STEERING THROUGH STORMS:

Five Recommendations for Education Leaders to Close the Learning Gap in Times of Crisis



systems

evidence

lives

This High-Level Policy Guidance is based on Education.org's 'Accelerated Education Programmes: An Evidence Synthesis for Policy Leaders', 1 produced through a ground-breaking process that included:

A Global Literature Review:

A thorough examination of literature from around the world, encompassing academic and professional sources.

• Crowdsourcing of Evidence:

A pioneering approach involving the collection of both published and unpublished data related to AEPs from 136 sources.

Analyses of National Policies:

In-depth assessments of policies in eight sub-Saharan African countries (Ethiopia, Ghana, Kenya, Liberia, Nigeria, Sierra Leone, South Sudan and Uganda) to understand the current AEP landscape.

A Rigorous Evaluation of the Evidence:

Including appraising the quality and relevance of each source of gathered evidence.

• Case Studies of Country Programming:

Five innovative AEPs were studied for transferable lessons. These programmes tackled critical issues such as <u>building programmes</u> at scale, promoting teacher development and providing accelerated education for <u>refugee</u> children and those in <u>conflict</u> and post-conflict zones.

The insights derived from this research hold global applicability, making them valuable for education policymakers worldwide.



First published in September 2022,² Education.org's High-Level Policy Guidance has gained widespread recognition and made pivotal contributions to the development of national AEP policies and guidelines in Kenya and Sierra Leone, and the institutional policies of donor organisations, potentially benefiting millions of children and young people.

This December 2023 'Update' incorporates the latest evidence available since May 2022, and serves as a practical guide to implementation by integrating the experiences gleaned from relevant Ministries of Education's efforts to adopt these recommendations.

Executive Summary

Growing Needs Bring Critical Choices

Education systems are under unprecedented strain as growing conflict, civil violence, climate fragility, population movements and the long-term impact of the COVID-19 global pandemic challenge their resilience and capacity to meet the needs of two billion children in the world.

National education policymakers are, therefore, grappling with critical decisions on how to serve particularly the most marginalised learners.

Accelerated Education Programmes (AEPs) have emerged as an important alternative education route for out-of-school children and youth (OOSCY) who have not been reached effectively by formal schools, and for displaced children and young people who have fallen behind while on the move.

Recommendation 1 REVIEW:

Governments can meaningfully support features known to be critical for AEP effectiveness.

Policymakers are encouraged to review the key AEP features to inform their national policy and guidelines improvements.

Recommendation 2 ASSESS:

Governments are advised to conduct an assessment before strengthening AEP alignment with their national education system.

Policymakers can avoid a 'one-size-fitsall' approach, which may inadvertently exclude some children and youth. This High-Level Policy Guidance provides evidence-based actionable recommendations for education leaders who want to initiate AEPs, strengthen or expand existing AEPs or enhance the cohesion and oversight of diverse AEPs in their country. With insights from many countries, this Guidance provides a roadmap for policy actions, concrete policy examples and country case studies. Its lessons can be applied globally.

Recommendation 3 **PLAN**:

Ministries of Education are encouraged to plan a phased approach for strengthening AEP alignment with their national education system.

A phased approach, based on specific needs and different readiness levels, emerges from the experience of various countries as more effective.

Recommendation 4 ACT:

Design and roll out evidence-informed policy initiatives to strengthen AEP alignment in phases driven by national priorities.

First focus on essential goals (like equity and inclusion, curriculum, assessment and certification), followed later by alignment of the other key features of successful AEPs.

Recommendation 5 **ENGAGE:**

Governments can involve a broad range of actors to accelerate national education goals throughout the process.

Collaboration with AEP providers, community supporters and both national and international organisations is vital for success.

