Goal 2: Universal Primary or Basic Education
Concepts and Measurements

Guidelines for the Asia and Pacific Education for All Mid-Decade Assessment: Identifying and Reaching the Unreached

(Working Draft)

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EFA Goal 2 – the most encompassing goal

Ensuring that by 2015 all children, **particularly girls, children in difficult circumstances and those belonging to ethnic minorities,** have access to a complete **free** and compulsory education of **good quality**

Guidelines' Guiding Questions

1. Content analysis of the statement for clarification, deeper reflection and understanding on the issues surrounding the Goal
2. for informed analysis of EFA progress and
3. to revive the broader discussion from Dakar around which the EFA goals were reported
4. As a guide in influencing serious interpretation of the Goal in the preparation of the national report
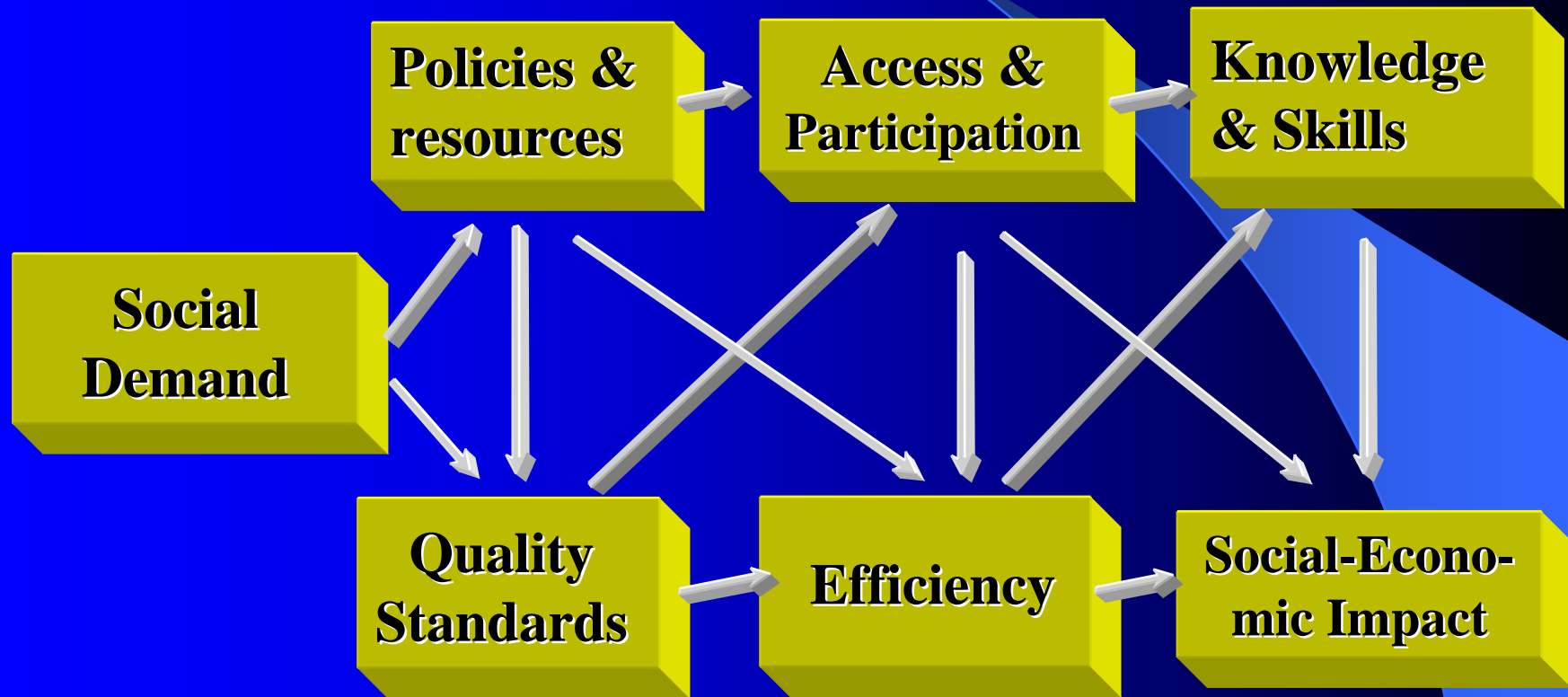
Dakar Framework for Action
Extended Text on UPE:

