

# Education For All by 2015

## Education International's Response to the Global Monitoring Report 2010



- ❖ Expand early childhood care and education
- ❖ Provide free and compulsory primary education to all
- ❖ Promote learning and life skills for young people and adults
- ❖ Increase adult literacy by 50 percent
- ❖ Achieve gender parity by 2005 and gender equality by 2015
- ❖ Improve the quality of education



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## Introduction

A full decade has passed since historic commitments were made in Dakar in 2000 to unite the global community around the noble aspirations contained within the Education for All goals (EFA). With only five years to go until the deadline of 2015 we applaud the fact that much progress has been achieved. However, much more remains to be done, and done with a renewed sense of urgency and determination – especially in light of the global economic, food, jobs and climate crises.

The Global Monitoring Report (GMR) 2010 emphasises the overarching need to reach out to learners who are marginalised for whatever reason, whether due to poverty, gender, remote rural location, ethnic minority status, language, disability, or any other factors.

In reiterating the pledges that governments made in the Dakar Framework for Action (2000) to explicitly identify, target and respond flexibly to the needs and circumstances of the poorest and most marginalised, the report underlines how governments continue to fail to act on their commitments to address extreme poverty and persistent educational disadvantages. GMR researchers point out that, time and again, despite the progress of the past decade, many countries neglect their responsibility to meet the



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(please refer to Unesco website for more information)



needs of all learners, especially those in marginalised groups, and thus are delaying progress towards Education for All.

The GMR highlights that many of the world's poorest countries are not on track to meet the 2015 targets and that there are also real dangers that the effects of the global economic crisis could stall, or undo, gains made in the past.

Education International (EI) itself has argued that as a result of national budgetary pressures, rising unemployment and concomitant rising poverty levels, human development is threatened and millions of people have become more vulnerable. The global financial crisis cannot be used as an excuse to deprive a generation of young people of their fundamental right to quality education.

As UNESCO Director General, Irina Bokova, writes in the GMR Foreword: "We are at a crossroads. Either we continue with business as usual and risk undoing the considerable progress made over the last decade, or we use this crisis as an opportunity to create sustainable systems that promote inclusion and put an end to all forms of marginalisation."





## Using the Global Monitoring Report as an advocacy tool

*Running to more than 500 pages, the annual GMR is an extremely comprehensive resource with the latest education statistics and information that can be invaluable to unions' research and advocacy work. However, its very length may be daunting, so EI has produced this succinct analysis to assist union leaders and activists.*

*The 40-page Executive Summary is possibly the most useful section for those needing a little more detail.*

*The other chapters are:*

- *Education at risk: the impact of the financial crisis*
- *Progress towards the EFA goals*
- *Reaching the marginalised*
- *The aid compact: falling short of commitments*
- *Rising to the challenge of EFA*

*The full Global Monitoring Report is available on line in English, French, Spanish, Russian and Arabic at: [www.unesco.org/en/efareport/reports/2010-marginalisation/](http://www.unesco.org/en/efareport/reports/2010-marginalisation/)*

*The GMR gives a wealth of information but other relevant sources should not be*



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*forgotten. EI, through its Hands Up for Education campaign, has developed a bank of resources on the global impact of the economic crisis. These can be found at: [www.ei-ie.org/handsup/en/](http://www.ei-ie.org/handsup/en/)*

*The GMR takes a global perspective but advocacy can be much more effective by translating the findings and statistics to national contexts. International events such as World Teachers' Day and Global Action Week, and national dates such as the beginning of the new school year, can all be important advocacy opportunities that provide good opportunities to invite media, government officials and other stakeholders to expand dialogue on achieving EFA. Tools and resources can be found on the EI website: [www.ei-ie.org](http://www.ei-ie.org)*

*Unless stated, all citations are from the EFA Global Monitoring Report: Reaching the Marginalised, UNESCO Publishing and Oxford University Press, 2010.*



## Progress on the six Education for All goals

Monitoring national, regional and international trends towards the achievement of the *Education for All* (EFA) goals is the main purpose of the *Global Monitoring Report* (GMR). The GMR reveals that two broad messages emerge from the analysis of progress towards the achievement of the EFA goals. The first is good news, showing that the world is moving in the right direction with many of the poorest countries registering impressive advances on many fronts. The second is bad news, indicating that, on current trends, progress towards the Dakar Goals is far too slow to meet the 2015 targets. This is what EI has been saying all along.

