among learners associated with household wealth, gender, special needs, location, age and social group.</td>
<td>3 education goals in development agenda and 6 (partially overlapping) post-EFA sub-goals – early childhood, basic education with satisfactory learning outcomes, post-basic education and training, literacy and second-chance education, inequalities, participation and infrastructure</td>
</tr>
<tr>
<td>GCE-US</td>
<td>By 2030, all children and youth are receiving a quality pre-primary, primary, and lower secondary education.</td>
<td>1 education goal with indicators on enrolment (disaggregated at each level), quality learning environments, and learning outcomes</td>
</tr>
<tr>
<td>GMR</td>
<td>Ensure that by 2030, everyone has an equal opportunity to learn the basics, whatever their circumstances.</td>
<td>1 goal in the development agenda, divided into 5 sub-goals</td>
</tr>
</tbody>
</table>

²⁴ The Bellagio report (Bates-Eamer et al., 2012) lists both a broader set of ‘targets’ and a more specific, longer set. I refer to the former as sub-goals for consistency with other reports.
### Table 4. Access, quality/learning, and equality in the proposed goals and targets

<table>
<thead>
<tr>
<th>Organization</th>
<th>Access</th>
<th>Quality/learning</th>
<th>Equality</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellagio</td>
<td>Implied in overall goal and explicit in one sub-goal (‘inputs’); indicators focus on primary level</td>
<td>Quality mentioned in overall goal and one of the sub-goals (‘outputs’)</td>
<td>Targets on socioeconomic and gender equality, as part of sub-goal on access</td>
</tr>
<tr>
<td>Save the Children</td>
<td>ECD access implied in target 2. Primary and secondary completion in indicators.</td>
<td>Quality and good learning outcomes in overall goal and target 1; achieving literacy, numeracy and skills in target 3</td>
<td>Explicit in target 1; target 2 focuses on poorest young children. Indicators include gaps in learning, completion rates, access to ECD, and levels of child development</td>
</tr>
<tr>
<td>Basic Education Coalition</td>
<td>Primary and lower secondary completion in overall goal and one sub-goal. ECCE, lifelong learning and adult literacy in sub-goals.</td>
<td>Meeting learning standards and acquiring skills in overall goal.</td>
<td>Marginalized and vulnerable groups mentioned in sub-goals</td>
</tr>
<tr>
<td>Commonwealth</td>
<td>Basic education (9 years) and post-basic education in main goals. Adult literacy and numeracy, second-chance education, and ECCE in the sub-goals.</td>
<td>Part of all three main goals.</td>
<td>Reducing differences in outcomes is a main goal in itself.</td>
</tr>
<tr>
<td>GCE-US</td>
<td>Pre-primary, primary and lower secondary named in main goal</td>
<td>‘Quality’ in main goal</td>
<td>Enrolment rates disaggregated in indicators</td>
</tr>
<tr>
<td>GMR</td>
<td>Implicit in main goal. Access to ECCE, primary and lower secondary education, literacy and skills explicit in sub-goals.</td>
<td>‘Learn the basics’ in main goal. References to quality, literacy, numeracy, and skills, in sub-goals.</td>
<td>‘Equal opportunity’ in main goal. Eliminating inequalities is a sub-goal in itself.</td>
</tr>
</tbody>
</table>