

PRACTICAL GUIDANCE NOTE 6

LEAVE NO ONE BEHIND

1. Topic Overview

The Universal Declaration of Human Rights of 1948 and the International Covenant on Economic, Social and Cultural Rights of 1966 state that education shall be equally accessible to all on the basis of merit and individual capability. The Sustainable Development Goals (SDGs) set out global priorities to be realised for people and the planet by 2030. At the heart of these goals is a simple principle: to *Leave No One Behind*. This means that regardless of circumstances, all people should have equitable and meaningful access to a quality education and the means for a productive life. The EU is committed to the realisation of the SDGs as a whole and *Leaving No One Behind* is a strategic priority for the Commission in its work at all levels of education.ⁱ

There are many ways in which children, adolescents and youth are left behind. At present, using data that are available and recognising that many children – such as child workers, nomadic and homeless children, those in prison or living in urban slums, many refugees and internally displaced people (IDPs) – often do not appear in official data at all:

- Worldwide, some 262 million childrenⁱⁱ, adolescents and youth are out of school due to reasons such as conflict, poverty, ethnicity, location, language, disability or gender
- Girls are more likely than boys to remain completely excluded from education. 15 million girls of primary school age will never have the opportunity to learn to read and write in primary school, compared to about 10 million boys.ⁱⁱⁱ
- Globally it is estimated that 152 million children aged 5-17 are engaged in child labour^{iv}, with a large number of them deprived of quality education, even

Summary

- Worldwide, there is still an estimated 262 million children, adolescents and youth out of school.
- We need to identify those left behind, or at risk of being left behind, and the barriers they face.
- Some children, youth and adolescents experience multiple disadvantages and are left furthest behind.
- Disadvantaged groups need to be deliberately targeted and targeted early with programmes that prioritise their needs.
- Disadvantage is multi-faceted and requires a multi-faceted response.
- Leaving no one behind is possible and there are some good examples of programmes that contribute to this.

where they attend school.

- In low and low-middle income countries, a high proportion of children with disabilities are out of school, and better data is needed globally and at country level.
- In low- and middle-income countries, only half of primary-school aged children (337 million out of 611 million) and little more than a quarter of secondary-school aged children (194 million out of 662 million) are on track to complete primary/secondary school and on track to reach at least the “low” learning levels on the international learning assessment.^v
- In developing countries, the gap in primary school completion rates between the richest and poorest children is more than 30 percentage points^{vi} and young people from the poorest 20% of households are almost six times as likely to be unable to read, as those from the richest 20% of households.^{vii}
- Children from ethnic minorities may face further challenges as half of all children in low- and middle-income countries are not taught in a language they speak.^{viii}

ⁱ This PGN provides a broad overview of equity in education and the different groups affected. Other PGNs in the series focus on specific issues of Gender.

ⁱⁱ UNESCO UIS Statistics, Number of out-of-school children, adolescents and youth of primary and secondary school age in 2017 <http://data.uis.unesco.org/index.aspx?queryid=3372> (Data retrieved on 10 September 2019).

ⁱⁱⁱ UNESCO, Policy Paper 27/ Fact Sheet 37: *Leaving no one behind: How far on the way to universal primary and secondary education?*, 2016, p. 5 <http://uis.unesco.org/sites/default/files/documents/fs37-leaving-no-one-behind-how-far-on-the-way-to-universal-primary-and-secondary-education-2016-en.pdf>

^{iv} ILO, *Global Estimates of Child Labour: Results and trends, 2012-2016, 2017*, p. 11. https://www.ilo.org/wcmsp5/groups/public/-/-dgreports/-/-dcomm/documents/publication/wcms_575499.pdf

^v The International Commission on Financing Global Education Opportunity, *The Learning Generation*, 2016, p. 33, <https://report.educationcommission.org/report/>

^{vi} *The Learning Generation*, Op. Cit., p. 20

^{vii} UNESCO, *Education 2030: equity and quality with a lifelong learning perspective; insights from the EFA global monitoring report's World Inequality Database on Education (WIDE)*, 2015 <https://unesdoc.unesco.org/ark:/48223/pf0000233029>

^{viii} *The Learning Generation* Op. Cit. p 17

- Children, adolescents and youth living in countries affected by conflict are further left behind either because they have little or no access to education or because the education is not appropriate to their situation. They are more than twice as likely not to be in school than children and youth in countries not affected by conflict.^{ix}

