REPUBLIC OF KENYA

KENYA NATIONAL ASSEMBLY

TWELFTH PARLIAMENT – SECOND SESSION

COMMITTEE ON EDUCATION AND RESEARCH

REPORT ON THE 20TH CONFERENCE OF
COMMONWEALTH EDUCATION MINISTERS (20CCEM)
HELD IN NADI, FIJI FROM 19 – 23 FEBRUARY 2018

National Assembly
Parliament Buildings,
Nairobi

July, 2018

Table of Contents

List of abbreviation

ALE   - Adult Learning and Education

CCEM   - Conference of Commonwealth Education Ministers

DESD   - Decade of Education for Sustainable Development

ECCE   - Early Childhood Care and Education

EMIS   - Education Management Information System

ESD   - Education for Sustainable Development

ETAG   - Education Technical Assistance Group

GDP   - Gross Domestic Product

GER   - Gross Enrolment Ratio

HLPF   - High Level Political Forum on Sustainable Development

MDG   - Millennium Development Goal

NER   - Net Enrolment Rate

PTR   - Pupil-Teacher Ratio

SDG   - Sustainable Development Goal

SPC   - Secretariat of the Pacific Community

TVET   - Technical and Vocational Education and Training

UIS   - UNESCO Institute of Statistics

UN   - United Nations

UNESCO - United Nations, Educational, Scientific and Cultural Organization UNICEF

-   United Nations Children's Fund

1.0. PREFACE

Hon. Speaker,

The Departmental Committee on Education and Research is established under the National Assembly Standing Order 216.

1.1 Mandate of the Committee

The Committee is mandated, among others, to: -

i) investigate, inquire into, and report on all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned Ministries and departments;

ii) study the programmes and policy objectives of Ministries and departments and the effectiveness of the implementation;

iii) study and review all legislation referred to it;

iv) study, assess and analyze the relative success of the Ministries and Departments as measured by the results obtained as compared with their stated objectives;

v) investigate and inquire into all matters relating to the assigned Ministries and departments as they may deem necessary, and as may be referred to them by the House;

vi) vet and report on all appointments where the Constitution or any law requires the National Assembly to approve, except those under Standing Order 204 (*Committee on Appointments*);

vii) examine treaties, agreements and conventions;

viii) make reports and recommendations to the House as often as possible, including recommendation of proposed legislation;

ix) consider reports of Commissions and Independent Offices submitted to the House pursuant to the provisions of Article 254 of the Constitution; and

x) examine any questions raised by Members on a matter within its mandate

1.2 Committee Membership

The Committee comprises of the following Members:-

1. Hon. Julius Melly, MP   **- Chairperson**
2. Hon. Amos Kimunya, EGH, MP   **- Vice-Chairperson**
3. Hon. Moses Malulu Injendi, MP
4. Hon. Geoffrey Makokha Odanga, MP
5. Hon. (Dr.) Pamela Ochieng, MP
6. Hon. (Eng.) Nzambia Thuddeus Kithua, MP
7. Hon. (Prof.) Zadoc Abel Ogutu, MP
8. Hon. Catherine Wambilyanga, MP
9. Hon. Eric Muchangi Njiru, MP
10. Hon. Eve Obara, MBS, MP
11. Hon. Jackson Lekumontare, MP
12. Hon. Jerusha Mongina Momanyi,
13. Hon. John Oroo Oyioka, MP
14. Hon. Joseph Kipkosgei Tonui, MP
15. Hon. Lilian Cheptoo Tomitom, MP
16. Hon. Omboko Milemba, MP
17. Hon. Peter Lochakapong, MP
18. Hon. Wilson Sossion, MP
19. Hon. Wilson Kipngetich Kogo, MP

Committee Secretariat

The Committee secretariat comprise the following officers:

1. Mr. Daniel Mutunga   - Principal Clerk Assistant I
2. Mr. Philip Lekarkar   - Clerk Assistant III
3. Mr. Eric Kanyi   - Fiscal Analyst
4. Ms. Annceta Gacheri   - Research Officer
5. Ms. Emma Esendi   - Legal Counsel
6. Mr. Nimrod Ochieng   - Audio Officer
7. Ms. Catherine Mukunyi   - Serjeant At Arms
8. Ms. Winnie Kiziah   - Media Relations

2.0 INTRODUCTION

20TH CONFERENCE OF COMMONWEALTH EDUCATION MINISTERS (20CCEM)

The Conference of Commonwealth Education Ministers (CCEM) is a high-level meeting held every three years where education ministers from the 52 Commonwealth countries meet to discuss key issues and engage in meaningful dialogue on education.

The 20th Conference of Commonwealth Education Ministers (20CCEM) was held in Nadi, Fiji from 19 – 23 February 2018 and convened under the theme "Sustainability and Resilience: Can education deliver?". Delegations from thirty-four (34) Member States attended the Conference.