All children must have the opportunity to fulfill their right to quality education in schools or alternative programmes at whatever level of education is considered 'basic'. All states must fulfill their obligation to offer free and compulsory primary education in accordance with the United Nations Convention on the Rights of the Child and other international commitments. The international agreement on the 2015 target date for achieving Universal Primary Education (UPE) in all countries will require commitment and political will from all levels of government. For the millions of children living in poverty, who suffer multiple disadvantages, there must be an unequivocal commitment that education be free of tuition and other fees, and that everything possible be done to reduce or eliminate costs such as those for learning materials, uniforms, school meals and transport. Wider social policies, interventions and incentives should be used to mitigate indirect opportunity costs of attending school. No one should be denied the opportunity to complete a good quality primary education because it is unaffordable. Child labour must not stand in the way of education. The inclusion of children with special needs, from disadvantaged ethnic minorities and migrant populations, from remote and isolated communities and from urban slums, and others excluded from education, must be an integral part of strategies to achieve UPE by 2015.

Dakar Framework for Action
Extended Text on UPE (continued):

- *While commitment to attaining universal enrolment is essential, improving and sustaining the quality of basic education is equally important in ensuring effective learning outcomes. In order to attract and retain children from marginalized and excluded groups, education systems should respond flexibly, providing relevant content in an accessible and appealing format. Education systems must be inclusive, actively seeking out children who are not enrolled, and responding flexibly to the circumstances and needs of all learners. The EFA 2000 Assessment suggests a wide range of ways in which schools can respond to the needs of their pupils, including affirmative action programmes for girls that seek to remove the obstacles to their enrolment, bilingual education for the children of ethnic minorities, and a range of imaginative and diverse approaches to address and actively engage children who are not enrolled in school.*

Education Issues and Information Needs for Policy & Management

Policies & resources

Access & Participation

Knowledge & Skills

Social Demand

Quality Standards

Efficiency

Social-Econo-mic Impact

NESIS Indicators Model

Indicators for Education Sub-sectors

Indicator areas	Early childhood	Formal Basic education	NFE Out-of-school youth & adults, literacy, life skills
Demand for education and training			
Input of resources and policies			
Quality of education delivery process			
Access and participation/coverage			
Efficiency			
Output of knowledge and skills			
Impact on individual welfare & health			
Impact on gender & social disparities			
Impact on community development			
Impact on socio-economic systems			

Indicators of demand

Demand/need for education and training per target groups

- Number/proportion eligible for education programme
- Number/proportion lacking essential knowledge and skills
  - Illiterate youth and adults
  - Out-of-school school-aged children
- Number/proportion unemployed
- Number/proportion marginalized, minorities, disabled, etc.

Indicators of Inputs

Enabling inputs

- ✓ Teaching and learning materials
- ✓ Physical infrastructure and facilities
- ✓ Human resources: teachers, principals,
- ✓ inspectors, supervisors, administrators
- ✓ School governance

This category includes

material resources (textbooks, learning materials, classrooms, libraries, school facilities) and

human resources (managers, supervisors, inspectors and, most importantly, teachers).

The indicators **most widely used** to measure are pupil/teacher ratios, teacher salaries, public current expenditure per pupil and proportion of GDP spent on education.

Indicators of inputs

Policy inputs per sub-sectors and target groups
- admissions and qualifications, admission/intake rates
- promotion, repetition and dropouts
- Teacher recruitment, qualifications, training, salary and benefits
- Free and compulsory basic education?
- Reduction/elimination of hindrances, eg. Fees, uniforms, free books
- Minimum quality standards on learning achievement, facilities, TL materials, etc.
- Legislation: HR rights-based education

Resource Inputs per sub-sectors and target groups
- Financial (eg. Education expenditure as a proportion of GDP)
- Subsidies, loans, grants, scholarships
- Curricula (education content)
- Teaching and learning materials
- Schools and Facilities
- Human: Teachers & other HR

Policy and Systems Indicators

- Legislative, policy and institutional reform in conformance with the Convention of the Rights of the Child
- Existence of an EFA Section within the Ministry of Education
- Sector planning and sector reform processes in place, with mechanisms for coordination with and between donors established
- EMIS produces reliable disaggregated information that is accessible to the public
- Presence of national policies on "free and compulsory" education. Are these enforced?
- Incentives and/or special support programmes in place for poor and disadvantaged children
- Presence of legislation governing teachers' codes of conduct, conditions, etc.
- Adopted and opened for signature, ratification and accession by the United Nations General Assembly resolution 44/25 of 20 November 1989 with entry into force 2 September 1990, in accordance with article 49.

