CICE Policy Brief

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Message of the Director and Professor. Yoshida

This Issue of the publication series of the Study of International Cooperation in Education, Hiroshima University (CICE joint seminar in policy practice aspects on education) is collection of policy briefs that have been produced by the research project conducted with the support of the "FY2019 ODA Grants for UENSCO Activities" which was initiated by the Japanese Ministry of Education, Culture, Sports, Science and Technology (MEXT). The seminar topic of this year was that "Exploring policy-practice cooperation in educational development: Toward a better future for SDGs" discussing and debating through 4 senior's expert presentation in George Washington University which was held in October 2019.

I highly appreciate that all senior experts and participants' proactive efforts on drawing further perspective of policy practice aspects on education involving SDG 4.7. I could not say that we have successfully conducted the Knowledge sharing joint seminar without your cooperation and collaboration of participating in this joint seminar. In this seminar backgrounds compassed the post EFA demand for education among people in developing countries has grown more pronounced. Researchers, scholars, and policy makers continue to focus on improvements in learning. Alternative forms of schooling such as low-fee private schools, NGO schools, faith-based schools etc. have moved into policy debates. A number of recent studies follow recent educational policy, modalities and trends in the rise of new, alternative forms of educational provision. On the other hand, public schools in developing countries continue to face immense challenges in ensuring the quality of education. Understanding ways to improve quality requires collaboration among scholars, researchers, and educational practitioners. Policy-practice cooperation (PPC) is weak in many developing countries. School enrolment has improved thanks to the recent efforts of EFA. However, the quality of education has lagged, due in part to the massive and rapid expansion of student enrolment. The seminar tried to identify gaps in educational development in terms of PPC. The presenters, bringing scholarly and practical experiences to this discussion of PPC from the multiple perspectives of policy, practice, and global governance.

Finally, I hope these research works to be connected student, teacher, classroom, school and society well-being. Let me take this opportunity to express my sincere appreciation not only to the authors of the papers that appear in this CICE publication series but also all researchers involved in the research projects for their great academic contributions.

Professor Kazuhiro Yoshida, Director, Center for the Study of International Cooperation in Education, Hiroshima University

Executive Summary

This report details the joint seminar's activities and outcomes of the 2019 ODA Grants for United Nations Educational, Scientific and Cultural Organization (UNESCO) Activities in George Washington University, US. The 2019 joint seminar co-organized by the Center for the Study of International Cooperation in Education (CICE) at Hiroshima University and George Washington University (GWU), took place from 17th – 18th October 2019.

Four senior experts of the joint seminar, professor. Kazuhiro Yoshida (Hiroshima University), professor. James Williams (George Washington University), associate professor. Tatsuya Kusakabe (Hiroshima University) and associate professor. D. Brent Edwards Jr. (University of Hawai'i) discussed how the policy-practice cooperation in educational development affects better future for SDGs, especially SDG 4.7 of tomorrow and the role of education in increasing quality and inclusion. The professor. Kazuhiro Yoshida delivered the presentation, how's going on the current trends of educational development in international society, and next, how the latest trends as represented by the SDGs try to involve a grassroots level of education. Continuously professor. Williams and Kusakabe provides the case studies in Asian and African countries in terms of policy-practice cooperation. It included a picture of the current situation of policy-practice cooperation among international society, a government or local government and grassroots practice level. Moreover, professor. D. Brent Edwards explains the current situation of global governance in education and comments for a suggestion to the picture of policy-practice cooperation. Furthermore, around 30 audiences such as international agencies or NGOs' members, GWU faculties and graduate students are attended this occasional seminar that has very spotlighted current issues in education development area. They were keen to learn and share the four experts' views of the education development in policy-practice cooperation (PPC) aspects as well as its lesson from failure and the prospects. Accordingly, it has been available to have the time with audiences' comments/questions after each 2 presentations are delivered.

The main objective of this seminar is to define such a situation as "education policy-practice cooperation." Today, there are huge scholarly works regarding privatization or non-formalization in education such as LFPE, NGO schools, community schools, some improved or alternative schools. Those works suggest "the era of education" that is originated by education-oriented people who are increasing in developing countries tried to have their own better education. That private or non-formal education basically have an autonomous in a market or quality assurance system from donors or communities. On the other hand, the seminar has obsessed a public education system is functioning under governmental control. But in fact, there are some gap or diremption between education policy level and practices level. In fact, there are many cases that schools on the grassroots level are left from a protective umbrella from a government in

terms of ensuring quality education. In this context, even if the international society approves ratification of a beautiful educational slogan, there will be no benefits to the field level if there is no cooperation between policy and practice.

Introduction

The first activity of the 2017 ODA Grants for UNESCO activities of joint symposium has started with United Nations University, Institute for the Advanced Study of Sustainability (UNU-IAS), UNESCO and CICE, Hiroshima University at UNU, Tokyo. The joint symposium aimed knowledge sharing on "Formulating and Strengthening Cooperative Communities for Non-Cognitive Learning Skill Development in Primary and Secondary Education in Asian Countries" based on sustainable and inclusive system model for education improvement at UNU, Tokyo on Jan. 9th, 2018. The several senior experts in Ghana, Kenya, Malawi, Uganda, Zambia, Ethiopia, Thailand, Vietnam, Bangladesh, Indonesia and Japan shared their case study in each experts' countries related education for SDGs.