The overarching theme of the 20CCEM, 'Sustainability and resilience: Can education deliver?' raises important questions. These include, how can education systems deliver high-quality learning for all children, youth and adults at affordable costs? How should education systems change to promote sustainable development that does not deplete the economic, cultural and social resources of the planet? What kind of resilience should be encouraged to prepare new generations to meet the demands of the future? How can sustainable educational development be financed? How can equity, efficiency and effectiveness be promoted to deliver rights to education to all that include ESD?

The Conference was opened by the Rt. Hon. Rear Admiral (Rtd) Josaia Voreqe Bainimarama, Prime Minister of the Republic of Fiji. The Rt. Hon. Patricia Scotland QC, Commonwealth Secretary-General, addressed the Conference at the opening ceremony. The host Minister, Hon. Aiyaz Sayed-Khaiyum Attorney-General and Minister responsible for Education, Heritage and Arts of the Republic of Fiji, chaired the Conference.

Under the theme of 'Sustainability and Resilience: Can Education Deliver?', Ministers received keynote addresses from the Former Prime Minister of New Zealand Helen Clark, former President of Tanzania, Jakaya Kikwete and the former President of Kiribati, Anote Tong.

The 20CCEM was the first meeting of Commonwealth Education Ministers since the adoption of the 2030 Agenda for Sustainable Development. It was also the first CCEM to be held in a Pacific Island country; the first CCEM being held in the Pacific region in Australia in 1971.

Building on the outcomes of the 19CCEM, Ministers reaffirmed that education is a fundamental human right and is indispensable for the achievement of sustainable development. Ministers committed to ensuring inclusive and equitable quality education and to promote life-long learning opportunities for all.

Delegations representing Small States met in caucus to exchange ideas, share challenges and explore solutions which directly affect their countries.

The Integrated Partners Forum (IPF) was held in parallel to the Ministers' Conference and included representatives from teachers, students, civil society organisations and higher education institutions. The forum structured around the theme of the 20CCEM provided an opportunity for the wider education community across the Commonwealth to meet, network and exchange ideas. The diverse groups engaged in constructive dialogue, shared good practices, as well as discussed issues and challenges faced within member countries.

IPF deliberated effective approaches to education and learning for good governance, sustainable growth, inclusive social and economic development, which the main 20CCEM programme will explored further through its associated sub-themes (education for sustainable development; building resilience through education; and education governance and management).

Stakeholders had a platform to work towards a renewed partnership and draw up recommendations for education systems that are adapted to 21st Century. Emphasis was put on Commonwealth co-operation, sharing and common action and the added value of working together in a North-South-South paradigm.

Over the four days, IPF representatives engaged with Commonwealth ministers and senior government officials, and communicated their key priorities as well as contributed to the wider Commonwealth education agenda building. This format fostered increased collaboration among the various groups who each have an important role to play in supporting Commonwealth countries achieve SDG4 within the 2030 Agenda for Sustainable Development, as well as effectively implement all of the other SDGs through learning and training systems.

Through a joint statement presented to education ministers, stakeholders provided an input to the Commonwealth Heads of Government Meeting (CHOGM) that will be held in London, United Kingdom in April 2018.

The Conference was attended by a delegation of three members of the Committee and one staff member namely:

1. **Hon. (Prof) Zadoc Abel Ogutu, MP – Leader of the Delegation**
2. Hon. Wilson Kogo, MP
3. Hon. Jerusha Momanyi, MP
4. Mr. Philip Lekarkar   - Delegation Secretary

COMMITTEE OBSERVATIONS

The Committee observed that:

1. **Education is a key component of sustainable development. It can help promote the attitudes and values that change consumption patterns, reward parsimony rather than profligacy and enhance social cohesion. It can also transmit knowledge and skill that can increase employability and ease the transition of youth from school to work. Education is part of the definition of sustainable development as well as a means to achieve it. Sustainable development has yet to permeate most school subjects or much teacher education.**

2. **Access to education is very uneven across the Commonwealth. Poverty remains the main cause of exclusion from quality education and from competition for jobs linked to educational qualifications. Countries with inequitable access to education at different levels are not fair societies, nor do they make efficient use of the pool of talent embedded in their young people.**

3. TVET remains a second-best choice for students in many Commonwealth countries. The best solutions are to technologise and pre-vocationalise parts of the secondary school curriculum rather than developing more specialised secondary-level institutions with weak demand and high costs. TVET is a complex area, and one that is very different in different labour markets in terms of skill demand and balances between the costs of training and the productivity gains that justify the costs. Few TVET systems value sustainable development over immediate employment or changed production technologies.