Indicators of quality of education delivery

Annual School Census
- Class/ Learning group size
- Pupil/Teacher ratio
- Teacher qualification (trained, untrained)
- Pupil/book ratio (curriculum relevant books)

Need special data collection and analysis:
- Pupil-teacher contact hours
- Time on learning task
- Number of full-days schools in operation
- Pupil attendance/absenteeism (health, costs)
- Teacher absenteeism (low salary, other jobs, HIV/AIDS)
- Curricula relevance to learners needs and development goals
- Gender & social bias in book and TL content
- Etc.

Teaching and learning:

This dimension involves what happens in the classroom and the school. Pedagogical processes lie at the heart of day-to-day learning.

Teaching and learning

- Learning time - time spent learning,
- Teaching methods - use of interactive teaching methods
- Assessment, feedback, incentives - how progress is assessed are among those applied to these processes.
- Class size
- School safety, community involvement, expectations and leadership have an indirect impact on teaching and learning.

Indicators of Access and Participation

Access

- Admissions/intake rates (apparent and net)
- "School places" available within a given radius of population centres
- Tuition fees, special levies and fees, compulsory uniforms
- Number of students receiving financial assistance, loans, grants and scholarships

Participation/Coverage

- Gross Enrolment = load capacity = total number of enrolled as proportion of "school-age" population (ie, includes non-school-age pupils)
- Net Enrolment = total number of school-age pupils as proportion of total school-age population = coverage of the eligible population
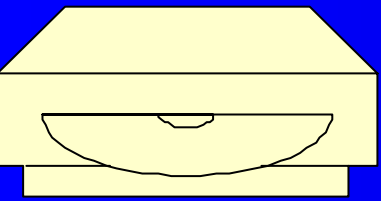
Indicators of Internal Efficiency

- Flow rates: promotion, repetition and dropouts
- Transition rate: proportion continuing to the next educational level (eg. Primary to secondary level)
- Survival/ completion rates
- Average number of years to graduate
- Coefficient of efficiency: number of graduates as a proportion of total student-place-years spent per entering cohort
- Facility utilization rates (shifts)
- Multi-grade classes/learning groups

Indicators of outputs

Mainly learning (cognitive, normative and behavioral) achievement but also in broader social and economic gains

- Learning achievement test results per curriculum learning objectives
- Literacy rate estimates and test results (functional literacy and numeracy)
- Life skills – cognitive, normative and behavioral tests, attitude measurement, behavioral observation schedule
- Creative and emotional skills
- Completion rate: Number or proportion of the starting cohort who graduate from programme with required knowledge and skills (diploma/certificate)
- Set of values, norms, attitudes

Indicators of outcomes (external efficiency) impact on

- Employment, income, etc.
- Economics (shift from agriculture to knowledge industry)
- Health (eg. Reduction in malaria, HIV/AIDS infection rate)
- Gender and social disparities (eg. Share of women in wage employment in non-agricultural sectors)
- Politics (eg. % parliament seats held by women)
- Community development
- Etc.

EFA MDA Indicators

- **EFA 18 core indicators +**

- **Data relevant to national goals and targets in order to measure the progress toward these goals.**

- **The Guidelines MDA Indicators represent a proposed list of indicators to draw upon in the assessment of Goal 2.**

- *Some indicators are related also to other goals and will also appear in other sections.*

Guidelines on Policy and System Indicators

5.1	Policy / System Indicators
5.1.1	What legislative, policy and institutional reform exist that are in conformance with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)?