The second activity of the 2018 ODA Grants for UNESCO activities of joint seminar conducted by CICE and UNESCO Bangkok at Winsor Suites Hotel, Bangkok, Thailand during Jan. 10th – 12th 2018 to go over global challenging issues regarding "Formulating and Strengthening Cooperative Communities for Non-Cognitive Learning Skill Development in Primary and Secondary Education in Asian Countries" based on the worldwide finding circulation seminar for learning improvement for all. The joint seminar has been more functionated with various research field further joined area, Madagascar, Malaysia and the Philippines for contributing the solution of global challenging issues of education as well as achieving to ensure inclusive and equitable quality education and promote lifelong learning for all which is overall goal for SDG 4.

The third activity of the 2019 ODA Grants for UNESCO Activities related a project of CICE, Africa-Asia university dialogue for education development launched with a special issue of exchange and cooperation programs for promotion and development of the education, science and technology and culture of developing countries in the Asia-pacific region focused on notably Target 4.7 of the Sustainable Development Goals (SDG 4 on Education). This seminar had been mainly held in discussion system for each professors' issues relevant SDGs 4.7. including audiences' questions/comments and panel's answers.

In this seminar backgrounds compassed the post EFA demand for education among people in developing countries has grown more pronounced. Researchers, scholars, and policy makers continue to focus on improvements in learning. Alternative forms of schooling such as low-fee private schools, NGO schools, faith-based schools etc. have moved into policy debates. A number of recent studies follow recent educational policy, modalities and trends in the rise of new, alternative forms of educational provision. On the other hand, public schools in developing countries continue to face immense challenges in ensuring the quality of education. Understanding ways to improve quality requires collaboration among scholars, researchers, and educational practitioners. Policy-practice cooperation (PPC) is weak in many developing

countries. School enrolment has improved thanks to the recent efforts of EFA. However, the quality of education has lagged, due in part to the massive and rapid expansion of student enrolment. The seminar tried to identify gaps in educational development in terms of PPC. The presenters, bringing scholarly and practical experiences to this discussion of PPC from the multiple perspectives of policy, practice, and global governance.

The rest of this report organized as follow that four professors' presentations and its discussions with participants of this joint seminar. The 1st presenter, Prof. Yoshida delivered his presentation titled "Promises and Gaps of Global Architecture for Education Development: A key enabler without solution" in international movement. The 2nd senior expert, Prof. Williams have presented in policy and practice aspects based on the case of an approach to embedding SDG 4.7 into teaching and learning in low resource environments. The 3rd presenter,

I. Senior expert's presentation on Target 4.7 of the Sustainable Development Goals (SDG 4 on Education)

1. Promises and Gaps of Global Architecture for Education Development: A key enabler without solution

Director, Professor. Kazuhiro Yoshida (Hiroshima University)

Professor Yoshida then presented on Promises and Gaps of Global Architecture for Education Development, noting his subtitle of "A key enabler without solution". He would discuss the global agenda and framework for education development, the aid architecture for it, and gaps in it. As co-chair with the UNESCO Assistant-Director General of the Education 2030 Committee (and as Asia-Pacific member of the committee) he had been involved in the wording of SDG4 including 4.7.

Jomtien was the departure point when we began to emphasize Education for All, but its original intent was "meeting basic learning needs", not universal primary education, allowing countries to set their own targets for the 1990s in the six suggested EFA areas. However, the focus of action was on access, with more than 100 million primary school-age children were out of school. The result, however, was no change in the number of out-of-school children, though in reality the number in school increased a lot. There was also virtually no information on learning at that time. The next phase was the Dakar Framework for Action, that coincided with the MDGs, which reaffirmed the Jomtien Declaration in stronger terms. Despite our commitment

to EFA, there was the separate MDG framework with two for education, representing a strong voice but also a dual framework, with education part of the broader development agenda. The focus remained on UPE (now by 2015), with a new monitoring mechanism (the EFA Global Monitoring Report) and a new financing mechanism (FTI, later GPE). The result was a remarkable drop in the out of school, from more than 100 million down to 57 million at primary level, and an emphasis on learning assessments, though without global data. Gross resource flows into developing countries increased a lot, including through FTI.

He explained that now we are in the SDG era when the EFA framework has been dropped so now there is just one unified framework for action but also a new monitoring mechanism, the UN High Level Political Forum, and also Gordon Brown (former UK Prime Minister, now UN Special Envoy for Global Education) is pushing for a new education financing mechanism and a new global education forum. With SDG4 and its wider goals, new and annoying data has started to become available: a new emphasis on free education with the inclusion of secondary education (even in Japan, higher secondary education is not formally free); the number of out of school is much greater as secondary age students are now also included; there is increasing evidence about learning, like the new World Bank's global learning poverty indicator; and there is the new reality of the importance of conditions outside education affecting it, like conflict and being marginalized.