4. Tertiary education is very expensive in poor countries in the Commonwealth relative to GDP. This cost may be justified where expensive equipment is essential but in other cases the reasons for this are less clear. Higher education partnerships can expand access and reduce costs. More opportunities are needed to make it possible for students from poor Commonwealth countries to study in richer ones, and for educators with special expertise in richer countries to share this with institutions in poor countries. Split-site courses, exchange programmes and joint appointments may diminish the incentives for talented individuals to migrate within the Commonwealth from poor to rich countries, which creates human capital lacunae.

5. Resilience is inextricably linked to educational quality. Secure learning creates confidence and competence to manage crisis and adversity. It implies openness to discussion and cross-cultural consensus about the meanings of development. It also depends on informed and motivated teachers who share the values of ESD and can inspire students to commit to patterns of consumption and evidence-based protection of the natural and social environment that enhance sustainability.

6. Inclusivity seeks to reduce inequalities and ensure that people suffering disadvantage have access and opportunity that are equivalent to or better than those available to people without disadvantage. Inclusivity is central to resilience both for those who suffer disadvantage and for those who can ameliorate marginalisation.

COMMITTEE RECOMMENDTIONS

The Committee recommends that:

1. The Ministry of Education should consider how to give meaning to the core ideas of sustainable development and how to translate these into actions. The school curriculum should encompass ideas to promote Education for Sustainable Development taking into account likely energy consumption, carbon costs of travel, waste generation and disposal, including of food, and reuse of learning materials. Ministry of education and schools should lead, not lag, on good design and ecological practices that protect biodiversity, reduce carbon footprints related to energy consumption and travel to school and challenge inefficient pedagogies.

2. The Ministry of Education and other education stakeholders should identify, diagnose and devise interventions to remove sources of inequality in participation and

achievement attributable to location, gender, cultural practices and other recognised forms of disadvantage.

3. The Government should promote TVET and ensure that knowledge and skills gained in TVET translate into employable skills that promote economic growth. Further TVET curriculum should encourage environmentally friendly technologies in TVET and invest in incentives to replace inefficient and environmentally damaging education technologies.

4. On higher education there is need to develop partnerships across the Commonwealth to encourage split-site courses, staff exchange and virtual and massive open online course collaborations that lower environmental burdens.

5. The Government should devise enrichment material for learning and teaching that promotes ESD across different subjects in the curriculum and that enhances resilience. Revisit Commonwealth protocols on teachers and teacher education to ensure all teachers have ESD awareness, and encourage teacher union engagement with ESD. Develop methods for tracking the progress of all children through continuous records maintained by teachers to ensure no child falls far behind.

6. The Ministry of Education should devise educational programmes that promote ESD for marginalised groups and those with vulnerabilities, especially in small states, and map exclusions. Mainstream curricula content that raises awareness of inclusivity issues in a country-specific way linked to individual and education-system resilience.

Acknowledgement

The Committee wishes to thank the office of the Speaker and the Clerk of the National Assembly for the support accorded to the members in fulfillment of the Committee's mandate and for facilitating the Members to attend the Conference.

Further, I wish to express my appreciation to the Honorable Members of the Committee participate in the Conference.

Hon. Speaker,
On behalf of the delegation of the Members of the Departmental Committee on Education and Research, I beg to table the Report of the 20th Conference of Commonwealth Education Ministers (20CCEM) pursuant to Standing Order 199.

Sign.............................   Date..24/7/2018

HON. JULIUS MELLY, MP

CHAIRPERSONCOMMITTEE ON EDUCATION AND RESEARCH

3.0 BACKGROUND INFORMATION

Diversity characterises the Commonwealth countries, which are home to nearly 2.5 billion people. The biggest country is India, with over 1.3 billion people; the smallest island states have fewer than 50,000 inhabitants. Gross domestic product (GDP) per capita varies by more than 100 times, covering a range from US$500 to over $50,000, which demonstrates countries' extreme differences in wealth and financial resources.

The richest countries have population growth below 1 per cent and are likely to have fewer children than adults in the population, and declining enrolment in schools. The poorest countries have population growth over 2.5 per cent, with a doubling of the number of children every 25 years or so. They have many more children than working adults. More than half of those in the poorest Commonwealth countries are below national poverty lines. In these countries, under-five mortality can be over 65 per cent, and up to 40 per cent of children are stunted. In contrast, middle- and high-income countries have very good social indicators across the Commonwealth.

This diversity is one of the Commonwealth's strength. At the same time, it means that sustainable development, resilience and governance issues will be very different, and that solutions to development problems will be embedded in context.

The Commonwealth is facing many challenges in the twenty-first century. These include burgeoning youth populations, climate change and environmental uncertainty, high rates of out-of-school youth, persistent illiteracy and poverty, increasing cybercrime and ethnic and religious tensions. Educational investment lies at the heart of public policy responses to these challenges and is a primary mechanism to meet the shifting needs of societies in transition.