### Early childhood education: still a long way to go

The GMR reiterates the fact that early childhood education (ECE) is important, particularly for children from disadvantaged families. According to the GMR,<sup>1</sup> ECE cuts the transmission lines of disadvantage, which include poverty, low levels of parental education or speaking a minority language. Indeed, comprehensive ECE programmes can help deal with the educational and developmental needs of young children as well as their health and nutritional needs.

On a positive note, the GMR reports that participation in ECE has been steadily increasing over the years. For example, 140 million children were enrolled in pre-school programmes worldwide in 2007, up from 113 million in 1999. The gross enrolment rate increased from 33 to 41 percent over the same period.<sup>2</sup> However, it should be noted from these statistics that nearly 60 percent of the world's young children (3-6 years old) still have no access to pre-school education. The percentage of younger children (0-3 years old) without access to ECE could even be higher, as numerous studies, including those conducted by EI, have shown that this is a much neglected age group. EI supports the GMR's call for governments to invest in ECE. All children, including the most vulnerable and marginalised, deserve quality ECE.

<sup>1</sup>GMR, p.49 | <sup>2</sup>GMR, p.50



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## Primary education: expanding but not yet universal

The GMR notes that the past decade has seen rapid progress towards universal primary education. The number of out-of-school children has fallen by 33 million worldwide since 1999. Despite this significant improvement, 72 million children remain out-of-school, mostly in Sub-Saharan Africa and South and West Asia. On current trends, 56 million children will still be out of school by 2015.

It is chilling to note that an estimated “44 percent of out of school children in developing countries are unlikely ever to enrol”.<sup>3</sup> Most of these are marginalised children, such as those in conflict or post conflict areas, girls, rural children, child labourers, children with disabilities, AIDS orphans and other vulnerable groups. It is also disturbing to note that some countries that had been making progress are now slipping back, or stagnating, making it difficult or even impossible to achieve the EFA goals by 2015.

The GMR notes that gender disparities also hold back progress. Around 54 percent of out of school children are girls. Public authorities need to come up with targeted measures that will ensure girls have equal access to quality education, while ensuring that boys are not left behind. EI agrees with the GMR’s view that getting girls into school demands concerted action to change gender-biased attitudes and household labour practices.

Getting children into school is good, but that in itself is not sufficient. It is important to ensure that children remain in school and that they get a good quality education which meets their diverse learning and other needs. The GMR aptly concludes: “The critical challenge is not just getting children into school but ensuring that, once there, they complete a good quality education.”<sup>4</sup>

| <sup>3</sup> GMR, p.11 | <sup>4</sup> GMR, p.61



## Youth and adult skills - expanding opportunities

The GMR notes that the global economic crisis has pushed learning and skills up the political agenda. This is partially necessitated by the need to re-skill workers who lost their jobs due to the economic crisis. Participation in vocational education and training has increased alongside the expansion of secondary education. Developed countries have achieved near universal secondary education, while progress in developing countries and in tertiary education has also been significant. However, progress remains uneven. For example, secondary gross enrolment levels range from 34 percent in Sub-Saharan Africa to 65 percent in Arab states and 90 percent in Latin America. Tertiary level enrolment is just 6 percent in Sub-Saharan Africa, compared with 22 percent in the Arab region and 35 percent in Latin America.<sup>5</sup> EI agrees with the need to avoid separating vocational education from general education, as emphasised in the GMR. EI also insists that vocational education and training should be given as much attention as other levels of education.