Professor Yoshida explained that the global agenda process was supposed to work as in this diagram, but in practice the member states were constantly asking Education 2030 who was driving the process, very strangely as they had been involved from the beginning in providing the data and were consulted, but they were not really in the driving seat in determining a new global framework. And though the new goals have been signed off by all states, many developing countries still face access issues, insufficient teachers, etc. as in the past.

Global Agenda: Does this work?
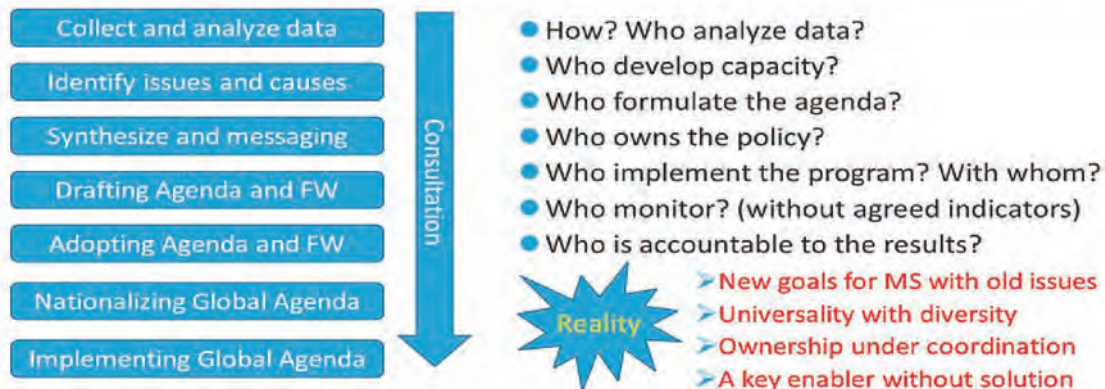
Having discussed the global discourse framework, Professor Yoshida then turned to the global aid architecture for education development. He showed how aid modalities had changed from project finance towards sector approaches and results-based financing, as in this chart that he had himself developed:

Changing Aid Modalities and A New Aid Architecture
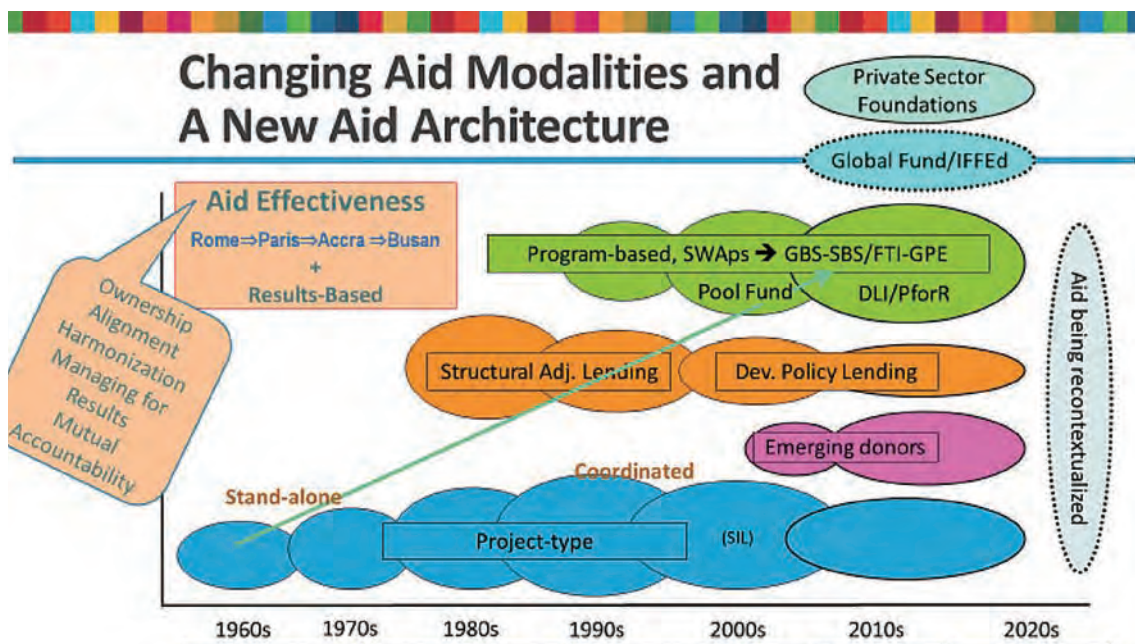
So, member states that want to get donor funding, now must exhibit that they have achieved a result, so now it is more policy-related than in the days of project finance. This leaves implementation in the hands of the member state. The process for the World Bank, for instance, involves sectoral analysis and then sectoral reforms, very different from other agencies in that the Bank addresses policy issues. Results-based financing is now used in the variable part of

GPE grants and with the Disbursement-Linked Indicators (DLIs) of World Bank lending.