Leaving children and young people behind affects not only the children and youth themselves but has a pronounced and negative effect on society. The global income loss from not providing every individual with one extra year of schooling is estimated to range from 7 to 10 % of GDP per capita.^x The loss in human capital wealth incurred today because many adult women did not benefit in their youth from universal secondary education (defined as 12 years of schooling) is estimated to range between US\$ 15 trillion to US\$ 30 trillion globally.^{xi} Women's economic empowerment begins with girls having access to quality education. Half of the economic growth in the OECD countries during the past 50 years has followed from increased education, which has a lot to do with educating girls.^{xii} In countries with twice the levels of educational inequality, the probability of conflict more than doubles.^{xiii} The economic costs of out-of-school children is estimated to be 'greater than the value of an entire year of GDP growth' in nine countries in Africa.^{xiv} **If no one was left behind then the results for society would be more positive.** Moving an additional 1% of women into primary education (from no education) would reduce rates of maternal death by between 5-8 deaths per 100,000 live births.^{xv} One extra year of schooling increases an individual's earnings by up to 10%.^{xvi} Each dollar invested in that additional year of schooling, particularly for girls, generates earnings and health benefits of US\$10 in low-income countries and nearly US\$4 in lower-middle income countries.^{xvii} If all students in low-income countries completed school with basic reading skills, 171 million people could be lifted out of poverty. This

would be equal to a 12 % cut in global poverty.^{xviii} If everyone had access to a secondary education, 420 million people would be lifted out of poverty, thus reducing the number of poor worldwide by more than half.^{xix} Universalising upper secondary education by 2030 would prevent 200,000 disaster-related deaths in the 20 years that follow.^{xx}

Challenges and opportunities

All over the world, across and within countries – even within schools – children, youth and adolescents are being left behind. Inequalities and inequities^{xxi} can be the result of discrimination based on universal characteristics such as age, gender, disability or ethnicity; or contextual characteristics such as income level, conflict, parental education, orphan or marital status. In many cases there can be overlaps. This is called 'intersectionality'.

Lack of data: Data on these disadvantages is often aggregated across countries or regions within a country and masks huge inequalities and inequities. Many countries do not yet have the disaggregated data to be able to distinguish which children are in danger of being left behind and in what ways. These data gaps need to be addressed, using existing frameworks when available to inform our understanding of overlapping barriers in different contexts, and allow for better targeting of interventions.

The rate of change in ensuring that no one is left behind needs to be faster to achieve the SDGs: At current rates, it is estimated that only seven out of 10 children of school age in low- and middle-income countries will be on track to achieve primary-level skills in 2030. In low-income countries just three out of 10 school age children will be on track to achieve primary-level skills.^{xxii} But if all countries accelerated progress to the rate of the world's 25% fastest education improvers, then all children could achieve the minimum primary learning reducing inequalities in one generation^{xxiii}, and a child in a low-income country would be as likely to reach the baseline level of secondary school skills and participate in post-secondary education as a child in a high-income country today.

ix UNESCO, *Education for All Global Monitoring Report Policy Paper 21: Humanitarian aid for education: why it matters and why more is needed*, 2015, p. 2 <https://unesdoc.unesco.org/ark:/48223/pf0000233557>

x Burnett, N., Anne Guison-Dowdy, A. & Thomas, M., *A Moral Obligation, An Economic Priority: The Urgency of Enrolling Out of School Children*, 2013, p. 46. https://educateachild.org/sites/default/files/attachments/EAC_Cobranded_En_Online_O.pdf

xi World Bank, *Missed Opportunities: The High Cost Of Not Educating Girls*, 2018, p. 5 <http://documents.worldbank.org/curated/en/775261531234655903/pdf/128171-replacement-HighCostOfNotEducatingGirls-Web.pdf>

xii OECD, *Gender Equality in Education, Employment and Entrepreneurship: Final Report to the MCM 2012*, 2012, p. 3. <http://www.oecd.org/employment/50423364.pdf>

xiii *The Learning Generation*, Op. Cit. p. 14.

xiv Thomas, M. & Burnet, N., *Exclusion from Education: The Economic Cost of Out Of School Children in 20 Countries*, 2013, p. 38 https://educateachild.org/sites/default/files/attachments/R4D_EAC_smallres.pdf

xv Clarke, D., 'Does women's education reduce rates of death in childbirth?', *UNU-WIDER*, November 2016 <https://www.wider.unu.edu/publication/does-women%E2%80%99s-education-reduce-rates-death-childbirth>

xvi UNESCO, *Education Counts: Towards the Millennium Development Goals*, 2011, p. 5 <https://unesdoc.unesco.org/ark:/48223/pf0000190214>

xvii *The Learning Generation*, Op. Cit. p. 14.