### Adult literacy remains a big challenge

On current trends, the EFA goal to achieve 50 percent improvement in levels of adult literacy will be missed. Despite steady progress, 759 million adults, two-thirds of them women, still lack basic literacy skills. The GMR warns that unless more is done to accelerate progress an estimated 710 million adults will still be illiterate in 2015.<sup>6</sup> This calls for concerted effort by public authorities, civil society and all stakeholders, to ensure that adult literacy receives as much attention as other levels of education. Implementing recommendations of the Sixth International Conference on Adult Education (CONFINTEA VI) held in Belem, Brazil, in 2009, would go a long way in addressing some of the issues related to adult education and literacy.

| <sup>5</sup>GMR, pp.76-79 | <sup>6</sup>GMR, p.95



## Education at risk: the impact of the financial crisis

This year's GMR comes out during the most severe global economic crisis since the Great Depression of the 1930s. Education systems in many of the world's poorest countries are just starting to experience the aftershocks of a crisis that originated in the financial systems of the developed world. There is an imminent danger that after a decade of encouraging advances, progress towards the EFA goals will stall or even reverse, affected by slower economic growth, rising poverty and subsequent pressures on government budgets. Furthermore, it is likely that donor countries' aid to reach the EFA goals, already behind prior commitments, will further stagnate.

Current growth projections indicate that Sub-Saharan Africa, one of the world's regions in most need, faces a potential loss of US\$4.6 billion per year in total finance available for education in 2009 and 2010. This figure is double the current level of aid to basic education in the region. Per-pupil spending in primary schools may be as much as 10 percent less in 2010, compared to estimates of pre-crisis growth levels. The reduced availability of resources will mean that there will be less funding for teachers' salaries, classrooms and education programmes.

Rich countries of the developed world have been able to put in place large scale economic stimulus packages to support recovery and defend, or expand, public education. Conversely, poor countries of the developing world lack the resources to counteract the crisis. For most, increased aid is the only way to maintain public services and education. The alleviation of budget pressures in the short term is needed to implement spending plans linked to targets in basic education. This is why expansion of fiscal space for these countries, through increased aid, must be the main priority for the donor community at this time.

The international response, thus far, has been inadequate. Successive G8 and G20 summits have moved financial mountains to stabilise their financial systems but their support to the world's poorest countries has been very modest.

Most of what has been presented as additional aid is in fact reprogrammed and repackaged aid. An estimated US\$2 billion has been provided, in addition to the annual commitment of US\$3 billion for low-income countries, mainly through the International Monetary Fund (IMF). This compares with an estimated aid shortfall of US\$80 billion per year for Sub-Saharan Africa alone, according to pre-crisis projections. Even worse, as EI's survey on *The Impact of the Crisis on Education* (2009) illustrates, countries which applied for, and received, IMF loans face the same old conditionalities of enforced austerity measures and cuts in public spending.



## The aid compact: falling short of commitments

International aid is a vital part of the EFA programme. In 2000, donor countries pledged that no country committed to achieving the EFA goals would be allowed to fail for lack of funding. Unfortunately, this is exactly what is happening. Despite an overall increase in aid disbursements during the last decade, reaching US\$10.8 billion for education in 2007 (more than double the level of 2002), overall commitment levels are stagnating around US\$12 billion, the same level as in 2004. There are also no signs of giving priority to education in the overall aid package. In 2010, education accounts for the same 12 percent as in 1999 and 2000. There are several reasons for this. Beyond donors' overall capacity to meet their commitments and inevitable annual fluctuations, recent trends highlight systemic problems. One of these is that current aid flows are limited to a small group of donors. The five largest donors to education are: France, Germany, the World Bank's International Development Association (IDA), the Netherlands and the United Kingdom. Together they account for nearly 60 percent of total commitments to education. As a result, aid availability is highly vulnerable, even small fluctuations in one key donor's contributions can lead to large imbalances.

Considerable variation in individual donors' commitments to different levels of education also leads to imbalances in aid flows. While the Netherlands and the USA direct more than 60 percent of their funds to basic education, France, Germany and Japan commit similar shares to post-basic education. Additionally, several donor countries allocate large amounts of the aid to their own institutions which admit foreign students. Complicating matters further is the appearance of new donors with diverse agendas: These include countries such as China and Saudi Arabia, and the private sector.