Finally, Professor Yoshida turned to failures and gaps in the global architecture, arguing that the basic problem was that the agenda is set in the North even though the issues are in the South, as illustrated by an OECD study of what works for both quality and access, but defined in Northern terms:

Effectiveness of Education Interventions in Sub-Saharan African Countries Relative to All Low- and Middle-Income Countries

He observed that the South is not involved in this analysis, nor are teachers, nor poor people. Therefore, policies are not translated into practice; field experience is not influencing the policy process.

Education 2030

Promises and Gaps of Global Architecture for Education Development
~A key enabler without solution~

GWU-HU Joint Seminar October 18, 2019 @ Gelman Library

Kazuhiro Yoshida
CICE, Hiroshima University
Co-chair, SDG-Education 2030 Steering Committee

Flow of My Talk Today

- Global agenda and framework for education development
- Aid architecture for educational development (for LICs/MICs)
- Gaps

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Part 1.
Global Agenda and Framework for Education Development

3

Jomtien/EFA – WCEFA: 1990~2000

- Vision: To meet basic learning needs
- Soft touch FFA:
  - "Countries may may wish to set their own targets for the 1990s in terms of the following (6) dimensions: ---"
- Actual focus on Access: universalize primary education by 2000
- Results:
  - OOS-P: stagnated or increased
  - Learning: (no data)

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Dakar & MDGs: 2000~2015

- Reaffirmed Jomtien Declaration
- Clearer commitment:
  - "We hereby collectively commit ourselves to the attainment of the following (6) goals: ---"
- Dual tracks of Dakar FW & MDGs
  - Education as a part of development agenda
- Actual focus remains on Access:
  - UPE by 2015 (pushing back the goal post)
- New mechanism:
  - Monitoring: EFA-GMR
  - Financing: EFA-FTI/GPE
- Results:
  - OOS-P: decreased from 103m to 57m
  - Learning: emphasize assessment but no global data

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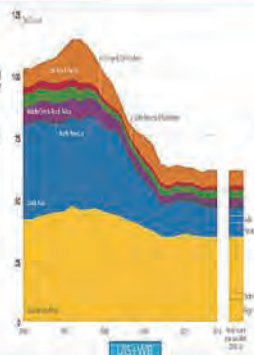
Education 2030 SDG4=Education 2030

"Ensure inclusive and equitable quality education and promote life-long learning opportunities for all"

Target 4.1: By 2030, ensure that all girls and boys complete free, equitable and quality primary and **secondary** education leading to **relevant and effective learning outcomes**   Cognitive & beyond

4.7 by 2030 ensure all learners acquire knowledge and skills needed to promote sustainable development, including among others through **education for sustainable development** and sustainable lifestyles, human rights, gender equality, promotion of a culture of **peace** and non-violence, **global citizenship**, and appreciation of cultural diversity and of **culture's** contribution to sustainable development

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Education2030 & SDG4: 2015~2030

- More aspirational, universal, transformative: (←SDGs)
  - Free primary and secondary education
  - Emphasize inclusion & learning
  - Outcomes go beyond knowledge
- Education goals = SDG4
  - Education as a key enabler for all SDGs
- New mechanism:
  - Monitoring: GEM Report & by UN
  - Broad-based financing: IFFEd (?), private and foundations
- New and annoying data and realities:
  - # oos rose x4 by adding secondary
  - Learners not learning
  - Beyond education (Conflict, marginalized)

Region	Reading					
	Proportion of school-age population not achieving minimum proficiency levels			Number of school-age children/adolescents not achieving minimum proficiency levels (in millions)		
	Total	Male	Female	Total	Male	Female
Total (P+LS school-age children and adolescents)						
Sub-Saharan Africa	88	86	90	202	100	102
Western Asia and Northern Africa	57	58	56	46	24	22
Central and Southern Asia	81	84	77	241	132	109
Eastern and South-eastern Asia	31	32	28	78	43	34
Latin America and the Caribbean	36	38	34	35	19	16
Northern America and Europe	14	17	12	15	9	6
Oceania	22	24	19	12	0.6	0.6
World	58	59	56	617	328	290
Primary school-age children						
World	56	57	55	387	204	183
Lower secondary school-age adolescents						
World	61	63	59	230	124	107

Photos UIS 2019 Cara Warth

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Global Agenda: Does this work?

- Collect and analyze data
- Identify issues and causes
- Synthesize and messaging
- Drafting Agenda and FW
- Adopting Agenda and FW
- Nationalizing Global Agenda
- Implementing Global Agenda

Consultation

- How? Who analyze data?
- Who develop capacity?
- Who formulate the agenda?
- Who owns the policy?
- Who implement the program? With whom?
- Who monitor? (without agreed indicators)
- Who is accountable to the results?