xviii EFA Global Monitoring Report, *EFA Global Monitoring Report 2013-2014: Teaching and Learning: Achieving Quality for All*, Summary, UNESCO: Paris, 2014, p. 22 <https://unesdoc.unesco.org/ark:/48223/pf0000225654>

xix UNESCO UIS & GEM Report, *Policy Paper 32 / Fact Sheet 44: Reducing Global Poverty Through Universal Primary and Secondary Education*, June 2017, p. 11 <http://uis.unesco.org/sites/default/files/documents/reducing-global-poverty-through-universal-primary-secondary-education.pdf>

xx UNESCO, *Global Education Monitoring Report: Education for People and Planet: Creating Sustainable Futures for All*, 2016, p. 33 <https://unesdoc.unesco.org/ark:/48223/pf0000245752>

xxi Equality is "the state of being equal in terms of quantity, rank, status, value or degree", while equity "considers the social justice ramifications of education in relation to the fairness, justness and impartiality of its distribution at all levels or educational sub-sectors" (Holsinger & Jacob, 2009)

xxii *The Learning Generation*, Op. Cit. p. 30

xxiii *The Learning Generation*, Op. Cit. p. 42

Improving education for all is possible, but to leave no one behind, disadvantaged groups need to be deliberately targeted and targeted early: Strengthening the performance of the education system and putting results first, finding new and more creative ways to achieve learning, and increasing and improving investment in education will improve education outcomes. However, only deliberately targeting disadvantaged groups first will ensure that no one is left behind and that education provision is equitable. Children, youth and adolescents who are presently left behind must make faster progress or they will be left further behind. In some cases, this may require challenging the social barriers that deny people opportunity and limit their potential including changing discrimination and exclusion based on gender^{xxiv}, age, location, caste, religion, disability or sexual identity. ‘Progressive universalism’ is the term used to describe the provision of good quality services for all, with specific additional services for the most marginalised groups so that they can access those services equitably. In countries such as India, Pakistan, Uganda, Tanzania and Kenya, where some disadvantaged children have been given similar opportunities as better off children, the learning gap has reduced substantially.^{xxv}

A large number of children do not have access to education in a language they speak or understand^{xxvi}, which has a profoundly negative impact on learning. The importance of using the child’s language for instruction is recognised, with evidence demonstrating the positive correlation between speaking the language of instruction and pupil achievement^{xxvii}. In ethnically and linguistically diverse countries, with children facing language barriers, the EU supports efforts to provide mother tongue based education at least for early grades^{xxviii}; this can be key to promoting social inclusion and cultural diversity.

Leaving no one behind also means intervening early. There is an increasing evidence of the importance of investment in children’s pre-school years for their later life outcomes and to reduce the effects of disadvantage. In Mozambique, for example, children in rural areas who enrolled in pre-school were 24% more likely to go on to attend primary school – and

show improved understanding and behaviour – compared to children who had not.^{xxix} Early learning is also a strong predictor of learning during early and later adolescence and evidence shows that children left behind during their early years suffer increased inequality as they grow older.

2. Key Issues

Leaving no one behind means that EU Delegations should support reforms which aim to reduce disparities so that all children, whatever their background or circumstance can have access to a quality education. The following is a possible step-by-step methodology for addressing this situation. At the end is a framework of questions that can be used as a guide for sector analysis, policy dialogue and planning an appropriate response.

Understanding the context

Analysis of barriers and how they interact:

Children, youth and adolescents are left behind in numerous and often overlapping ways. Understanding the barriers that prevent them from accessing and progressing in education and how those barriers often interact with each other to exacerbate the disadvantage is fundamental to understanding where it may be possible to intervene. For instance, there might be a language barriers for children from ethnic minorities, or children in rural areas are often disadvantaged by low-quality school infrastructure, insufficient supply of competent teachers, and a lack of educational materials. Poor children in rural areas may not be able to attend school frequently or at all due to involvement in agricultural work and their family’s extreme low income or because the government has not extended provision to their area or ethnic group. In many countries and regions girls are disproportionately affected by poverty, negative social norms, gender-based violence, teaching which is not gender-sensitive, and a lack of sanitary facilities. But children, youth and adolescents with disabilities who live in rural areas may also experience a lack of any support for their special needs in education, and girls with disabilities may experience more barriers both in and out of school. Girls with disabilities, who are living in conflict situations are likely to have to surmount even more barriers. (Also see PGNs on Gender Equality, School Related Gender Based Violence, and Education in Emergencies and Protracted Crises).

xxiv See PGN 8: Gender Equality in Education

xxv Rose, P. M., Sabates, R., Alcott, B. M., & Ilie, I. S. *Overcoming Inequalities Within Countries to Achieve Global Convergence in Learning*, International Commission on Financing Global Education Opportunity, 2017 <https://doi.org/10.17863/CAM.7673>

xxvi Benson, C., Background Paper for GEM report: Addressing Language Of Instruction Issues In Education: Recommendations For Documenting Progress, 2016, p. 4 <https://unesdoc.unesco.org/ark:/48223/pf0000245575>

xxvii Trudell, B., *The impact of Language Policy and Practice on Children’s Learning: Evidence from Eastern and Southern Africa*, 2016, p. 95 [https://www.unicef.org/esaro/UNICEF\(2016\)LanguageandLearning-FullReport\(SingleView\).pdf](https://www.unicef.org/esaro/UNICEF(2016)LanguageandLearning-FullReport(SingleView).pdf)

xxviii See Cambodia case study on multilingual education in PGN 2: Education Budgeting and Financial Management

xxix World Bank & Save the Children, *The Promise of Preschool in Africa: A Randomized Impact Evaluation of Early Childhood Development in Rural Mozambique*, 2012, p. 3 <https://www.savethechildren.org/content/dam/global/reports/education-and-child-protection/ecd-report-2012-moz.pdf>

Understanding inequality and inequities: It is important to be clear on the nature and extent of educational disparity. This requires analysis of current education policies and how they may relate to disadvantaged groups as well as developing an understanding through policy dialogue with governments and other partners, of where there may be policy and activity gaps.