Without predictable, adequate and timely aid, recipient governments have serious difficulties in making even medium-term financing plans and delivering on them.

Justifiably, the GMR calls for better aid coordination, including donors working collectively to align their plans with those of reci-

pient; increased share of programme-based aid, pooled funding for education and shared reporting structures.

To meet the Dakar challenge by 2015, the world needs an ambitious multilateral framework and an effective global funding mechanism to provide crucial resources and accelerate progress. The Fast Track Initiative (FTI) in particular has failed to deliver financing on an adequate scale and level, so it needs to be reformed. Most importantly, new governance rules are needed to ensure transparency in decision-making and to enable the voices of developing countries to be heard and heeded. EI contends that the voices of education professionals and their organisations must also be heard.

The GMR says that reform of the FTI would encompass:

- **Establishing the FTI as an independent foundation outside the World Bank, with its main focus being closing the EFA funding gaps and with a governance structure that strengthens the voices of developing countries and civil society groups;**
- **Restructuring planning and procedures through greater transparency and a dilution of donor domination over financing decisions;**
- **Establishing a secure and predictable financing base through regular pledging conferences; and**
- **Addressing the specific needs of conflict-torn countries by supporting both short-term recovery and long-term planning goals through a unified process within FTI.**

The current financial crisis has reminded us that global economic inter-dependence has a human face. Children in the poorest countries stand to pay for the faults of Western banks by missing out on their opportunities for education, and their route out of the poverty cycle. Such an outcome is unacceptable as it would reinforce a type of globalisation built on extreme inequalities.



## Reaching the Marginalised

Marginalisation is the main focus of the GMR, and rightly so. Governments' systematic failure to address extreme education disadvantage has meant that large parts of society remain beyond the reach of positive educational initiatives. Marginalisation in education is driven by a number of inter-related cultural, social and economic inequalities including: wealth, gender, language, ethnicity, regional and rural-urban differences, that mutually reinforce each other, and as the GMR states: "disadvantages are rooted in deeply engrained social, economic and political processes, and unequal power relationships – and they are sustained by political indifference".<sup>7</sup>

While many governments recognise that education is a basic human right and are aware that restricting access to education leads to diminished livelihoods and life chances, including: reduced employment opportunities, affected health, and low participation in political processes, their failure to appropriately and comprehensively address these inequalities in a practical way impedes progress. The GMR underlines that "governments have to do far more to extend opportunities to hard-to-reach groups such as ethnic minorities, poor households in slums and remote rural areas, those affected by armed conflict and children with disabilities."<sup>8</sup>

Thus, one of the key messages of the GMR is that, despite recent progress, deprivation in education remains extremely high, and governments must make inclusive education the central focus of the EFA agenda, in order to overcome marginalisation.<sup>9</sup> Government policies should better prioritize the eradication of extreme and persistent disadvantage in education. EI underlines the GMR's key message that: "failure to address inequalities, stigmatisation and discrimination linked to wealth, gender, ethnicity, language, location and disability [including HIV and AIDS] is holding back progress towards Education for All."<sup>10</sup> EI stresses that it is imperative for education unions to continue lobbying their governments to protect their public sectors, and that governments maintain their commitments towards the EFA goals.

| <sup>7</sup>GMR, p.8 | <sup>8</sup>GMR, p.8 | <sup>9</sup>GMR, p.137 | <sup>10</sup>GMR, p.2

In the GMR, UNESCO puts forward a new data tool to measure marginalisation. The Deprivation and Marginalisation in Education (DME) data set is designed to help countries identify marginalised groups and absolute deprivation levels in education. Having less than four years of education – the minimum required for basic education – is used as a benchmark for education poverty, with less than two years of schooling used as an indicator of extreme education poverty. Findings from 63 developing countries reveal that education poverty and extreme education poverty remain prevalent, particularly in Sub-Saharan Africa, but also in South East Asia and Latin America. The GMR also highlights that marginalisation is not just a phenomenon of developing countries, but it affects all countries.