There is a new agenda for educational development across the Commonwealth that has been influenced by previous Conferences of Commonwealth Education Ministers (CCEMs). At the 18CCEM in Mauritius in August 2012, ministers established a working group to develop recommendations for the global post-2015 development framework for education. Their recommendations reflected Commonwealth priorities for education and were fed into the UN processes for replacing the Millennium Development Goals (MDGs) for education and Education For All (EFA) goals. The recommendations were presented to the UN High Level Panel on the Post-2015 Development Agenda and to the Global Consultation on Education in the Post-2015 Development Agenda in March 2013, in Dakar, Senegal. Subsequently, the Sustainable Development Goals (SDGs) were agreed and their education component (SDG 4) confirmed at the World Education Forum convened in Incheon, South Korea, in May 2015. During the 18CCEM and 19CCEM Commonwealth ministers emphasized the key role of education for sustainable development (ESD) while reaffirming the Commonwealth values of equity, access and development. The Nassau Declaration (2015) noted a range of challenges facing Commonwealth member countries, relating to participation in early childhood care and education (ECCE), out-of-school children, adult illiteracy, gender disparities in primary and secondary schooling and funding gaps.

The 20th Conference of Commonwealth Education Ministers (20CCEM) was held in Nadi, Fiji from 19 – 23 February 2018 and convened under the theme "Sustainability and Resilience: Can education deliver?". Delegations from thirty-four (34) Member States attended the Conference.

The Integrated Partners Forum (IPF) was held in parallel to the Ministers' Conference and included representatives from teachers, students, civil society organisations and higher education institutions.

3.1 Objectives of the Integrated Partners' Forum

The overall goal of the IPF was to advance the attainment of inclusive and equitable quality education, promote skills development and lifelong learning opportunities for all across the Commonwealth. These issues were addressed through the lens of sustainability and resilience with solutions and recommendations being proposed.

In order to achieve this goal, the key objectives of the IPF were to:

(i) Provide an opportunity for a wide range of stakeholders to discuss and share perspectives on key issues that affect education systems in the Commonwealth and identify joint priorities and action;

(ii) Understand expectations, roles and contributions of stakeholders in support to the strengthening of Commonwealth education systems including through planning and managing of resources, and a culture of accountability.

(iii) Encourage stakeholders to engage in the discussion around the Sustainable Development Goals and the post-2015 agenda and to outline their commitments over the next three years.

(iv) Update knowledge and share experience on progress in addressing SDG4 as well as the role of education in addressing the other SDGs, especially the climate change related goals.

(v) Mobilise a broader base of stakeholders in support of addressing key challenges through education, in particular in small states.

3. 2 Key Outcomes of the Integrated Forum

The following were the main of outcomes of the Forum.

(a) A joint statement outlining policy recommendations and representing key perspectives from the stakeholders to be delivered to the Ministerial Meeting and that Commonwealth Education Ministers may wish to communicate to Heads of Government convening at CHOGM in April 2018.

(b) Increased collaborative dialogue and action among partner groups and stakeholders to achieve sustainable futures through education, and contributing to setting a Commonwealth education agenda, including through new or renewed partnerships.

(c) Actionable suggestions and follow up actions for the relevant stakeholders in Small States in the overall context of climate change and education for sustainable development.

The 20CCEM Thematic Issues Paper (2018) was presented to delegates attending the conference and covered the conference theme and sub-themes: education for sustainable development; building resilience through education; and education governance and management. It drew attention to the intended focus and scope of substantive issues that the conference addressed.

The SDG4 Status Update Report (2018) provided a snapshot of education in the 52 Commonwealth countries. The report presented valuable data and analysis to member countries on their progress on SDG4 since the implementation of the new global education agenda in September 2015.

The Commonwealth Curriculum Framework for the SDGs (2017), which proposes to support member countries to address the 17 SDGs through education and learning, was presented. It is a flexible, non- prescriptive tool that follows a competency development model through a combination of knowledge, skills, values and attitudes. It aims to enable the delivery of the SDGs through a life course approach by ensuring that individuals develop abilities and capacities for social, economic and environmental development and build peaceful societies.

4.0 CONFERENCE DELIBERATIONS

4.1 SUB-THEME 1: EDUCATION FOR SUSTAINABLE DEVELOPMENT

4.1.1 Meanings and mechanisms

The most commonly used definition for sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. This valuing of the future over the present is essential to environmental protection and the ability of humanity to manage its planetary burden so that it does not irreversibly deplete geological, agricultural, maritime and atmospheric resources. This requires fundamental shifts in patterns of consumption, and a new economics of production, pollution and recycling. It needs an understanding that sustainable solutions require global consensus and cooperation. The Commonwealth is an organisation well placed to play a key role in catalysing sustainable educational development and configuring the kinds of curricula that make a reality of ESD.

The UN Decade of Education for Sustainable Development (DESD) ran from 2005 to 2014. DESD provided a global agenda that attempted to reframe education to meet the changing needs of a world in multiple crises. DESD emphasized the three pillars of sustainable development. These are economic, ecological and social.