Introduction

In the last decade, the number of people displaced due to conflict, violence, climate disasters and public health emergencies has been climbing steadily.³ Global estimates of the average duration of contemporary displacement range from 10 to 26 years and, as a direct result, an estimated 222 million children and adolescents need urgent education support.⁴ Around one-third of these learners, or nearly 80 million, are out of school, and most of the 120 million in school fall short of meeting minimum proficiency objectives.⁵

This growing crisis in educational provision for the world's children and young people was gravely exacerbated by the global COVID-19 pandemic, with experts estimating that a three-month school closure potentially caused a year or more of learning loss.⁶ This deficit, in turn, crushes future earnings, with pandemic-related losses alone projected to reduce global GDP by US\$1.6 trillion by 2040, when most students affected by COVID-19 school closures will have reached the workforce.

Accelerated Education Programmes (AEPs) have emerged as an important alternative route to access education and improve learning recovery for out-of-school children and youth (OOSCY) who have not been reached effectively by their country's formal systems. New or revised government AEP policy actions can improve access and learning, both in emergencies and more broadly, for OOSCY. But Education. org's analysis revealed that many national education policymakers are struggling to make critical choices regarding AEPs because of a limited evidence base on which to ground their decision making. They must choose whether, and how, to initiate new AEPs, strengthen or expand existing programmes, and how to enhance oversight over AEPs – particularly considering significant variations in programmes run by different organisations.

Education.org hopes that this Guidance will help prioritise government policies and policy implementation related to learning recovery, improve funding for AEPs and other learning recovery programmes and prioritise future AEP research and data collection.

Understanding how other education leaders tackle these challenges can provide valuable insights. The moral and economic imperative to reach the most marginalised children and young people underscores the importance of sharing and applying this knowledge.

This High-Level Policy Guidance aims to provide evidence-informed, contextually relevant and actionable recommendations, supported by concrete policy examples and case studies, for those shaping policies and guidelines for AEPs.

Recommendation 1: REVIEW

Governments can meaningfully support features known to be critical for AEP effectiveness.

Education.org's analysis shows that successful AEPs have a set of features that can be enhanced by government action.⁷ These features complement, but differ from, the 'Ten Principles for Effective Practice' established by the Accelerated Education Working Group (AEWG).⁸

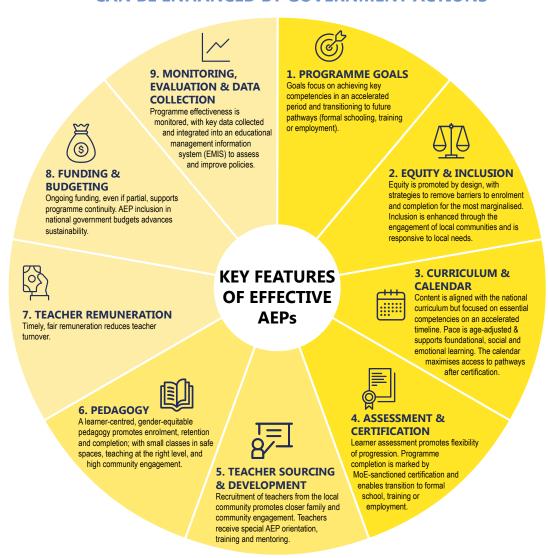
To maximise the impact of AEPs in their countries, therefore, governments will play a pivotal role in supporting critical features known to enhance their effectiveness – often encompassing distinct responsibilities

common to Ministries of Education and other government bodies.

The best evidence reveals that these features address three critical dimensions of AEPs:

- Ensuring access to programmes for the children and young people who need them;
- Improving the quality of the teaching and services the AEPs provide; and
- Providing for the **sustainability** of AEPs in the long term.

EFFECTIVE AEPs SHARE COMMON FEATURES, MANY OF WHICH CAN BE ENHANCED BY GOVERNMENT ACTIONS



Recommendation 2: ASSESS

Governments are advised to conduct an assessment before strengthening AEP alignment with their national education system.

In the past, AEPs have often operated independently of government systems, resulting in varying degrees of success in integrating students into formal schools or providing sustainable access to education. The AEWG's ten principles for effective practice emphasise that AEPs should be 'closely aligned with the national education system and relevant humanitarian architecture'.9 Education.org's evidence synthesis confirms the importance of alignment with national Ministries of Education (MoEs) for several reasons: it allows the expansion of AEPs to reach more children; enhances education quality and effectiveness: facilitates smooth student transitions from AEPs to formal schools and contributes to the long-term sustainability of these programmes.