Reality
- New goals for MS with old issues
- Universality with diversity
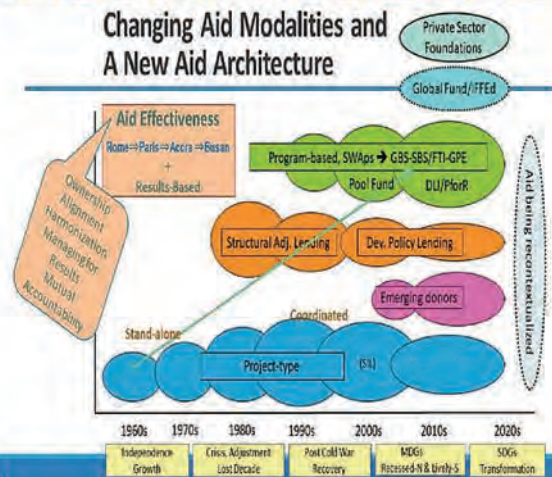- Ownership under coordination
- A key enabler without solution

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Part 2.
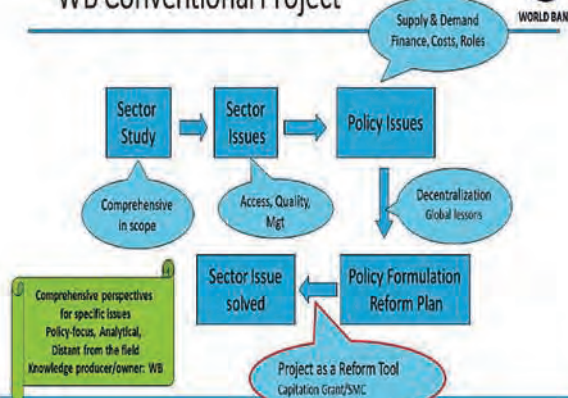## Global Aid Architecture for Education Development

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Changing Aid Modalities and A New Aid Architecture

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WB Conventional Project

WORLD BANK

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GPE Variable Part
(Indicator on Learning)

GLOBAL PARTNERSHIP for EDUCATION

GPE Grant
- Fixed 70%
- Variable 30%

Equity
Efficiency
Learning

Mozambique ($57.9m/3 years)
Number of teachers (1st and 2nd grade) participated in new in-service teacher training

Nepal ($59.3m/3 years)
Standardized classroom-based EGRA for grades 2 and 3 are conducted with parent observation, and results are shared and discussed with parents in 3000 schools/communities

Rwanda ($25.2m/3 years)
Learning Assessment at Primary 2 and 5 conducted by GoR in 2016 and data used (to) inform T&L

Source: GPE board document 2015-5

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Examples of DLIs (WB)

WORLD BANK

- Textbooks/Curriculum: Improving the timeliness of textbook distribution and quality of textbook content
- Grade 5 Completion Exam: Improving the quality of primary completion exam and the regular measurement of learning
- Teacher Deployment in Core Subjects: Improve teacher availability in core subjects (English, Math, Biology, Chemistry and Physics, in JSS)
- Assessment of Student Achievement: Improve regular measurement of student learning and
- Strengthen SBM Committee participation and capacity for improving school effectiveness, management and accountability

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Trend in favor of RBF

- Global aid modality increasingly favors PBA and RBF
  - Assumption: Sound sector policy in a conducive environment will produce results
  - All partners join the upstream work & monitoring; minimal during implementation (though opposite is equally problematic)
  - Results and outcomes are valued; process and experiences are undervalued
  - Donor fund is released conditional on pre-agreed outcomes/indicators
  - DLIs are mostly "intermediate" outcomes
  - Multiple reform agenda interventions run in parallel

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OECD Learning Framework 2030

Need for a broad set of knowledge, skills, attitudes and values in action

OECD, 2018

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Mind the Gap: Policies (↓) and Implementation

- Issues are mostly in the South; agenda and new ideas are developed in the North
  - UNESCO/Paris-driven agenda setting, WB/DC-driven aid architecture
- Education is a continuum
  - ↔ Too many major issues, too short a time-frame
  - No changes in the end
- Expanding space for funding/economics experts; shrinking space for education
- Solutions are not known/made available to implementers
- Experiences / field knowledge not informing policy processes (↑)

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Part 3.
Why Global Agenda & Architecture fail?
Issues and Gaps

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Effectiveness of Education Interventions in Sub-Saharan African Countries Relative to All Low- and Middle-Income Countries
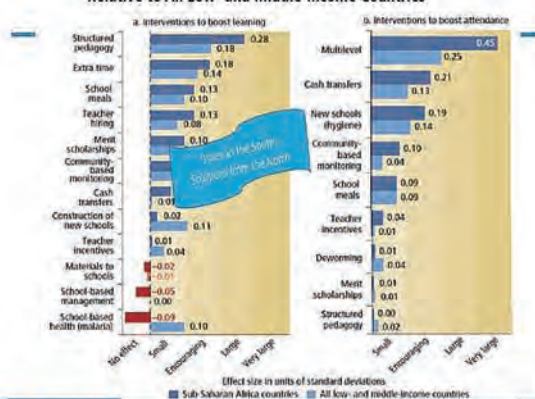
World Bank, 2018

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OECD (2018) The Future of Education and Skills: Education 2030.

UNESCO (2015) Education 2030: Incheon Declaration and Framework for Action

World Bank (2018) Facing Forward: Schooling for Learning in Africa.

World Bank (2019) Ending Learning Poverty: What will it take?