Collecting data on who is left behind and how: Being clear on the type, level and extent of educational disparity present relies on well disaggregated data on all groups across different sub-sectors. However, in many countries some vulnerable groups, such as children with disabilities, are ‘invisible’ in the data. It is often necessary to design specific studies to get a better understanding of the barriers that disadvantaged groups are facing. The UIS has established the International Observatory on Equity and Inclusion in Education to foster and develop the methodologies, guidelines and research needed to build a global repository of data and standards to measure equity in education. It has also produced a handbook for measuring equity in education.^{xxx}

Understanding the policy context: It is important to establish how the policy context embodies ‘Leave No One Behind’ principles and to understand governments’ commitment to this, to determine where there may still be gaps in awareness and understanding or a lack of legislature and how that plays out in terms of resource allocation and mobilisation.

National-level policies developed with SDGs in mind should reflect how the government is addressing inequality and inequity in education. There may also be specific policies and legislation which target inclusion of specific vulnerable groups such as child labourers, children, youth and adolescents with disabilities, or those from ethnic minorities in education. There may also be specific government departments dealing with these groups. It will be important to map all institutions which are involved in addressing inequality and inequity more broadly as well as in education, as there may be considerable areas of overlap. It is important to promote the consultation of representatives of specific vulnerable groups during policy development.

Education sector plans often reflect broad aspirations towards leaving no one behind but are not always fully funded or supported with expertise. Looking at these for specific areas of action that could quickly bring benefits to the furthest left behind children in enrolment and retention will highlight useful entry points.

Mapping other actors’ involvement: Coordination of response is another aim of the SDGs upheld by the EU and its Member States. Mapping the bilateral involvement in education programmes targeted at those most left behind and comparative advantages of other member states and other donor countries in this area will highlight gaps or areas where better coordination could be more effective in leaving no one behind. NGO and CSO activity in this area should also be mapped as this is often specifically targeted at left behind groups or geographical areas. This is particularly relevant for contexts affected by crises and fragility where humanitarian assistance increasingly includes responses to the education needs of those most excluded and left behind. It is important therefore to strengthen cooperation between humanitarian and development actors, in particular through facilitating closer linkages among their respective coordination structures. This closer nexus approach is set out in the Communication on EiEPC published in May 2018.

Identifying and mobilising local levers for change

Having understood the nature and extent of educational disparities which leave children, youth and adolescents behind, finding local levers for change can begin by identifying **potential champions** who are already convinced of the benefits of leaving no one behind. These persons and organisations can be powerful allies in crafting and delivering policy dialogue which sets out the benefits to the country, region or institution of ensuring that all children are equitably included in quality education to convince key individuals or institutions to act. Similarly, facilitating contact for key individuals or groups with their counterparts in other countries or regions who have embraced Leave No One Behind principles can be useful. Global groups such as the **Results for Development** offer advice, support and potential funding to assist in Leaving No One Behind.

Building on previous commitments which have not yet been fulfilled, such as increasing primary completion rates for specific groups or introducing pre-schooling for disadvantaged groups. These commitments can be built upon, drawing on any existing good practice in terms of leaving no one behind and analysing with stakeholders why this is good practice and how it could be scaled up.

Analysing government resource flows: Knowing the extent to which disadvantaged areas or groups are supported through allocation of government resources is imperative to understanding where and how barriers may be overcome to leave no one behind. Exploring the financing formulas in decentralised systems and examining budget allocations and expenditures for specific regions or disadvantaged groups can yield

^{xxx} UNESCO Institute for Statistics, Handbook on Measuring Equity in Education, 2018 <http://uis.unesco.org/sites/default/files/documents/handbook-measuring-equity-education-2018-en.pdf>

important information on which to base response decisions. The Global Campaign for Education and ActionAid produced *Financing Matters*^{xxxi} an NGO/CSO toolkit on domestic financing for education which usefully sets out different processes. Also a UNESCO publication *Financing Education in Sub-Saharan Africa*^{xxxiii} may be a useful reference.

Teacher training and deployment are other areas that will affect the quality of education for all groups of children, youth and adolescents. Systems and drivers for deployment and retention of teachers, particularly in rural areas and of teachers who have special educational needs and disabilities training, should be explored and understood. A range of tools are available for this purpose, including SABER-teachers^{xxxiii} which provides a framework for analysing teacher policies in order to improve student learning and develop priority options for improving teaching quality. (See also the PGN 10: *Teacher Policy and Management for additional information*).