If ESD is to be realized, it has to be accompanied by policies, strategies and programmes to develop curriculum and teaching resources, relevant teacher education and professional development, school- and classroom-based pedagogic initiatives and appropriate learning environments. Assessment of learning outcomes has to reflect changed educational objectives and outcomes.

Nearly 2.5 billion people reside in Commonwealth countries. The richest countries have population growth below 1 per cent and are likely to have fewer children than adults in the population and declining enrolment in schools. The poorest countries have population growth over 2.5 per cent, with a doubling of the number of children every 25 years or so. They have many more children than working adults. Average GDP per capita within the country group varies by more than 50 times, showing extreme differences in wealth and financial resources. More than half those in the poorest countries are below national poverty lines. Under-five

mortality can be over 65 per cent, and up to 40 per cent of children are stunted. This is true only in a small number of the poorest Commonwealth countries. Middle- and high-income countries have very good social indicators.

Actions are needed across the education sector to promote ESD. The issues have been grouped under the following categories: equitable access, early childhood care and pre-primary education, primary and secondary education, TVET and tertiary education.

4.1.2 Equitable access

Universal access to basic education and equitable access to other levels is built on commitments to education as a human right. Without equitable access economic growth will be hampered, social mobility impaired and social cohesion placed at risk.

Human rights are universal and entail a non-negotiable commitment that all individuals should have access to educational opportunities. This access must be irrespective of any form of disadvantage or discrimination and extend beyond basic education. Access is a four-pronged frame capturing availability, accessibility, acceptability and adaptability. In this perspective, an inclusive education strategy ensures:

1. Free, government-funded education with adequate infrastructure, resourcing and trained teachers (availability);
2. Non-discriminatory systems that include the most vulnerable and are accessible to all (accessibility);
3. Educational content that is relevant (non-discriminatory, culturally appropriate and of good quality) provided in safe schools staffed with trained teachers (acceptability);
4. Contextualized curriculum that is continuously reviewed and evolves with the changing needs of society taking into consideration emerging inequalities (adaptability).

Additional elements that contribute to equitable access include: Recognition that access, retention and achievement interact and are complementary; Narrowing the gap between policy and practice of 'no child left behind' policies; Identification of barriers to access, equity and inclusion at different levels; Greater investment in areas of need with inferior educational indicators; Monitoring, evaluation and review of policy and legislative commitment; Sensitive and effective approaches in addressing cultural and societal norms and attitudes that generate inequalities.

Knowledge and skills lie at the heart of development. The greatest educational inequalities are to be denied access to school and to have access to poor-quality schools that fail to achieve national curriculum goals. The right to education is now a right to an education that promotes sustainable development.

In modern states, economic growth depends on making full use of all the human capitals embedded in the population. Equitable access to education that builds economic and cultural capital increases the probability of realizing rights to education. Countries that give opportunities to all their young people are more likely to grow fast economically and be able to deliver on human rights to education. They are less likely to experience the kind of social conflict that has at its core educational and social exclusion.

13

Sustainable development depends on economic growth driven by knowledge and skill linked to technologies of production that do not deplete the environment and strategies of investment that value the future over the present. Polar ice is melting, some fish stocks have collapsed, the sea level is rising, ocean temperatures are increasing, arid areas are expanding and urban air pollution is sufficient to shorten lives. Basic education has to enable skills and attitudes related to sustainable development.

Commitments to equity require that all citizens have opportunities to acquire the capabilities in critical and creative thinking and problem-solving that are at the heart of ESD. All citizens need access to the knowledge and reasoning powers that will allow for engagement in social, cultural, economic, political and ecological decision-making through many different channels of communication and participatory mechanisms.

The question for the 20CCEM is how the commitments that all countries have made to equitable access to ESD are realised and how to ensure this means ESD is an integral part of the curriculum.

4.1.3 Early Childhood Development, Care and Pre-primary Education

Early childhood care and Education (ECCE) lays the foundations for behaviour and attitudes that underpin sustainable development. Effective pre-schools kick-start the journey of child development, which evolves from egocentric worldviews to empathy, from selfish to collaborative behaviour and from concrete to abstract reasoning. Universally effective early childhood development is recognized as a vital first step in realizing the right to education and promoting equitable educational outcomes. However, despite a general understanding of the benefits of ECCE, provision is far from universal in Commonwealth countries, many pre-school teachers are untrained, regulatory systems are weak and much provision is privatized and rationed by price.

Increasing enrolment and participation in ECCE and pre-primary education is critical to accelerate child development and compensate for household disadvantage. Pre-school access is growing fast across Commonwealth countries and is near universal in high-income countries. Children who experience quality pre-school tend to develop faster and retain an advantage in cognitive development throughout their school careers. In contrast, children from low-income households in low-income countries rarely have the benefit of well-founded pre-school and ECCE support. Any commitment to equity and narrowing gaps in achievement between the highest and lowest scoring students must find ways of providing universal access and methods of sustainable financing that do not exclude low- income households.