Since marginalisation is a result of numerous inter-related factors, complex patterns are revealed. Being born into poverty, and the resulting vulnerability, is one of the strongest determining factors of marginalisation. Girls are most likely to feel the effects of household poverty: undertaking household chores, taking care of younger family members or those who are ill, etc. Child labour is another big factor affecting education. It is estimated that there are 166 million child labourers in the world.<sup>11</sup> Language and ethnicity contribute more subtly towards marginalisation, but indigenous and ethnic minority groups are more likely to be poor, socially excluded and stigmatised, and perform poorly in school because they do not understand the language. Conflict is another determining factor for marginalisation, where education facilities are destroyed or severely dismantled, and children and teachers are subject to attack. Children living with disabilities may face neglect,

### **HIV and AIDS**

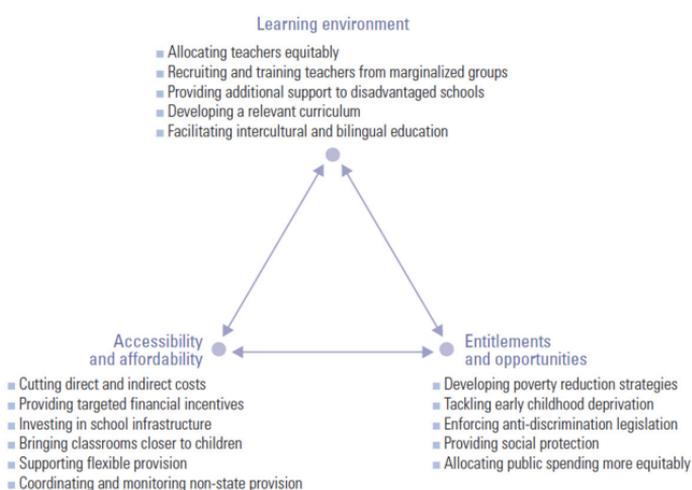
*The needs of children living with HIV are well-documented in the GMR 2010. However, there is a critical gap in terms of the support required by teachers living with HIV. Teachers play a pivotal role in securing universal access to education for all children, but in some countries, an estimated one in ten teachers are living with HIV. Clearly, guaranteeing their well-being is essential to prevent a sharp decline in the teaching workforce where shortages are already serious. Facilitating access to universal care, treatment and support is fundamental for teachers living with HIV. Ensuring a supportive and enabling environment, free from stigma and discrimination, is also essential so that they can support the provision of quality education to their fullest potential.*

<sup>11</sup> GMR, p.130

restricted opportunities or stigmatisation in education systems, and children and teachers living with HIV may also be subject to similar disadvantages.

EI supports the GMR's contention that governments should develop targeted policies to reduce all inequalities and to close the gap between marginalised groups and the rest of society, precisely by recognising which groups are marginalised. EI strongly supports the statement that: "National equity targets in education should be seen as an integral element of Education for All goals."<sup>12</sup> The DME data set<sup>13</sup> can be used for "developing policies and designing targeted interventions that can translate commitment to Education for All into meaningful action."<sup>14</sup> The disaggregated data of the DME data set provides a tool for monitoring and evaluating progress towards such targets.

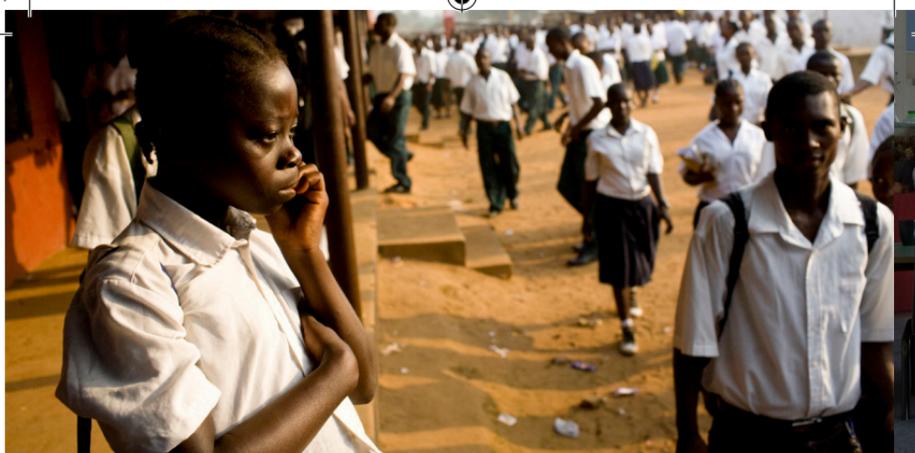
**Figure 3.29: The Inclusive Education Triangle**