It is also important to consider any private sector actors in education (e.g. private schooling providers) and their influence on provision for specific groups or regions.

Acknowledging the multi-sectoral nature of disadvantage and the need for a corresponding multi-sectoral response: There are many reasons why children, youth and adolescents are left behind, some of which are outside the scope of the education system. It is necessary therefore to consider policies and practice in other sectors which may affect a child's ability to access and progress in education and to develop ways of working across these sectors. For example, social protection systems that include social benefits for children and/or families can contribute to removing children and adolescents from child labour and to integrate or re-integrate them into education and training. UNFPA produced a paper: *Towards a Multi-sectoral Response to Gender-Based Violence*^{xxxiv} which illustrates how a multi-sectoral response can alleviate one of the barriers faced by many children in accessing and thriving in a quality education system.

xxxi Global Campaign for Education & ActionAid, *Financing Matters: A Toolkit on Domestic Financing For Education*, 2016 https://www.campaignforeducation.org/docs/resources/GCE%20Financing_Matters_EN_WEB.pdf

xxxii UNESCO, *Financing Education in Sub-Saharan Africa: Meeting the Challenges of Expansion, Equity and Quality*, 2011 https://www.brookings.edu/wp-content/uploads/2012/04/Finance_Education_Africa.pdf

xxxiii World Bank SABER Teachers <http://saber.worldbank.org/index.cfm?indx=8&pd=1&sub=0>

xxxiv UNFPA, *Towards a Multi-sectoral Response to Gender-Based Violence: Mapping the Current Situation in the Eastern Europe and Central Asia Region*, 2015 http://femroadmap.eu/UNFPA_EECA_RO_Survey_report_on_Multi-sectoral_Response_to_GBV.pdf

Developing a response strategy – results first

The first step in developing a response strategy should be to agree on the ultimate objectives.

What results do you want to achieve? Leaving no one behind implies that the response strategy should begin with those who are furthest behind, those most disadvantaged within the present system. This means bringing these groups up to the level of the more advantaged and investing support in improving their learning before that of better off groups. Raising a national average for enrolment for instance, is not good enough. Targets have to measure the extent to which different children, youth and adolescents are being included in the rate of progress and to be ambitious for all groups to reach a minimum target level.

A few education systems (Vietnam^{xxxv}, Shanghai^{xxxvi} in China, Indonesia^{xxxvii}) have minimum standards for education. There is no global standard for proficiency yet, although steps have recently been taken in that direction through the Global Alliance to Monitor Learning^{xxxviii} coordinated by the UNESCO Institute for Statistics, and the Commonwealth Secretariat has also developed a set of Commonwealth Quality Standards for Education^{xxxix} in response to SDG4.

Depending on the context, interventions could be at a range of different levels and in some cases may span all levels, strengthening system reforms to address equity.

- **Policy and legislative level:** Plugging gaps in legislation or policy to ensure that the most disadvantaged groups can have equal and equitable access to quality education. The Minority Rights Group has a compilation of the instruments protecting the right to education and examples of changes to legislation.^{xl}
- **Fiscal level:** Working with Ministries to identify means of raising and directing finances to increase resources available to promote greater inclusion and Leave No One Behind. Overseas Development Institute (ODI) have a useful working paper on financing Leave No One Behind^{xli} outlining potential activities in this area.

xxxv Dang, H. A. & Paul W. Glewwe, P. W., *Well Begun, but Aiming Higher: A Review of Vietnam's Education Trends in the Past 20 Years and Emerging Challenges*, 2017 https://www.riseprogramme.org/sites/www.riseprogramme.org/files/publications/RISE_WP-017_Dang%20%26%20Glewwe.pdf

xxxvi Liang, X., Kidwai, H. & Zhang, M., *How Shanghai Does It Insights and Lessons from the Highest-Ranking Education System in the World*, World Bank: Washington D.C., 2016 <https://openknowledge.worldbank.org/bitstream/handle/10986/24000/9781464807909.pdf>

xxxvii PT. Trans Intra Asia & Institute of Public Administration of Canada, *Support TO Basic Education Minimum Service Standards Planning and Monitoring Final Report*, 2014 <https://www.adb.org/sites/default/files/project-document/176596/43273-012-dpta.pdf>

xxxviii <http://gam.luis.unesco.org/>

xxxix The Commonwealth Education Hub, *Quality Standards in Education: Discussion Summary*, 2016 <https://www.thecommonwealth-educationhub.net/wp-content/uploads/2016/06/Quality-Standards-in-Education-Summary-June-2016.pdf>

xl <https://minorityrights.org/education/>

xli Greenhill, R. & Rabinowitz, G., *ODI Working Paper 522: Financing 'Leave No One Behind': Policy Options in the Social Sectors*, 2017 <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12168.pdf>