Equitable access to education requires an understanding of the links between educated mothers, income and a child's participation in pre-primary school.

Laws mandating compulsory pre-primary education and fee-free provision and the introduction of incentives have been found to make a difference in levels of provision. Enrolments appear to have increased by almost two thirds in pre-primary education worldwide between 1999 and 2012. By 2014, 40 countries had laws in place mandating compulsory pre-primary education. Across the Commonwealth, however, many countries still need support in expanding pre-primary enrolment and developing curricula and teacher education programmes.

14

Efforts to improve access to ECCE and pre-primary education must take into consideration social, cultural, economic, environmental and political contexts and factors that may fuel inequity and vulnerabilities, which act as barriers to learning opportunities in the early years. The content and process of ECCE should reflect the principles of ESD and promote its values.

4.1.4 Primary and Secondary Education

Primary education across the Commonwealth is designed to embed literacy and numeracy among all school-age children and to open doors to cognitive development and encourage transitions from sensorimotor responses to concrete reasoning to the beginnings of abstract thinking. Primary school occurs during a period of great plasticity in brain development. Secondary schools cover the ages of development most critical to identity and the consolidation of formal reasoning, problem-solving and independent action.

The seeds of ESD can be sown at primary school, with an ESD-oriented curriculum that introduces basic ideas about the natural world—for example weather and climate, the food cycle, sanitation, waste disposal and clean air and water—and about social and collaborative behaviour. Secondary schools provide the opportunity for students to acquire critical thinking skills, develop moral judgment and systematically study academic and pre-vocational subjects in depth. Young adults establish preferences for consumption and investment during their teenage years and form attitudes to sustainable development and responsible national and global citizenship. They can also acquire an understanding of earth sciences, physics, chemistry and biology that sensitises them to the limits of economic growth and to planetary husbandry.

In low and lower-middle-income countries, between 20 and 30 per cent of primary school children are overage by two years or more. This compromises their learning and disadvantages them in high stakes selection examinations for further study and academic qualifications. Children are overage either because of late entry or because of grade repetition. Although most countries have automatic promotion policies, in practice these may not be consistently applied, especially outside urban areas and in schools serving populations with low socio-economic status. Middle and high-income countries do not have overage children in any quantity. Sustainable educational development depends on managing entry to school and learning so no children are overage in class.

Across all the Commonwealth countries, gender parity in enrolment has largely been achieved at primary level. The percentage of females averages between 48 and 50 per cent, with more girls enrolled in richer countries. Only one country—Pakistan at 45 per cent—has a gender ratio below 47 per cent according to UNESCO Institute for Statistics. This shows how historic disadvantages have been overcome in enrolment imbalances. In every country in Africa taking Southern African Consortium for Measuring Educational Quality assessments, girls are on average now younger than boys, suggesting they enter earlier and progress faster.

Enrolments at secondary level are yet to reach universal levels in the poorest Commonwealth countries. In low-income countries, the gross enrolment rates (GER) is only 36 per cent, and in lower-middle-income countries it is 69 per cent. GERs in middle-income countries exceed 93 per cent and those in high-income countries are over 100 per cent.

Gender issues persist but now take many nuanced forms. Generally, while the poorest girls face many barriers to accessing education, once in school their retention is better than that of their male counterparts. High and middle-income girls are more likely to be enrolled than poor girls and high and middle-income boys. Residence in rural areas and informal settlements and cultural preferences are often identified as the most common barriers to girls' education. In parts of Nigeria, less than 30 per cent of the poorest girls have access to primary school.

Many children remain out of school in low-income Commonwealth countries. Out- of-school children are disproportionately poor, from indigenous, low-caste or tribal backgrounds. Calculating the numbers is not an exact science, and estimates vary widely. United Nations, Educational, Scientific and Cultural Organization (UNESCO) Institute of Statistics (UIS) data indicate that about 13 million Commonwealth children of primary education age, and 22 million of secondary age, are out of school. If this is true, this represents about 10 per cent of all Commonwealth children below the age of 15 years. If those in school and not learning are included, the numbers will be much larger. Whatever the numbers are, they represent a population of citizens whose right to education needs to be realized and who have to share in strategies to promote sustainable development.

Expanded access to school should respect concerns for sustainable development. School location has large-scale implications for energy use and pollution. Children are increasingly transported to and from school, especially in urban areas in lower-middle- and middle-income countries. In some countries, the largest source of urban traffic growth has been the 'school run'. This gridlocks traffic, with all its opportunity costs, and releases huge amounts of particulates into the atmosphere, with consequences related to respiratory diseases. School provision is generally not planned with its environmental burden in mind. Commitment to sustainable development means that the Commonwealth should consider how this could be encouraged through school mapping, energy audits of infrastructure and learning activity.