Within MoEs, AEPs are often categorised as 'non-formal education (NFE)' or 'alternative education', and their oversight and recognition levels can vary. But what exactly does alignment mean, and why is it crucial for education leaders?

Alignment of AEPs with government systems entails a close connection to, and reflection of, the standards set by the national education system, as well as alignment with existing goals, policies and plans. At one end of the spectrum, some AEPs operate independently with minimal links to national policies and limited guidance or oversight. At the other extreme, AEPs are fully integrated into the national system and may be directly administered by governments on a national scale. However, neither extreme is necessarily ideal as complete alignment may inadvertently recreate barriers that contributed to the initial situation. Many countries typically find themselves somewhere in between.

Education.org recommends that governments conduct an assessment to inform their actions to strengthen AEP alignment with their national education system.

To navigate this complexity, Education.org has created a new 'AEP Alignment Action Matrix' that can serve as a valuable tool for guiding national assessments and forming the basis for action plans. Conducting this assessment may involve the establishment of a task force to examine the country's experience with AEPs, their effectiveness, areas for improvement and strategies for scaling. Factors such as OOSCY numbers, gender disparities, required policy frameworks and other nationally relevant factors should also be considered. This assessment will help determine a country's readiness for AEP alignment, or whether it is more appropriate to defer alignment efforts for some key features until a later date.

Examples of how government policy actions can strengthen alignment between the national education system and AEPs are as follows:



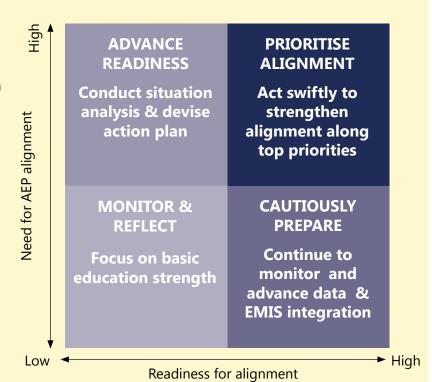
1. PROGRAMME GOALS

AEPs are often provided by private actors, rarely regulated at the national level, and therefore hold varying intentions for who can access these programmes and for their educational objectives. National leaders can refer to AEPs within plans or policies for national education sectors and/or strategies for improving access and learning for OOSCY, unifying standards across AEPs for learning objectives (for example, school levels, proficiency standards), and strengthening flexible pathways from nonformal to formal education.

AEP ALIGNMENT ACTION MATRIX

NEED FOR GREATER ALIGNMENT IS DRIVEN BY:

- High OOSYC population
- High inequality index
- Multiple implementing partners and donors with wide variations in programmes which are ready to scale



READINESS FOR ALIGNMENT IS INCREASED BY:

- Political, social and economic capacity
- Recognition or positioning of AEPs as national policy response to OOSCY
- Existing recognition of non-formal education or alternative education pathways



2. EQUITY & INCLUSION

Without specific provisions to ensure that AEPs reach the most marginalised children and young people, AEPs can unintentionally replicate, or even exacerbate, barriers that keep some of the hardest-to-reach out of school. Embedding AEPs within an overall government strategy can provide a policy scaffold for mitigating barriers to learning, for example: adolescent pregnancy and or marriage, lack of transportation or other means requiring financial resources, or those requiring pedagogical support for learning differences and special needs.



3. CURRICULUM & CALENDAR

Because AEPs offer condensed learning in a shorter period than formal education,

conventional curricula typically cannot be transposed directly into AEPs. However, evidence shows that outcomes are improved when AEP curricula are linked to (but not identical with) national basic education curricula. Linkage also allows reflection of government priorities such as gender equity and gender transformation (which seeks to transform harmful gender norms, roles and relations, while working towards redistributing power, resources and services more equally). A strong focus on literacy and numeracy, and holistic wellbeing, are common in AEPs. However, the degree of acceleration and overall pace of AEP curricula should be agreed with the relevant Ministry, with close links to national learning indicators for each grade, and the timing of programme completion aligned to registration and enrolment timetables for further education or training.