- **Organisational level:** Working with Ministry of Education and associated institutions can help them to more appropriately configure themselves to address disadvantaged groups (strengthening EMIS, or assessment departments for example).
- **Curriculum level:** Improving the curricula to address diversity can ensure it is accessible to all and available in all appropriate languages and levels. Kenya has recently reformed its curriculum as part of system wide reforms aimed at inclusion of all children in quality education.^{xlii}
- **Teacher supply and training:** Strengthening or introducing inclusive education training as part of the initial teacher training or in a continuous professional development programme and working on deployment strategies for trained teachers is vital. International Network for Education in Emergencies (INEE) have developed a very useful handbook for supporting the professional development of teachers in conflict affected areas.^{xliii}
- **School management:** Head teacher training on Inclusive Education, working with School Management Committees to raise awareness and understanding of diversity and the need to Leave No One Behind and developing strategies for inclusion in their schools. This would include attention to school facilities to cater for different needs. The Education Sector Support Programme in Nigeria (ESSPIN) in Nigeria is a good example of working with school management to improve inclusion in education.^{xliiv}
- **Community level:** Working with CSOs / NGOs can raise awareness and understanding of diversity and to champion the need to Leave No one Behind. For example, CARE International has been a champion of Girls' Education in their community advocacy work with boys and men^{xlv}, and coalition of NGOs Stop Child Labour – School is the best place to work aims to eliminate all forms of child labour and to ensure quality full-time education for all children by creating child labour free zones.^{xlvi}
- **Disadvantaged groups:** Raising awareness of inequalities, inequities and rights, increasing access to education and working cross-sectorally can help to break down barriers to access and progression. In Tajikistan, Save The Children are working with women's groups to raise awareness of the rights of children to have birth certificates (and therefore access to education).^{xlvii}

xlii Ogutu, D. M., 'Education system change: Perspectives from Kenya', *Brookings*, 3 August 2017. <https://www.brookings.edu/opinions/education-system-change-perspectives-from-kenya/>

xliii International Network for Education in Emergencies, *Trainer's Guide for Training Teachers in Conflict and Emergency Settings*, 2009 <https://inee.org/resources/trainers-guide-training-teachers-conflict-and-emergency-settings>

xliiv Education Sector Support Programme in Nigeria (ESSPIN), <https://www.esspin.org/>

xlv CARE, 'Girls' Education', <https://www.care.org/work/education/girls-education>

xlvi Stop Child Labour, *Child Labour Free Zones*, <https://stopchildlabour.org/child-labour-free-zones/>

xlvii Save the Children, *Children Work to Raise Awareness of Child Rights and Improve Access to Healthcare*, 15 July 2013 <https://everyone.savethechildren.net/articles/children-work-raise-awareness-child-rights-and-improve-access-healthcare>

Monitoring and evaluation

Outcomes and outputs for all groups of disadvantaged children, youth and adolescents that will tell us who has benefitted, showing which children, youth and adolescents are included and which are missing must be captured in a monitoring, evaluation and learning framework for Leave No One Behind. The P20^{xlviii} is an initiative put forward by Development Initiatives to track the progress of the world's poorest 20% as a way of monitoring the progress towards this goal. But simply monitoring the poorest 20% is not enough to give us information required to track progress for all disadvantaged children, youth and adolescents. To have data that is relevant for education policy, data on the P20 must be further disaggregated by gender, geography, ethnicity, age, disability and possibly language.

The Washington Group and UNICEF have developed a standard way to identify^{xlix}, at the population level, the prevalence of functional difficulties among children aged 2 to 17 years, and to use this information to monitor participation (for example, access to education) in accordance to the Convention on the Rights of the Child and the UN Convention on the Rights of Persons with Disabilities.

There are a number of different methodologies to measure learning, another important indicator for Leave No One Behind. These generally fall into two groups: measures of learning that are already in existence that can be examined with specific disadvantaged groups in mind or those that are developed and administered specifically to track progress of those groups. Learning assessments such as national level examinations, and Literacy and Numeracy questions included in Multiple Indicator Cluster Surveys or Demographic and Health surveys, may not return enough timely or sufficiently disaggregated data to inform policy and practice and it may be necessary to develop more targeted assessments. This is particularly important for the most disadvantaged groups, those children, youth and adolescents who are out of school and are not usually included in regular assessments.

