Overcoming inequality: why governance matters
Key messages

- There has been strong progress towards many EFA goals, but...
- Key targets for 2015 will be missed – and time is running out
- Governments are failing to tackle inequality, as are current approaches to governance reform
- Aid to education is stagnating and donors are not meeting their commitments
Outline

- Chapter 1 – Education for All: human right and catalyst for development
- Chapter 2 – The Dakar goals: monitoring progress and inequality
- Chapter 3 – Raising quality and strengthening equity: why governance matters
- Chapter 4 – Increasing aid and improving governance
- Chapter 5 – Policy conclusions
Education for some – global and national inequalities persist

- **The global divide**: between the world’s richest and poorest nations
- **The wealth gap**: within countries, children from the richest households up to 5 times more likely to be enrolled that those from the poorest
- **The quality divide**: many children leave school lacking basic literacy and numeracy skills
The global divide: between the world’s richest and poorest nations

**OECD countries:**
- By age 7, almost all children are in school
- At 17 yrs, 70% are in secondary school

**Sub-Saharan Africa:**
- At age 7, only about 40% are in school
- At 17 yrs, 30% are in secondary school… but 20% still in primary
EFA & the MDGs

Grade attainment by wealth quintile in sub-Saharan Africa, South and West Asia and Latin America and the Caribbean

OECD countries (Finland)

LAC, Richest 20%

SWA, Richest 20%

LAC, Poorest 20%

SSA, Poorest 20%

SWA, Poorest 20%

Children in the poorest 20% of households more likely to drop out than those in the richest 20%

The wealth gap:

Grade attainment

Survival to grade (%)

Grade 1 Grade 2 Grade 3 Grade 4 Grade 5 Grade 6 Grade 7 Grade 8 Grade 9

Grade attainment

Survival to grade (%)

Grade 1 Grade 2 Grade 3 Grade 4 Grade 5 Grade 6 Grade 7 Grade 8 Grade 9

Children in the poorest 20% of households more likely to drop out than those in the richest 20%
EFA & the MDGs

➤ EFA as a foundation for the MDGs

- The Education for All agenda is broader than the MDGs
- Education can help unlock progress on the MDGs:
  ▶ Broad-based growth to halve extreme poverty
  ▶ Reducing child and maternal mortality
  ▶ Tackling child malnutrition
  ▶ Strengthening democracy and citizenship
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Early childhood education and care (ECCE) is still neglected

- Malnutrition as a barrier to EFA – 1 in 3 children suffer worldwide (higher in South Asia)
- Economic growth not enough – Despite growth, India’s child mortality is declining too slowly
- Successful programmes make a difference
  - **Mexico**: conditional cash transfer programme achieving gains in school progression and learning
  - **Bolivia**: integrated programme provides nutrients and learning environments for poor children under 6 with gains in learning and child health
  - **Philippines**: nutrition programme registered improvements in cognitive development
- Rich countries also face problems
  - **United States**: poor and ethnic groups lagging behind in ECCE, leading to inequalities in educational outcomes
Mon‌onitoring EFA

➢ Steady but uneven progress in universal primary education (UPE)

- Since 1999, the primary NER for developing countries has increased at twice the rate of the pre-Dakar decade
- Fewer children out of school in 2006 than in 2000
  ✓ Ethiopia and Tanzania have each reduced their numbers of out-of-school children by 3 million since Dakar.
  ✓ Nepal and Bangladesh have increased enrolment of girls and the disadvantaged.
  ✓ Mauritania, Morocco and Yemen have registered strong gains.
- ... but the world is not on track for UPE by 2015
Monitoring EFA

- **2006**
  - **75 million children out of school in 2006**
  
  - Nigeria: 8.1
  - India: 7.2
  - Pakistan: 6.8
  - Ethiopia: 3.7
  - Bangladesh: 1.4
  - Kenya: 1.4
  - Niger: 1.2
  - Burkina Faso: 1.2
  - Ghana: 1.0
  - Mozambique: 1.0
  - Philippines: 1.0
  - Yemen: 0.9
  - Mali: 0.8
  - Turkey: 0.7
  - Brazil: 0.6
  - Senegal: 0.5
  - Iraq: 0.5

- **2015**
  - **at least 29 million children out of school in 2015**
  
  - Nigeria: 7.6
  - India: 0.6
  - Pakistan: 3.7
  - Ethiopia: 1.1
  - Bangladesh: 0.3
  - Kenya: 0.9
  - Niger: 0.9
  - Burkina Faso: 1.1
  - Ghana: 0.7
  - Mozambique: 0.3
  - Philippines: 0.9
  - Yemen: 0.3
  - Mali: 0.6
  - Turkey: 0.7
  - Brazil: 0.2
  - Senegal: 0.2
  - Iraq: 0.2

- Partial projections in 134 countries (which represent two-thirds of out-of-school children in 2006)

- Nigeria and Pakistan together represent about one-third of the out-of-school population

- Nearly half of these in sub-Saharan Africa alone

- 55% girls - who are more likely never to have been in school than boys
Monitoring EFA

Tracking country progress: changes in net enrolment ratios and survival rates for a selection of countries over a 6-year period.