To overcome marginalisation in education, the GMR correctly emphasises that governments must develop policies that address the underlying causes of marginalisation: social inequality, gender disparities, ethnic and linguistic disadvantages, and regional differences. The GMR identifies three broad sets of policies that can overcome marginalisation that should be seen as factors in an inclusive education triangle: access and affordability, entitlements and opportunities, and the learning environment.

within its own programmes EI advocates these inclusive education policies in overcoming marginalisation; particularly the focus on improving the learning environment by ensuring that teachers and schools are equipped to deliver good quality education and are able to respond to the needs of disadvantaged children.<sup>15</sup> This includes challenging attitudes to marginalised groups and working effectively in classrooms with children from diverse backgrounds.

<sup>12</sup> GMR, p.10 | <sup>13</sup> The DME data set can be downloaded online at: <http://www.unesco.org/en/efareport/dme/> | <sup>14</sup> GMR, p.10 | <sup>15</sup> GMR, p.186



## Professional development of teachers: an essential key to quality and equity

EI could not agree more with the GMR's assessment that "teachers are the single most important education resource in any country."<sup>16</sup>

However, the GMR contains significant evidence of persistent and serious issues that need to be tackled: a shortage of teachers, high pupil/teacher ratios with big national disparities between rural and urban areas, high student and teacher attrition rates, low teacher salaries, etc. For EI, investing in teachers' professional development and decent salaries is essential. It must not be viewed merely in light of economic affordability but as a matter of setting human and socio-economic priorities to achieve social justice.

To close the teacher gap of 10.3 million primary school teachers required to achieve the EFA goal of universal primary education by 2015 we need politically courageous national and international strategies based on sustainability and quality, not short term measures that sacrifice quality for quantity. Quality initial and in-service training of teachers and professional development are the cornerstones of quality education.

Well-managed teacher deployment and "well trained teachers can help mitigate the disadvantages of marginalised children."<sup>17</sup> Professional development and specialised training is also essential for teachers in fragile, conflict or post-conflict areas, remote or rural areas.

EI believes that quality and equity can only be achieved through holistic education strategies. Well-trained teachers and well-adapted learning environments are crucial for quality education and improved teaching and learning processes. This holistic approach, recognising the special requirements of marginalised groups, can only succeed with the commitment of all education actors, national and external, across formal and non-formal education.

EI is concerned that pushing for "a balance between affordability and good teaching"<sup>18</sup> may give public authorities an excuse not

| <sup>16</sup> GMR, p.114 | <sup>17</sup> GMR, p.196 | <sup>18</sup> GMR, p.117 |



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**In co-operation with Oxfam Novib of the Netherlands, EI is developing the Quality Educators for All programme (Quality-ED). Quality-ED pilot projects are underway in Mali and Uganda. This initiative is based on a holistic approach incorporating ownership by national actors, a shared competency profile of primary teachers, and a revised curriculum integrating life skills and trauma counselling, especially in Northern Uganda. Building bridges between formal and non-formal education in terms of curricula and teacher status is also a goal of this project.**

to invest in teachers and quality teaching. Public authorities and donors should identify the financial needs, set the targets and develop efficient management and reliable accountability. The Dakar goals (2000) were not about affordable education for all but about delivering quality education for all.