A framework for Leave No One Behind

The following framework of questions may assist in situation analysis, policy dialogue and in considering areas for potential EU support.

xlviii The P20 Initiative: data to leave no one behind <http://devinit.org/p20/>

xlix UNICEF, *A New Way to Measure Child Functioning*, 2018 <https://data.unicef.org/topic/child-disability/module-on-child-functioning/>

Does the current education system Leave No One Behind?	
Data	<p>Good, disaggregated data is essential both to understand the nature and extent of disadvantages experienced in education and to signal where actions could ameliorate those disadvantages.</p> <ul style="list-style-type: none"> • Are systems in place for the generation, analysis and use of data that aids in identification and measuring the participation and progression of all disadvantaged groups? • Is that data disaggregated and freely available? • Are all actors involved in the generation of information and data regarding vulnerable groups of children, youth and adolescents?
Concepts	<ul style="list-style-type: none"> • Is Leave No one Behind seen as an overall principle that guides all educational policies and practices? • Are the societal benefits of Leave No One Behind understood and articulated? • Is there a vision for a more equal and equitable education system?
	<ul style="list-style-type: none"> • Is there a clear theory of change for achieving an education system in which no one is left behind?
Policy	<p>Domestic Governments' commitment to investment and reform to leave no one behind is the most important driver.</p> <ul style="list-style-type: none"> • Does promotion of Leave No One Behind feature prominently in all important policy documents? • Do all institutions that work with children, youth and adolescents support the policy aspirations of Leave No One Behind? • Is there cross-sectoral support that the EU could offer? • Do leaders at all levels articulate consistent policy aspirations for Leave No One Behind, and do they challenge practice that leaves children, youth and adolescents behind? • Are there key people or institutions who could be 'change leaders'?
Finances	<ul style="list-style-type: none"> • Are resources both human and financial targeted at the most vulnerable groups of learners? • What are the barriers that prevent this? • Do financing formulas reflect the need to leave no one behind? • Is there potential for Leave No One Behind criteria to be included into structural support to governments? • Is there a system of financial accountability which could support Leave No One Behind, such as budget monitoring for instance?
Practice	<p>The evidence for pre-primary education is strong. Investing in pre-schools is an effective and cost-effective way of addressing inequality, interrupting the intergenerational transmission of poverty and improving outcomes in later life. If there is a functioning primary education system in place, then developing a pre-primary system which feeds it may be the most effective next step.</p> <ul style="list-style-type: none"> • Is there provision for pre-schooling or other early childhood development and care for all disadvantaged groups? <p>In some countries whilst primary education is widely available, places in secondary are limited. This will disproportionately affect disadvantaged groups.</p> <ul style="list-style-type: none"> • How is provision for all disadvantaged groups affected by the number and quality of secondary provision? <p>It is important to understand how Leave No One Behind principles play out in schools.</p> <ul style="list-style-type: none"> • Does the curriculum and associated assessment practice take account of all learners? • Do schools have strategies that encourage all learners to participate and achieve? <p>Teachers are key actors and for them to be able to support all children to progress there need to be enough teachers in the right place with the right preparation and knowledge and the right tools.</p> <ul style="list-style-type: none"> • Are there sufficient teachers equipped with the knowledge and tools necessary to recognise diversity and enable all learners? • Do they have access to continuous professional development to assist them in building their knowledge and improving their pedagogical practice?
Accountability	<p>It is the responsibility of each person and organisation within an education system to play their role appropriately. To ensure that no one is left behind then there must be clear lines of responsibility for progress and systems to know when something goes wrong and what can be done in response. Whilst governments have ultimate responsibility for progress in education and leaving no one behind, civil society, schools, teachers, communities, parents, students and international organisations all have their roles to play. Is there a need to support the development of accountability systems such as:</p> <ul style="list-style-type: none"> • Mechanisms that ensure that governments uphold every child's right to education? • Systems to prepare national education monitoring reports? • Regulations for private providers of education? • Capacity building for CSOs to track resource use in education? • Systems to measure of progress and development of minimum educational standards? • Systems of professional accountability with Teachers' Unions? • Systems of community-based school management?