4. ASSESSMENT & **CERTIFICATION**

Completion of an AEP is often not enough to ensure progression to further education, training or work. Without a certificate of completion, based on an accepted assessment system linked to government standards, post-completion options for children from AEPs can be severely limited. Therefore, government actions can greatly improve post-completion options by issuing guidance to AEP providers and funders to formalise assessment and certification approaches in alignment with the MoE's standards and benchmarks.



5. MONITORING, **EVALUATION & DATA COLLECTION**

Evidence and raw data from the providers of AEPs is often lacking. When it does exist, reporting parameters have often been shaped by donor needs and rarely linked to national Education Management Information Systems (EMIS). Indicators consistent with a national EMIS for AEPs should be expected from AEP providers to support monitoring and evaluation of national education plans. New reporting mandates for AEPs may be established with standard indicators such as enrolment, dropout and learning outcomes; and disaggregating for sub-populations: such as girls, refugees, special needs and those children with learning differences.



6. TEACHER SOURCING & DEVELOPMENT

AEPs are typically offered in very lowresource situations and contexts where teacher shortages are already pronounced and prolonged. Features commonly seen in effective AEPs are the identification and development of community volunteers, with little to no prior experience. In recognition of the importance, yet inexperience, of such volunteers, Ministries are encouraged to implement guidelines for the training of facilitators or qualified teachers, acknowledging the adaptations from formal schools that may be needed in this setting.



7. PEDAGOGY

Reflecting variation in AEPs offered by private providers, pedagogical approaches can be numerous and varied. Evidence from programme outcomes shows that important pedagogical pillars include: active, learner-centred pedagogy, foundational skill development, and home language instruction with a plan to transition to the national language to allow successful integration into the formal education system. Ministries can encourage these programme features within their Guidelines and Policies for AEP providers.



8. TEACHER REMUNERATION

Teachers, or facilitators, are often paid by the implementing or funding organisation based on implementer or donor guidelines. In countries showing increased alignment of AEPs with national education systems, teachers may be at least partly paid by government. Efforts to define a path to becoming certified should be established or under consideration.



9. FUNDING & **BUDGETING**

Historically, AEPs are predominantly funded through private provision and programme-based funding, with few longterm or ongoing financing commitments, threatening the long-term viability of many AEPs. In strengthening the alignment of AEPs with national systems, financial sustainability is therefore of high concern, while avoiding the creation of a system that competes for financial resources from the formal education system. National education policymakers should expect clear plans for AEP continuation to exist with long-term future donor commitments or plans for governmental assumption of costs, and carefully considered contributions from implementing partners.

Recommendation 3: PLAN

Ministries of Education are encouraged to plan a phased approach for strengthening AEP alignment with their national education system.

Understanding the Impact of Alignment

Before crafting national action plans to enhance the effectiveness of, and relationship with, national education systems, it is important for governments to grasp both the potential benefits and dangers of aligning AEPs more closely with those systems. While alignment with national systems can enhance learning access, educational quality provision and long-term sustainability, it is essential to maintain flexibility to cater to the unique needs of the most marginalised children and youth.

Education.org recommends that national governments define a phased approach for strengthening AEP alignment with their national systems.

Achieving strong alignment between basic education systems and each of the nine AEP features is not necessarily the primary goal in every national context. Education. org's analysis of AEP alignment processes in eight different countries in sub-Saharan Africa provides evidence that alignment is not a 'one-size-fits-all' solution. Some of these features can be effectively supported by programme implementers themselves. Implementing nationwide policies or aligning AEP features too rapidly may, inadvertently, exclude more children and youth by replicating or exacerbating existing barriers to access and learning.