ESD has to reach out and enrol all children through to at least the end of lower secondary school. This may mean there is a need for different approaches to delivering services, especially to small and multi-graded schools necessary to reaching out to unserved population. Across the Commonwealth, much progress has been made on enhancing access to education at all levels, but more effort is needed to reach those still left behind at different levels.

4.1.5 Technical and Vocational Education and Training (TVET)

TVET is important to ESD for several reasons. First, it can help translate school knowledge into employable skills that promote economic growth. If these are acquired with an awareness of sustainable use of resources and disposal of waste, this can be reflected in more environmentally friendly production. Second, effective pre-career education and training can help students identify occupations and livelihoods that are attractive and available. Third, a balanced national curriculum will include knowledge and skill directly related to common vocations and to the importance of sustainable development.

In most Commonwealth countries, only a minority of students take TVET courses at secondary level.

Quality TVET and tertiary education are critical to meeting workforce needs. Despite evidence to show the relevance of TVET in terms of providing essential work and life skills, and the correlation between high-quality provision and returns on investment, TVET remains a second-best choice for many students and their parents. It is often seen as suited to less able students, unlikely to lead to degree-level qualification and expensive to provide. Moreover, some TVET has been more supply-driven than demand-led, especially where commercial interests exaggerate the employment benefits of training programmes.

ESD has to concern itself with the integration of youth into labour markets. Weak integration raises dual questions about the quality of education systems and their alignment with labour market needs. Mismatches between qualifications and market needs can result either in highly qualified unemployed TVET graduates or in underemployed TVET graduates possessing knowledge and skills that do not correlate with employers' needs. If TVET is supply-led rather than demand-driven, mismatches are more likely.

About 1.5 billion people, more than half of all workers in developing countries, find themselves in "insecure, low-productivity and low-income occupations and with limited ability to invest in their families' health and education. Sustainable development needs coherent policy on TVET that manages the transition from school and college to work in a sustainable way.

4.1.6 Tertiary Education

Investment in expanded access to tertiary-level programmes is happening across the Commonwealth. About 45 million students are registered in tertiary institutions in the bloc. About a third of young people in middle-income countries and nearly 60 per cent in high-income countries now access tertiary programmes. In all Commonwealth countries except the poorest, more girls than boys are now enrolled.

Challenges to tertiary education for sustainable development include those related to programme quality, funding, staff development and regulation, comparability of degrees and employability of graduates.

Finding the right balance between tertiary education and TVET will be crucial to achieving ESD. In some parts of Africa, 60 per cent of the working-age population are unemployed, and many young people queue in labour markets waiting for modern sector jobs. Some reports indicate that only half of those who graduate per year will secure graduate-level employment. In contrast, graduate tracking at the Singapore Institute of Technical Education shows that over 80 per cent of all graduates are able to secure employment within 12 months of graduation. This is attributed to effective alignment of graduate skills with labour market needs.

Achieving the SDGs will need to entail taking on a balanced range of context-specific learning opportunities for basic education, TVET and tertiary education, and for upskilling and professional development.

4.2   SUB-THEME 2: BUILDING RESILIENCE THROUGH EDUCATION

4.2.1 Resilience

Resilience can be defined in many ways. One definition is that it refers to those attributes that enable an individual, community or system to respond to change and to recover from adversity. In ecological terms, resilience refers to the ability of a system to manage change within its ecosystem; in biological terms, it is similar to homeostasis. In the social sciences, resilience refers to those attributes that enable an individual or community to respond to and recover from unfavourable situations of crisis in any dimension of life. One purpose of schooling is to promote the attributes of resilience both for individual survival and to contribute to the collective good.

This intrinsic view sees education as a means by which to instil certain values, attitudes, behaviours, knowledge and skills in order to build adaptive capacity in the learner in the face of uncertainty. An alternative but complementary view presents an instrumental perspective in which it is assumed that raising awareness about environmental issues will, rationally and causally, lead to personal behaviour change, and, if followed in great enough numbers, lead to social change.

Safeguarding the future of the environment is not the only long-term concern in the wider context of climate change. Related issues include food security, health, land, culture and language loss owing to relocation, potential climate change, migration and/or refugee status of those needing to relocate as a result of increasingly uninhabitable environments. Immediate and short-term concerns include those related to damage to infrastructure, school attendance, participation and achievement, conflict and migration. These immediate and short-term concerns will have direct bearing on equitable access to and quality and relevance in education, where the former will be affected by climate change and extreme weather patterns and the latter will need to continue to adapt to meet changing learning needs over time.