Yoshida, K. and Van der Walt, J.L. (2018) "The Policy-Implementation-Results Linkages for Education Development and Aid Effectiveness in the Education 2030 Era." *Compare* 48(1):39-55

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SDG4 Panel Discussions at HLPF

HIGH-LEVEL POLITICAL FORUM
ON SUSTAINABLE DEVELOPMENT

- What would be the most fruitful ways in which education can foster sustainable and long-term transformation in line with the SDGs?

- What policy changes are need to leverage the interlinkages between SDG4 and the other SDGs to promote co-benefits and reduce trade-offs?

- What are some practical ways to improve quality education & LLL that deliver genuine impact and can be scaled up for success?

- How do learning systems need to transform to match a rapidly changing world with technological shifts, global integration and climate pressures?

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2. The Policy-Practice Dynamics of International Education Goals: A Global Governance Perspective

Associate Professor. D. Brent Edwards Jr. (University of Hawai'i)

Associate Professor D. Brent Edwards Jr. discussed the Policy-Practice Dynamics of International Education Goals from the perspective of global governance, bringing together several different things on which he has been working for the past 5-10 years in order to reflect on some bigger questions, especially the politics of global governance, how it affects policy at the national level and then how we might think about the implications of this to practice beyond the national level. Professor Edwards said he would first focus on UNESCO, complementing Professor Yoshida's previous presentation; in particular he would examine how the framers of SDG4 envisaged that it would be implemented and then consider the realities of the policy-practice nexus in the context of global governance, raising concerns and issues about the problematic nature of global education governance.

By a global governance perspective, Professor Edwards meant one using the international political space as described and illustrated by the diagram below from Novelli and Verger (2008). He drew attention to Country 4 in the diagram which showed that it was possible for countries to affect the global agenda, and that the space was not all in one direction from the global to the country level.
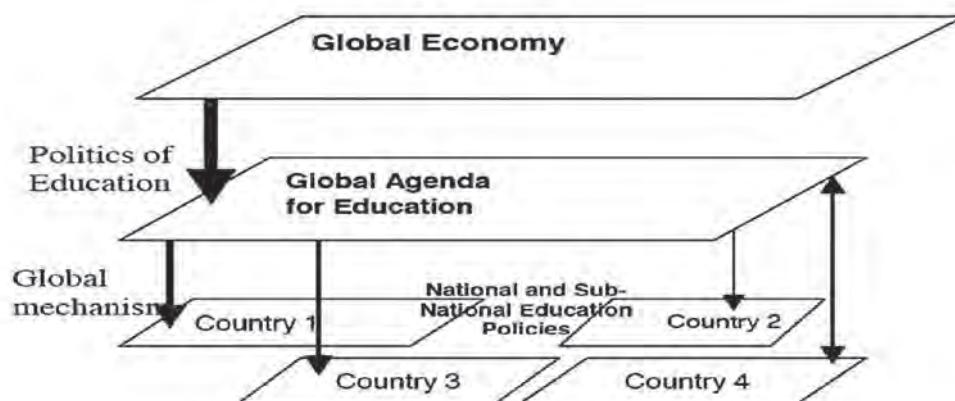
FIG. 1.—International political space

Professor Edwards then turned to SDG4 and the Incheon Declaration to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all." He noted particularly the statement in the declaration that "ambitious education goals cannot be achieved by governments alone." The essence of the Incheon Declaration in terms of how the goals are to be realized was that national governments, international agencies, civil society, the private sector and expert networks would all work together to respond to country needs, led and guided by UNESCO and including also the other 2015 World Education Forum co-conveners (UNICEF, World Bank, UNDP, UNFPA, UNHCR and UN Women). He emphasized therefore that there was a lot bound up in the Incheon Declaration, and noted that Professor Yoshida had observed in the previous presentation that, despite the process being supposed to be country-led, many governments in fact were unclear about how we had got here.

Professor Edwards distilled the Incheon Declaration's implementation intentions into eight strategies:

1. Encouraging governments to promote accountability and transparency;
2. Pursuing global and regional collaboration, cooperation and coordination, according to countries' needs and priorities;
3. Enacting sound policies and planning as well as efficient implementation arrangements;
4. The global community providing technical advice, national capacity development and financial support through a global coordination mechanism (in this case, the 2030 Steering Committee of which Professor Yoshida is the co-chair) which is to meet at least once a year with a large menu: to provide strategic guidance, review progress (though the Global Education Monitoring Report), and make recommendations on key priorities and catalytic actions to achieve the new agenda;
5. Increasing funding, both domestic and international;
6. Improving aid effectiveness - and increasing support to education in humanitarian and protracted crises;
7. Developing national monitoring and evaluation systems to generate evidence and ensure accountability; and
8. Depending on UNESCO for advocacy, policy dialogue and convening as the focal point in the international architecture for SDG4; to promote knowledge-sharing through its regional bureaus with the co-conveners; and to schedule global education meetings.