A first phase of AEP alignment

Closer alignment between national education systems and AEP programmes in country often begins by:

- Setting Unifying Standards for Programme Goals: Establishing clear and common goals for AEPs.
- Establishing Equity and Inclusion Policies: Designing policies aimed at removing barriers to enrolment and retention that have contributed to the current situation for OOSCY.
- Mandating Curriculum and Programme Calendar Alignment: Ensuring that curricula and programme schedules, especially completion dates, align with national requirements and cycles.
- Validating and Unifying Assessment and Certification Approaches: Ensuring standardised assessment and certification methods.

These areas play a critical role in helping OOSCY learn and transition to formal schools or other educational pathways.

A second phase of alignment typically involves policy actions that focus on monitoring and teaching, ensuring AEP effectiveness and quality.

A third phase of alignment, while also important, may be less directly related to transition outcomes. It often requires longer-term commitments and can be more challenging to achieve. As a result, these aspects can be pursued by focusing specifically on the longer-term sustainability of AEPs, particularly when they are not guided primarily by donor or external funding cycles.

NATIONAL CONTEXT DRIVES THE SPEED AND NATURE OF ALIGNMENT: EXAMPLES FROM ETHIOPIA AND SOUTH SUDAN

While achieving stronger alignment of AEPs with national education objectives may appear daunting, Education.org's evidence from its country assessments and case studies reveals that countries making demonstrable progress in accelerated education have adopted a phased approach based on tactical prioritisation. Ethiopia and South Sudan, for instance, significantly increased AEP alignment with government efforts over two decades.

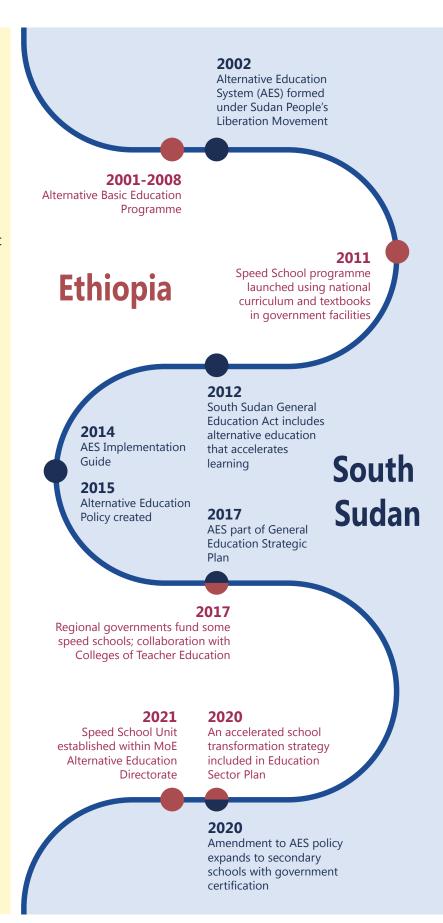
Ethiopia's Speed School Programme:

This established clear links with the public education system, utilising national curriculum, textbooks, school facilities and district examinations. After six years, several regional governments began providing funding and teacher education colleges collaborated with implementing partners to train facilitators. The formal integration of the programme into the sector plan and the MoE's institutional structure occurred more recently.

South Sudan's Alternative Education:

As a response to the needs of demobilised soldiers and out-of-school children, South Sudan recognised alternative education in its first Education Act shortly after gaining independence in 2012. Practical guidance, policies and plans followed. More recently, South Sudan started offering accelerated education at the secondary level.

For more case studies on innovative AEP programmes in Nigeria, Kenya and Liberia, click on the following link: >>>



Recommendation 4: ACT

Design and rollout evidence-informed policy initiatives to strengthen AEP alignment in phases, driven by national priorities.

EVIDENCE-INFORMED POLICY INITIATIVES TO STRENGTHEN AEPS

FIRST PHASE



1. PROGRAMME GOALS – Example: South Sudan

- Work with programme implementers to agree on the AEP's fundamental goals including the target groups (such as refugees, host communities, or other OOSCY females) and the expected transition pathways into the national education system, training or employment.
- Agree who holds AEPs accountable within formal or non-formal government education departments, and where accountability is reflected in national policies.
- Develop AEP framework and implementation guidelines.