1. Definition and Purpose:

- Review existing education legislation, policy and reforms in light of the provisions within CEDAW

- Identify exemplary aspects of legislation or policy, or aspects that need to be revised or addressed

3. Means of Verification

- Refer to actual policies and legislation

- Opportunities for stakeholder inputs, comments and reviews, possibly through a presentation of the draft response to a stakeholder team

2. Interpretation

- Need to address underlying policies and frameworks to address gender discrimination in the long term

- Concrete examples must be included, general comments must be supported with specific references for both negative and positive examples of conformity with CEDAW

Guidelines on Goal 2: UPE Indicators

2.2	Core EFA MDA Indicators	Disaggregation	Data Sources
2.2.1	**Gross Intake Rate (GIR) in Primary Education**	•Sex •Geographical region •Urban/Rural •Other social and economic disaggregation such as oEthnicity, caste oLanguage oDisabilities	•Annual school census •Household surveys
2.2.2	**Net Intake Rate (NIR) in Primary Education**	•Sex •Geographical region •Urban/Rural •Other social and economic disaggregation such as oEthnicity, caste oLanguage oDisabilities	•Annual school census •Household surveys
2.2.3	**Gross Enrolment Rate (GER) in:** •**primary education** •**secondary education**	•Sex •Geographical region •Urban/Rural •Other social and economic disaggregation such as oEthnicity, caste oLanguage oDisabilities	•Annual school census •Household surveys

Guidelines on Core EFA MDA indicators

5.2	Indicators	Disaggregation	Data Source
5.2.1	Gender Parity Index for: • Literacy	• Sex • Geographical region • Urban/Rural • Other social and economic disaggregation such as ○ Ethnicity, caste ○ Language	• Annual school census • Population censuses • Household and specialized surveys

5.2	Indicators	Disaggregation	Data Source
5.2.5	Gender Parity Index for: NER in Primary Education	• Sex • Geographical Region • Urban/Rural • Other social and economic disaggregation such as — Ethnicity, Caste — Language — Disabilities	• Annual School Census • Population Censuses • Household and specialised surveys

	• Transition rate to Secondary Education		
5.2.10	Percent of Female Enrolment in • Primary education • Secondary education • Vocational and technical education	• Geographical region • Urban/Rural • Public/private	• Annual school census • Various institutional data collections
5.2.11	Percent of Female Teachers in • Primary education • Secondary education • Vocational and technical education	• Geographical region • Urban/Rural • Public/private	• Annual school census • Various institutional data collections
5.2.12	Percent of repetition of girls and boys in primary and secondary levels	• ibid	• ibid

Definition and Purpose
• The GPI for Primary NIR is used to assess gender differences by appropriate age of intake.

Method of Calculation and Data Required
• Gender Parity Index for NIR in Primary Education=

Possible Data Source
• National EMIS
• Nationally representative surveys such as MICS or DHS
• Sub-national surveys

Limitations and Constraints
• Disaggregated data by gender must be available

Interpretation
<1 indicates a difference in favor of males

>1 indicates a difference in favor of females

0.97 to 1.03 indicates gender parity

Required Data Sets

- **Data on enrolment, new entrants, teachers as well as the relevant population and their age, sex, ethnicity, language, wealth, etc. for analysis of disparities**

- **Progress measured by comparing these data across different time.**

- **calculate indicators to identify the gaps in the different aspects on access, participation, quality and resource allocation.**

Data required for locating the un-reached, the target groups for achieving UPE

Collect information on targeted policies and implementation and data for performance indicators

1. for the un-reached, under-served and marginalized groups
2. from all available sources beyond the traditional school censuses – school-based census, demographic census, household surveys, MICS, case studies
3. from all forms of organized provision of primary education, whether public or privately funded or managed, formal and nonformal equivalency prgrammes
4. for "basic education", include the first (lower) cycle of secondary education as well

Analyzing Implementation of EFA Policy and EFA Goals

Policy Cycle/ indicators	ECCE	UBE	Skills	Literacy	Gender	Quality
Governance, policy, agencies coordination						
Resource mobilization						
Courses, programs, Facilities						
Quality & Equity Outcomes						
Impact Assessment						