Professor Edwards then shared some research he had done with colleagues, one of whom had joined the Global Monitoring Report when it began, on UNESCO from 2000-15 (Edwards, Okitsu, Da Costa and Kitamura). As he had shown UNESCO is now supposed to have a very ambitious agenda, but experience shows that there is reason to be concerned that UNESCO can meet all its current obligations because of its well-documented history of limited capacity compared

to what it is supposed to do. UNESCO had slowly lost legitimacy since the 1970s, then tried to refocus and rebrand during the 1990s following the World Conference on Education for All but by the end of the 1990s there was a consensus that UNESCO had failed to follow up in a sustained way and had not adequately monitored what was happening. Thus, with Education for All (EFA) there was a new attempt in the early 2000s following Dakar to exercise leadership, through three connected mechanisms: (1) the independent EFA Global Monitoring Report (GMR) to review progress; (2) the Technical Working Group of 150 representatives to identify key policies and strategies following the GMR's review; and (3) the High Level Forum which was to receive the recommendations from the Technical Working Group, bring them back to countries and coordinate the EFA partners. That vision in the 2000s was very similar to the vision now for SDG4. In practice, however, between 2000-15, only one of these three mechanisms were found to work well. The GMR was widely seen as a success in the global education policy field generally, but the Technical Working Group and the High Level Forum were not seen as having succeeded: the Working Group did not produce concrete recommendations and the High Level Forum had at best an "uncertain" effect, according to Buchert, serving annually to focus attention on EFA but being itself very poorly structured and not considered effective, particularly by the big donors. The UNESCO Director-General kept changing the country membership of the High-Level Forum and international organizations did not send high level representatives, the combination making substantive dialogue and concrete recommendations difficult. Moreover, the HLF itself lacked clear lines of authorized communication within the wider United Nations system; it produced its own report after each meeting, but it was unclear how this report was to be communicated to countries or what they were supposed to do with it.

In addition, under the Dakar Framework for Action, UNESCO was supposed to work with country governments to integrate the EFA goals into country action plans. However, this initiative was rather undercut by the World Bank establishing the parallel Fast Track Initiative (FTI) in 2002, as Professor Yoshida alluded to. The FTI was designed to get financing to countries that developed credible strategic plans for the education sector. FTI supported the technical development of these plans which were embedded in government processes. By contrast, UNESCO did not support the development of the Education Action Plans, which were much more philosophical and also were outside normal government planning processes. This led to UNESCO having a crisis of identity, with UNESCO's Executive Board concerned that it was losing leadership to the World Bank and ordering an evaluation of UNESCO. This set off a cycle that has been repeated over 10 years, a cycle that begins with a lack of confidence, frustration with performance or even an outright controversy (e.g. over misappropriated funds); is followed by a turnover in senior leadership; then by another evaluation; and then by a restructuring of UNESCO's education sector and specifically of its EFA coordination mechanisms. This cycle

occurred in tandem with a restricted and unpredictable budget (in the absence of the US financial contributions that accounted for a quarter of UNESCO's budget) and with no clear vision for the organization. Similarly, UNESCO is supposed to be getting increased financing for countries under SDG4, but this financing has not been forthcoming.

Professor Edwards had interviewed officials for UNESCO peer institutions. Generally, those in other institutions did not have a positive view of UNESCO, noting particularly its insufficient leadership, particularly in the intellectual sense, its lack of creativity, its intensive bureaucracy and its constant scrambling to catch up. He would be particularly interested in Professor Yoshida's view of this, since Yoshida has been involved in these matters since about 2007.

He concluded by reviewing the prospects going forward for UNESCO to coordinate SDG4 and to connect policy and practice. UNESCO certainly has the mandate, being the only democratic education institution in the world (The World Bank might have more funding and capacity, but it is not a one-country, one-vote organization as is UNESCO). Going forward, he noted that a Global Data Sharing Network has been put in place; that the EFA Global Monitoring Report continues and has become the Global Education Monitoring Report; that there is the Education 2030 Steering Committee much like the former Technical Working Group; that there is now an SDG High Level Political Forum (not confined to education); and that there are voluntary country SDG reviews (also not confined to education and not involving UNESCO). However, there are concerns about UNESCO's capacity to meet its SDG mandate.

Professor Edwards finished by noting that he had tried to paint a picture of the politics that were influencing the situation at both the global and the country levels.

The Policy-Practice Dynamics of International Education Goals: A Global Governance Perspective

D. Brent Edwards Jr.

Associate Professor

University of Hawaii, Manoa

GWU Seminar, October 18, 2019

Overview

* 1. Clarify the logic of realizing education-related SDG targets
    * As described in the 2015 Incheon Declaration and the Framework for Action

* 2. Consider the dynamics and reality of the policy-practice connection in the context of global governance related to international education goals

* PURPOSE: Raise questions, concerns, awareness of/about the problematic nature of global education governance generally and the realization/implementation of related policies

    * BASIS: Previous research and related scholarship

Global Governance Perspective
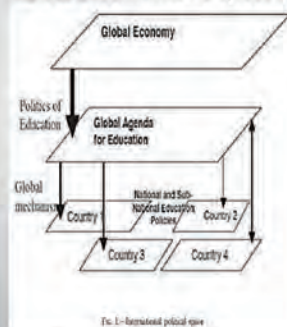
Fig. 1 – Intersectoral political space