2. EQUITY & INCLUSION - Examples: South Sudan, Uganda, Sierra Leone

- Review current policies affecting OOSCY, including gender transformative policies.
- Develop/refine equity and inclusion policies with a clear role for alternative education, including AEPs, and removing barriers to ensure equitable access, such as provisions for nutrition, sanitation, health and water.
- Ensure OOSCY policy is included in the national education strategic plan, with milestones for progress and data disaggregated by categories of marginalisation: gender, age, economic status, displacement, disability or learning differences.



3. CURRICULUM & CALENDAR - Examples: South Sudan, Ethiopia, Uganda

- Design clear national learning competencies for each level/cycle in formal and non-formal education.
- Work with AEP providers to align with national curriculum and learning competencies focusing on literacy, numeracy and socio-emotional learning.
- Optimise alignment by ensuring the curriculum reflects AEP best practices in pedagogy and language of instruction.
- Work with AEP providers to align the curriculum with attention to the national calendar, so that AEP students can sit for national examinations. The pace is typically two years covered in one year.



4. ASSESSMENT & CERTIFICATION – Examples: <u>Liberia</u>, <u>Burkina</u> Faso, Ethiopia, South Sudan

- Form a technical working group to review AEP assessment practices alongside national assessment systems, standards, benchmarks and tools.
- Work with AEP providers to develop and implement a system for learners to gain qualifications and certifications.
- Embed in formal and non-formal education policy and practice, including a concrete, functional path and responsibilities for implementation.
- Develop guidance for learner transition from AEPs to other learning opportunities and employment.

SECOND PHASE



5. MONITORING, EVALUATION & DATA COLLECTION – Examples: South Sudan, Ethiopia, Sierra Leone, Uganda

- Convene a technical working group to familiarise both AEPs and EMIS with respective current measurement approaches.
- Plan for alignment and data architecture to support the inclusion of AEP data in EMIS; then implement the plan.
- Continue to work together to develop a learning agenda, including evaluation that can track progress on equity and report in a disaggregated way for priority subgroups.
- Ensure education sector analysis includes a situation assessment to identify OOSCY and AEP needs.

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6. TEACHER SOURCING & DEVELOPMENT – Examples: <u>Liberia</u>, Nigeria, Sierra Leone

- With AEP implementers and funders, determine minimum qualifications for AEP teachers, considering the needs and capacities in various contexts, especially when teachers are recruited from the community.
- Develop guidelines for training and mentoring AEP teachers, considering adaptations needed for teachers in nonformal education.
- Work with AEP implementers to develop pre-service and in-service training manuals and programmes for AEP teachers and facilitators.
- Work with AEP implementers on parameters for teacher qualifications and teacher career development pathways and certification.



7. PEDAGOGY - Examples: Nigeria, Liberia

- Align AEP curricula to best practices in pedagogy, ensuring they are studentcentred, active, gender-transformative and taught in the home language, at least in the initial stages.
- Develop guidelines on student-toteacher ratios.
- Ensure teacher training policies encourage teachers to learn studentcentred pedagogy.

THIRD PHASE (AS OPPORTUNITY AND RESOURCES ALLOW)



8.TEACHER REMUNERATION – Examples: South Sudan, Sierra Leone

- Develop guidelines on fair and adequate pay for AEP teachers, based on skill, workload and context.
- Consider paths toward the financial feasibility of government funding of AEP teachers.



9. FUNDING & BUDGETING – Examples: Ethiopia, Sierra Leone

- Form a technical working group to establish a process for funding AEPs for the life of a given project and beyond. Include local partners and all donors funding AEPs in these plans.
- Consider a memorandum of understanding to specify roles and responsibilities.
- Integrate the funding arrangement in national budgeting and planning exercises.

Recommendation 5: ENGAGE

Governments can involve a broad range of actors to accelerate national education goals throughout the process.

INVOLVEMENT OF DIVERSE STAKEHOLDERS

To expedite progress throughout the process, it is crucial to engage a diverse range of stakeholders. Governments do not work in isolation; partner contributions and collaborations are vital for achieving success.