- Malawi
- Madagascar
- Mozambique
- Burkina Faso
- Eritrea
- Indonesia
- Philippines
- Bhutan
- Nepal
- Zimbabwe
- Guatemala
- Nicaragua
- Cambodia
- Mauritania
- Iraq
- Myanmar

Net enrolment ratios (%)
Survival rates to last grade (%)
Monitoring EFA

- Global, regional and national inequalities are a barrier to progress in UPE
  - **Wealth:** children from rich and poor backgrounds move in different worlds.
    - Poor children are heavily over-represented in out-of-school numbers:
      - In Cameroon, Kenya, Indonesia, Nicaragua – poorest 20% make up over 40% of out-of-school children
  - **Other inequalities:**
    - gender – over half the countries in sub-Saharan Africa, South and West Asia and the Arab States have yet to achieve gender parity in primary education
    - location (rural v. urban)
    - minorities
    - language
    - disability
Monitoring EFA

- Inequalities based on wealth in primary attainment

Net attendance rate and primary attainment among the poorest and the richest 20%

[Graph showing net attendance rate and primary attainment for age group 17-22 (%)]
Education quality – the learning divide

- Low average level of learning in many developing countries relative to developed countries
- PISA assessments place over 60% of children in Brazil and Indonesia scoring in the lowest score quintile
- Absolute learning levels in many countries are very low
- Global learning divide mirrored by social-economic divide within countries
Acute teacher shortages still a problem

- To achieve UPE by 2015, we will need to recruit and train:
  - Sub-Saharan Africa - 3.8 million teachers
  - East Asia - 4 million teachers
  - South and West Asia - 3.6 million teachers

- National pupil/teacher ratios mask large disparities between rich-poor, rural-urban, indigenous-non-indigenous areas.

- the majority of non-trained teachers are concentrated:
  - in rural areas in India
  - in the poorest area of Ghana
Monitoring EFA

Little progress in reducing numbers of illiterate adults

- Still 776 illiterate adults in 2006, two-thirds are women. This represents 16% of the global adult population

Projected number of adult illiterates (age 15+), by gender and region, 2015

- Projections for 2015 – at least 700 million illiterate adults
- Literacy gap – Adult literacy rates can vary up to 40 percentage points between the richest and poorest households within a given country.
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Governance for equity

Governance reform in education

- Education governance = the formal and informal processes through which policies are formulated, priorities identified, resources allocated, and reforms implemented and monitored

**Bad education governance is seen in:**
- overcrowded, underfinanced schools
- absent teachers
- unaccountable to families
- high levels of inequality
- low levels of learning

**Good governance aims for:**
- Transparency
- Accountability
- Equal opportunity for all citizens
- Enhancing the voice and participation of citizens

- The governance reform agenda:
  - Decentralize to sub-national bodies
  - Devolve authority and decision-making to schools and parents
  - Expand choice and competition
  - Flexible recruitment and financial incentives for teachers
Governance for equity

Evidence and lessons

- Financial decentralization comes with threats to equity
  - Lesson: governments should retain a strong role in leveling the playing field

- Devolution to schools can perpetuate and over-burden local providers
  - Lesson: governments need to create an enabling environment to strengthen ‘voice’ and build capacity

- Choice and competition is not a panacea for state failure, or a prescription for equity
  - Lesson: if public sector provision is broken, the governance challenge is to fix it
  - Lesson: avoid blueprints – and don’t export them

- Recognize the limits to contract teacher recruitment and performance-related pay
Governance for equity

- Failure to integrate education into poverty-reduction strategies
  - Weak linkage to the EFA agenda
  - Poor targeting and limited consideration of equity in target-setting
  - No link between education and broader governance reforms
  - Poor integration of cross-sectoral policies

The lesson: integrate education into wider strategies for overcoming poverty and inequality
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Donors are failing to deliver on their Dakar commitments

- **Aid commitments: global shortfalls and education deficits**
  - Donors falling short of 2010 commitments: meeting these requires additional US$30 billion
  - In 2006: aid to basic education US$5.1bn (same as 2004)
  - Aid to basic education in low income countries: US$3.8bn but US$11bn needed annually to meet EFA goals

- Fast Track Initiative under threat:
  - Potential financing gap of US$2.2bn by 2010
Equity matters

- Donors vary in their commitments to basic education in low-income countries

Some countries such as the Netherlands and UK allocate over 60% of aid to basic education in low income countries

...France, Japan and Germany allocate only a small fraction
Aid & aid governance

The Paris agenda: a mixed record

- Improving aid governance: Paris Declaration on Aid Effectiveness (2005). Until now, progress is variable:
  - Shift from projects to programmes
    - Increase from 33% to 54% in 2005-2006
  - National ownership
    - Conditions vary (India v Mozambique)
  - Aligning aid to national priorities & improve predictability
    - Some positive examples, but some donors unwilling to work through national structures
      » Despite Mongolia’s strong financial management system, only 17% of aid is managed through it
  - Improving donor coordination to reduce inefficiency
    - Progress in some countries (Ethiopia – over half of missions were joint missions in 2007), but...
      » In 2007, the Niger hosted 600 donor missions – less than 100 were joint
      » In 2005, 18 countries had to deal with 12 donors for basic education alone
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Conclusions

➢ Policy recommendations:
  ▪ Get serious about equity – and set targets for reduced disparities
  ▪ Strengthen links between education planning and poverty-reduction strategies
  ▪ Back EFA targets with equitable financing
  ▪ Commit to quality education
  ▪ Recognize the limits to choice and competition
  ▪ Deliver on aid commitments (now)