Source: Novelli & Verger (2008)

SDG 4 and The Need for Global Governance

* SDG4:
    * "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all"

* BUT:
    * "Country-led action will drive change; however, the ambitious education goal cannot be achieved by government alone." (Framework for Action, p. 60)

How will sdg4 be achieved? The overall vision: A distillation

* National governments, international agencies, civil society, private sector, relevant expert networks, etc. all work together—responding to country needs, heeding government initiative—but overall being guided/led primarily by UNESCO, in addition to the other actors mentioned above and especially the 2015 WEF co-convenors (UNICEF, WB, UNDP, UNFPA, UNHCR, UN Women

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More specifically: 8 strategies

* 1. Encourage governments
    * E.g., "legal and policy frameworks that promote accountability and transparency" (Incheon Declaration, p. 9)

* 2. Pursue global and regional collaboration, cooperation, coordination ... "according to countries' needs and priorities" (p. 10)
    * "Inclusive and efficient regional coordination will focus on such aspects as data collection and monitoring, including peer reviews among countries; mutual learning and exchange of good practices; policy-making; dialogue and partnerships with all relevant partners; formal meetings and high-level events; regional communication strategies; advocacy and resource mobilization; capacity building; and implementation of joint projects"

Addt'l Strategies 1

* 3. Enact "sound policies and planning as well as efficient implementation arrangements" (p. 9)

* 4. Provide "technical advice, national capacity development and financial support" through a "global coordination mechanism" (p. 10)

* "The SDG-Education 2030 SC will support Member States and partners in achieving SDG4-Education 2030. To this end, it will, among other activities, provide strategic guidance, review progress drawing on the GEM Report, and make recommendations to the education community on key priorities and catalytic actions to achieve the new agenda; monitor and advocate for adequate financing; and encourage harmonization and coordination of partner activities. The SDG-Education 2030 SC will meet at least once a year." (p. 62).

Addt'l Strategies 2

* 5. Increase in funding—both from country governments and from donors

* 6. Improve "aid effectiveness through better coordination and harmonization, and prioritizing financing and aid to neglected sub-sectors and low income countries" (p. 10), in addition to providing additional support to "education in humanitarian and protracted crises" (p. 10).

* 7. Develop "national monitoring and evaluation systems in order to generate sound evidence for policy formulation and the management of education systems as well as to ensure accountability" (p. 11)

Addt'l strategies 3

* 8. Depend on UNESCO in the following ways:

    * "undertaking advocacy to sustain political commitment; facilitating policy dialogue, knowledge sharing and standard setting, monitoring progress towards the education targets; convening global, regional and national stakeholders to guide the implementation of the agenda; and functioning as a focal point for education within the overall SDG coordination architecture." (p. 10)

    * "UNESCO, through its regional bureaus and together with the SDG4-Education 2030 co-convenors, will further promote sharing of knowledge, effective policies and practices across the regions" (p. 61)

    * "Periodic Global Education Meetings, aligned with the meeting schedule of the High-level Political Forum on sustainable development, will be organized by UNESCO in consultation with the SDG4-Education 2030 SC to review the SDG4-Education 2030 agenda against progress made and share outcomes with the appropriate overall global follow-up and review mechanisms for the SDGs." (p. 63)

Organizational Legitimacy in the Global Education Policy Field: Learning from UNESCO and the Global Monitoring Report

D. BRENT EDWARDS, JR., TAEKO OKITSU, ROMINA DA COSTA AND YUTO KITAMURA

UNESCO & The challenges to global coordination 1

* Attenuation of legitimacy starting in the 1970s
    * History of internal (cold war) politics and political divisions (post-colonial period) (E.g., Mundy, 1999)
    * Claims of insufficient capacity; mismanagement (Heyneman, 1999)
    * Loss of legitimacy/authority to World Bank (Mundy, 1999)
* Attempt to refocus and rebrand post-Jomtien, in the 1990s
    * WCEFA, International Consultative Forum on EFA
    * "Lack of sustained follow-up or monitoring mechanisms" following the WCEFA (Limage 2011).

UNESCO & The challenges to global coordination 2

* Renewed efforts post-Dakar, in the 2000s
    * Global Monitoring Report
        * Independent, track progress towards goals
    * Technical Working Group
        * Diverse group of 150 representatives from education sector; met yearly
        * Identify key policies and strategies for High Level Forum
    * High Level Forum = carry out mandated role to coordinate EFA partners
        * HLF informed by GMR
        * HLF "will serve as a lever for political commitment and technical and financial resource mobilization"

6th SDG-Education 2030 Steering Committee meeting

HIGH-LEVEL POLITICAL FORUM

ORGANIZATIONAL LEGITIMACY AND UNESCO

Global Education Policy = Relational Space

Source: Novelli & Verger (2008)

Beyond UNESCO

The Geometry of Insertion

The Promise of Civil Society: Monitor Practice, Impact Policy

What about Practice?

Conclusions: Is Global-National-Local Alignment Possible?