EI concurs with GMR researchers when they state that there is a “need for governments and donors to ensure that teacher salaries reflect a commitment to deliver good quality education through a well-qualified and motivated workforce.”<sup>19</sup> However, this will be challenging as the GMR reports that “the financing gap to achieve the basic education goals is much larger than previously assumed.”<sup>20</sup> Investment in teachers needs to increase by 40 percent and 6.2 million additional classrooms are needed!

Consequently, national governments must increase their education budgets and donors must increase the volume of aid if the goal of reaching the marginalised is ever to be met.

<sup>19</sup> GMR, p.117 | <sup>20</sup> GMR, p.119

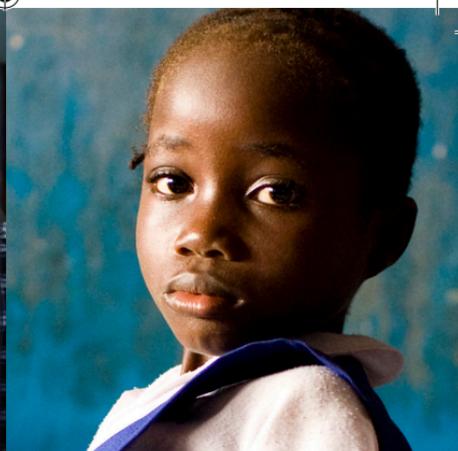


## Rising to the EFA challenge

The GMR report outlines a 10-step plan that can be used by governments, donors and the international community to sharpen their political commitment towards the EFA goals. These are:

1. **Set equity-based targets for all EFA goals**
2. **Develop data collection systems with a focus on dis-aggregated statistics to identify marginalised groups and monitor their progress**
3. **Identify the drivers of marginalisation for specific groups**
4. **Adopt an integrated policy approach that addresses interlocking causes of disadvantage within education and beyond**
5. **Increase resource mobilisation and strengthen equity in public spending**
6. **Honour aid donor commitments and convene an EFA pledging conference**
7. **Improve aid effectiveness with a strengthened focus on equity and conflict-affected countries**
8. **Strengthen the multilateral architecture for aid to education**
9. **Integrate provision by NGOs within national education systems**
10. **Expand the entitlements of the marginalised through political and social mobilisation**

Member organisations should evaluate these recommendations in terms of their specific national context. The recommendations which reflect the reality on the ground can be used to engage with your government, to lobby international institutions to step up progress, and to evaluate how your organisation can become even more effective in working to achieve quality education standards.



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El believes that unions can play a central role in lobbying their governments to implement elements of this plan, including making equity a higher national policy priority focused on narrowing wealth, gender, language and regional disparities. Marginalisation can only be overcome by improving the affordability and accessibility of education for socially disadvantaged groups by deploying qualified teachers more equitably and implementing intercultural and bilingual education; ensuring quality public services, and enforcing laws against discrimination. Unions may also lobby their governments to honour aid commitments and consolidate their focus on equity and conflict-affected areas. This is particularly important within the context of the global economic crisis where, in low-income countries, slow economic growth has led to budgetary pressures with disastrous impact on public spending on education and the marginalised.

Unions can also take action by compiling data or undertaking research to identify the drivers of marginalisation within their own countries. At the international level, civil society organisations can expand the entitlements of marginalised groups through political and social mobilisation and legislative action to ensure non-discrimination and equal opportunity. The Global Campaign for Education is a key player and partner in this area, to which El's member unions can greatly contribute.

The noble concept of universal free public education is still an unmet promise for millions of children worldwide.

**Real progress can only be made through on-going and substantial dialogue between government policy makers and the unions of teachers and education workers around the world.**



## Education International

EI is the Global Union Federation representing 30 million teachers and education personnel from pre-school to university in 173 countries and territories.

### Head Office

5, Bd du Roi Albert II  
1210 Brussels, Belgium  
Tel: +32 2 224 06 11  
Fax: +32 2 224 06 06  
Email: [headoffice@ei-ie.org](mailto:headoffice@ei-ie.org)  
Web: <http://www.ei-ie.org>

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