3. Case Study

Source	Hameed Ghada, EU Delegation to Iraq
Programme	Iraq – Capacity building in Primary and Secondary education: Improving quality and equality
Context and challenges	<p>Iraq was once renowned for having the best education system in the region. Conflict during the last few decades and the almost tripling of the population in the last 30 years has resulted in an inadequate supply of quality education. Almost 43% of the 33.4 million population are estimated to be less than 15 years of age. In addition, there are new pressures from the influx of Syrian refugees and the movement of internally displaced people (IDP) particularly to Kurdistan.</p> <p>Education received only 7.8% of total state budget allocations in 2015 and education spending, due to the low price of oil and frequent late agreement on, and release of, budgets, is uneven and inefficient.</p> <p>Although primary enrolment rate is 91%, only 44% complete primary school on time, with wide discrepancies in both enrolment and survival between governorates, gender and urban/rural populations. Average survival rates (76% to the end of primary school) are low and repetition rates, high (15% for boys, 10% for girls). Detailed data is scant but there is a pronounced requirement to improve provision for children with special needs and disabilities, including Syrian refugees, IDPs, and children with Post Traumatic Stress Disorder.</p>
Action taken	<p>Access and participation were increased through:</p> <ul style="list-style-type: none"> • An analysis of the legislative and policy framework for inclusion. Work with key persons in the government to understand and adapt the policy framework for inclusion. • An analysis of the causes of low enrolment and the development of strategies to increase the enrolment rate for under-represented groups, such as girls, children with special needs and disabilities and those in rural areas, which included representation from all of these groups. Influence mapping to identify key decisions, influences and decision makers with regard to enrolment of all children. • The collection of baseline data on children with special educational needs and disabilities, awareness-raising, revising and updating legislation and the curriculum, and capacity building, led by widely representative and issue-based, working groups at various levels throughout the system to develop strategies to address barriers identified. Barriers included: difficulties in accessing curriculum (especially for disabled children who were in mainstream school but not supported); high costs of transport to school and of learning materials; security situation; the triple shift system and teachers' lack of training. This resulted in financial aid for greater inclusion, advocacy amongst parents and teachers, increased parent/school dialogue and a reduction, where possible, in the triple shift system. <p>Quality was enhanced through:</p> <ul style="list-style-type: none"> • Quality assurance of schools against defined standards, with a focus on issues of inclusion, gender and IDPs, to ensure schools are able to respond to the emerging needs of these groups. • Building capacity to enhance the curriculum, taking into account issues of inclusion and developing specialised curricula and programmes to support children with particular needs including those with physical and psycho-social disabilities • Supporting teacher development around inclusive pedagogies for excluded groups, and revising how teachers are distributed throughout the country, with a particular regard to language/cultural issues. • Addressing issues such as deployment strategies, career progression and retention. <p>Accountability was increased through:</p> <ul style="list-style-type: none"> • Supporting the development of school self-evaluation and external evaluations together with school development planning through 'Critical Friend Supervisors' and the headteacher in the role of 'resident supervisor'. A pilot of 500 Schools returned positive feedback and scaling up is in discussion. • The programme is concentrated on those districts in Iraq which are furthest behind.
Lessons learned	<ul style="list-style-type: none"> • Starting in those districts most in need (and accessible) • The involvement of Iraqi officials at all levels, through the working groups, and the development of local capacity were crucial in developing local solutions. • Data collection, generation and analysis is an important pre-cursor to any substantive activity (inception phase), as is the inclusion at this stage of representation of all disadvantaged groups. • The project steering committee helped to build high level champions and raise awareness at Ministerial and senior official levels. • Technical assistance to the working groups through Iraqi consultants. • Bringing in external expertise in Special Education Needs and Disabilities (and psycho-social issues) and modern counselling techniques was required to bolster local expertise.

4. References and Further Reading

Leave No One Behind:

Benson, C., Background Paper for GEM report: Addressing Language Of Instruction Issues In Education: Recommendations For Documenting Progress, 2016 <https://unesdoc.unesco.org/ark:/48223/pf0000245575>

Dang, H. A. & Paul W. Glewwe, P. W., *Well Begun, but Aiming Higher: A Review of Vietnam's Education Trends in the Past 20 Years and Emerging Challenges*, 2017 https://www.riseprogramme.org/sites/www.riseprogramme.org/files/publications/RISE_WP-017_Dang%20%26%20Glewwe.pdf

EFA Global Monitoring Report, *EFA Global Monitoring Report 2013-2014: Teaching and Learning: Achieving Quality for All, Summary*, UNESCO: Paris, 2014 <https://unesdoc.unesco.org/ark:/48223/pf0000225654>

Greenhill, R. & Rabinowitz, G., *ODI Working Paper 522: Financing 'Leave No One Behind': Policy Options in the Social Sectors*, 2017 <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12168.pdf>

Rose, P. M., Sabates, R., Alcott, B. M., & Ilie, I. S. *Overcoming Inequalities Within Countries to Achieve Global Convergence in Learning*, International Commission on Financing Global Education Opportunity, 2017 <https://doi.org/10.17863/CAM.7673>

UNESCO Institute for Statistics, *Handbook on Measuring Equity in Education*, 2018 <http://uis.unesco.org/sites/default/files/documents/handbook-measuring-equity-education-2018-en.pdf>

World Bank, *Missed Opportunities: The High Cost Of Not Educating Girls*, 2018 <http://documents.worldbank.org/curated/en/775261531234655903/pdf/128171-replacement-HighCostOfNotEducatingGirls-Web.pdf>

Zubairi, A. & Rose, P., *Bright and Early: How Financing Pre-Primary Education Gives Every Child A Fair Start In Life – Moving Towards Quality Early Childhood Development For All*, 2017 <https://s3.amazonaws.com/theirworld-site-resources/Reports/Theirworld-Report-Bright-and-Early-June-2017.pdf>

Inclusion of specific groups:

Trudell, B., *The impact of Language Policy and Practice on Children's Learning: Evidence from Eastern and Southern Africa*, 2016 [https://www.unicef.org/esaro/UNICEF\(2016\)LanguageandLearning-FullReport\(SingleView\).pdf](https://www.unicef.org/esaro/UNICEF(2016)LanguageandLearning-FullReport(SingleView).pdf)

UNICEF, *A New Way to Measure Child Functioning*, 2018 <https://data.unicef.org/topic/child-disability/module-on-child-functioning/>