Impact

Policy Coord

Quality Equity

Resource Inputs

Courses, Outputs

Causal Analysis of the relevant impact of the policy factors

NESIS Indicators Model
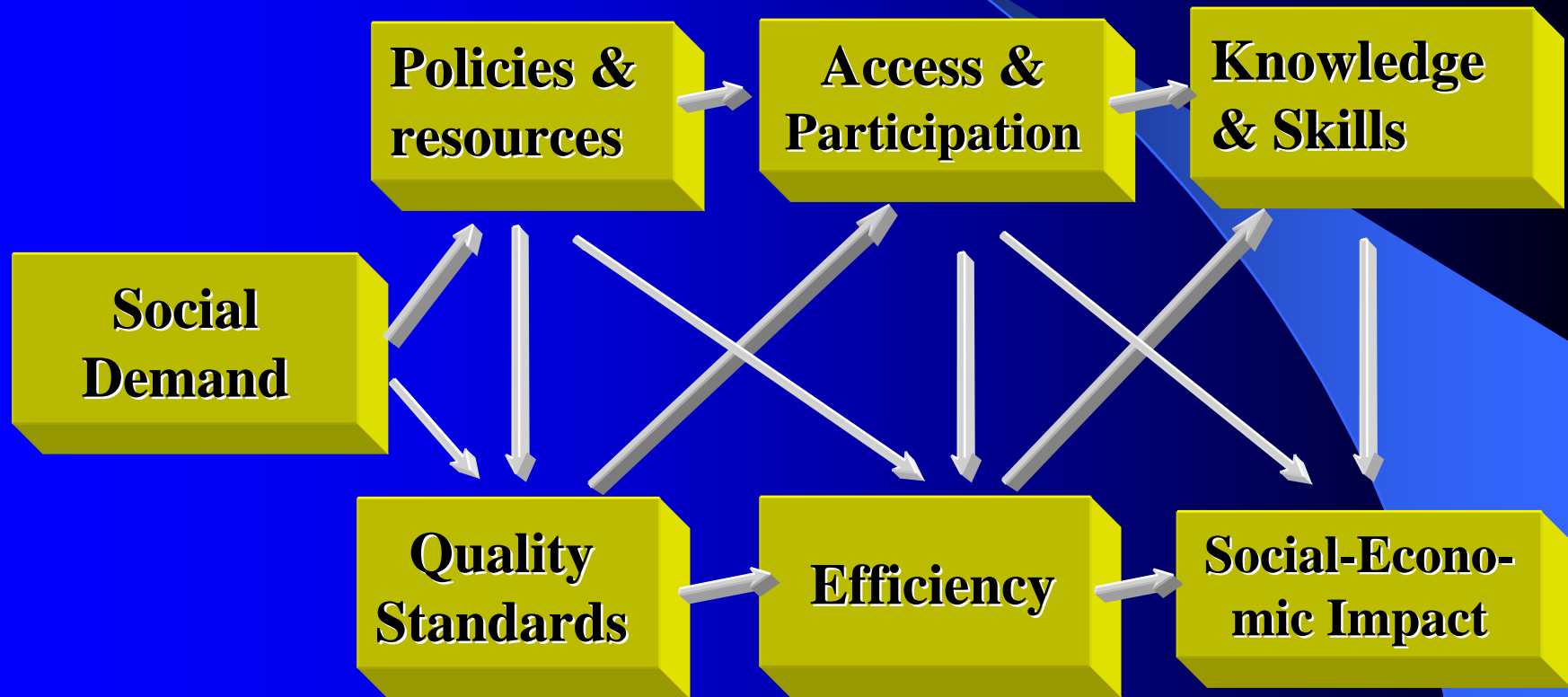
Analysis of Differential Impact:
Sub-national Quantity, Quality and Equity

Who are neglected? What **knowledge, skills**? How to increase **access**? Cost-effective delivery? How to decrease **disparities**? Contextual indicators analysis, eg. contextual **gender analysis.**	Demand/ needs	Access/ Participation	Quality Inputs, Learning Outcomes
Women and girls	?	?	?
People with disabilities	?	?	?
Ethnic minorities	?	?	?
Linguistic minorities	?	?	?
SES, Classes, Castes	?	?	?
Rural inhabitants	?	?	?
Migrants and displaced persons	?	?	?
People without legal status (birth registration, citizenship)	?	?	?
Etc. list relevant neglected groups	?	?	?