Roles of National and Local Ministries of Education

National and local MoEs can take the following actions:

- Conduct a self-assessment and develop an Action Plan with the support of a working group.
- Integrate data on OOSCY into the EMIS and annual budgeting and planning processes.
- Invest in processes to incorporate the best available evidence into guidelines and policies.
- Share this knowledge across relevant ministries and actively monitor policy implementation to learn and make necessary adjustments.



Roles of OOSCY, Parents and

OOSCY, parents and communities can play pivotal roles by:

- Advocating for effective strategies to reach the most vulnerable through AEPs.
- Engaging actively with local AEP efforts aimed at community children and youth.
- Enhancing citizen-led assessments within AEPs to bolster transparency and accountability for learning outcomes.



Roles of Academic and Research Organisations

Academic and research organisations can contribute by:

- Prioritising further research in areas with gaps such as learning differences, socio-emotional learning, costing data, financing models, and progression to formal education, training, or employment.
- Amplifying reports from forthcoming research endeavours.



Roles of Implementing Partners/NGOs

Implementing partners and NGOs can make a significant impact by:

- Raising public awareness about the vital role of AEPs in reducing the number of OOSCY.
- Adopting proven key features of effective programmes and sharing their experiences to enhance programme learning, both with governments and donors.
- Increasing the consistency of reporting through common data collection templates, as promoted by the AEWG toolkit.¹⁰



Roles of Teachers, School Leaders and Teacher Organisations

Teachers, school leaders and teacher organisations can contribute by:

- Exploring innovative pathways for recruiting and developing teachers, bridging the gap between formal and non-formal education.
- Collaborating on in-service and preservice development for teachers/ facilitators and school leaders involved in AEPs.
- Sharing frontline experiences to provide insights from AEP classrooms and transfer relevant knowledge to the formal education system.



Roles of Donors (including Private Foundations, Multilaterals, Bilaterals and Businesses)

Donors can play a critical role by:

- Amplifying and leveraging the best available evidence in their organisational strategy and funding decisions.
- Creating funding incentives that encourage the integration of key features into programme design and promote the sharing of evidence.
- Introducing incentives to foster locallyled research initiatives.

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Endnotes

- ¹ Education.org, 'Accelerated Education Programmes: An Evidence Synthesis for Policy Leaders', 2022. ISBN No: 978-3-9525496-0-5.
- ² Education.org, 'The Post-Covid Recovery Imperative: Five Essential Leadership Lessons for Closing the Learning Gap', 2022.
- ³ International Organization for Migration, https://www.iom.int/high-level-panel-internal-displacement, June 2022.
- 4 Ibid
- ⁵ United Nations, Education Cannot Wait, <u>'222 Million Crisis-Impacted Children in Urgent Need of Educational Support According to New Study'</u>, 17 June 2022.
- ⁶ Kaffenberger, M., 'Modelling the Long-run Learning Impact of the Covid-19 Learning Shock: Actions to (more than) Mitigate Loss'. International Journal of Educational Development, 81, 2021.
- ⁷ Education.org 'Post-Covid catch-up: world could recoup \$1trn a year by using proven 'accelerated learning' approaches for pandemic-affected children'.
- 8 Accelerated Education Working Group (AEWG), '<u>Accelerated Education: Ten Principles for Effective Practice</u>', 2017.
- ⁹ Ibid.
- ¹⁰ AEWG, 'Accelerated Education Program Monitoring & Evaluation Toolkit', February 2020.

Education.org is an independent, non-profit initiative, dedicated to bringing the best available evidence to education leaders worldwide.

Our mission is: 'To improve the learning of every child and young person by helping leaders access and use the best evidence to guide their national policies and plans.'

We are distinctive in adding value both as a 'knowledge bridge' – connecting the right evidence with the right policy makers – and as a 'knowledge integrator', in making this evidence useful. Our **Strategy 2023-2028** sets out how we do this:

Establish an evidence synthesis gold standard for education system leaders

Our first Synthesis and this High-Level Policy Guidance on Accelerated Education are examples of Education.org's methodology and approach, in which locally-generated and contextually-relevant evidence is included to give actionable insights to education leaders.

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