Resilience can be discussed within many six dimensions of quality, inclusivity, indigenous knowledge, employable skills, adult learning and education (ALE) and building resilience

4.2.2 Quality

Good quality in education has to promote resilience as an outcome if the challenges of sustainable development are to be met. Quality is context-specific. Quality in education occurs at two levels: micro and macro At the micro level, quality is measurable by means of student learning outcomes and credentials complemented by values, beliefs, knowledge, attitudes, skills (soft and hard), critical thinking, awareness and tolerance. These are all related to resilience.

Quality at the macro level has been described as the ability of the system to produce productive and participatory citizens who support sustainable development and the common good. Linkages have been made to economic development, eradication of poverty, political stability, global citizenship, resilience, environment, health and empowerment of women. Resilience must capture:

(i)   Sustainable development competencies, sustainable lifestyles and human rights;

(ii)   Contextual understanding of "quality" and "success" in education;

(iii)   Safe and inclusive learning spaces;

(iv)   Role of education in promoting individual, community and national resilience;

(v)   Well-trained educators, support staff and managers;

(vi)   Appropriate resourcing of equipment, learning spaces and learning materials;

(vii)   Effective use of information and communication technology;

(viii)   ☐Processes of quality assessment and improvement including external inspections;

(ix)   Cost effectiveness and sustainability of financial and political investments

Across the Commonwealth, educational quality has been more or less adversely affected by an inadequate supply of trained teachers; out-dated, irrelevant or crowded curricula; limited learning resources; barriers to access and equity; absence of quality assurance; large pupil–teacher ratios (PTRs); poor working conditions for teachers; misalignment of laws, policies and practice; weak monitoring systems; no data capture; and weak stakeholder engagement.

In the Commonwealth, most teachers are qualified, but between 5 and 30 per cent remain unqualified, with higher rates in the poorest countries. PTRs in primary vary from around 50:1 to less than 15:1. At secondary, the range is from nearly 30:1 to only 10:1. Qualified teacher ratios are greater and range from 60:1 to 14:1 in primary and 40:1 to 10:1 in secondary.

These differences in teacher provision have implications for costs and for resilience. High PTRs mean that cover for absences will be difficult, crisis management cannot be individualised and collective responsibility for learning will be difficult to generate.

4.2.3 Inclusivity

Reducing and eliminating disparities in education in the pursuit of inclusion is not an easy task. Parity indices must be considered to track gender disparity, discriminatory regulations and inequalities between rural and urban areas and between the wealthy and the poor, and facing those in indigenous and minority communities, those in conflict areas and those living with disabilities. Children from lower-income families have limited access to schooling. They are also more likely to be disadvantaged in resource allocation and to drop out of school early, especially if they are in rural and remote areas. These children are also more likely to underperform in literacy and numeracy when compared with their urban counterparts. Sanitation and health are additional factors that prevent access to education.

Vulnerable children make up about 20 per cent of the world's primary school-age population and comprise half of out-of-school numbers. Commonwealth countries have their share of marginalized populations. Children in fragile states are up to three times more likely to be out of school and to drop out early than their counterparts in non-conflict states. A refugee child is five times more likely than the average child to be out of school. Other challenges to the education of vulnerable or disadvantaged children/students include lack of teachers, limited resources, trauma from violence, stereotypical curriculum content and discriminatory practices. The use of non-indigenous languages of instruction and denial of education to marginalized groups are added challenges.

4.2.4 Indigenous Knowledge

Agenda 21 called for governments to recognize 'the rights of indigenous peoples, by legislation if necessary, to use their experience and understanding of sustainable development to play a part in education and training. Over 370 million indigenous people need protection of their rights. Agenda 21 emphasizes the significance of indigenous peoples and their knowledge systems to human and environmental sustainability. This is based on understanding that indigenous peoples continue to have a special relationship with the earth. Indigenous cultural practices, epistemologies and methodologies are based on social, cultural, economic and political systems that are underpinned by a spiritual philosophy of connectedness with nature. This special relationship needs to be captured for the promotion of indigenous peoples' rights and for the good of mankind. Moreover, indigenous understandings and framings of sustainability, resilience and adaptation, mitigation and climate justice can complement and enhance twenty-first century approaches. Issues of ownership of indigenous knowledge, intellectual property rights and indigenous rights will need to be addressed in these important conversations.

Many of the world's indigenous languages are at risk and many more endangered. The second international expert group meeting on indigenous languages, held in January 2016, reported that 96 per cent of the world's languages (6,700) were spoken by 3 per cent of the global population. It also estimated that more than half of the world's languages would become extinct by 2100. The use of mother tongue as a medium of instruction has implications for improved learning outcomes, strengthening student understanding. Indigenous methods may also inform new pedagogies to cater for vulnerable groups of indigenous students who are currently struggling to meet basic learning standards and complete schooling.

Building resilience for all draws from the philosophy of inclusion inherent in Education 2030 and requires prioritisation of the most vulnerable. It demands a birds-eye view of access, equity and quality of education that is delivered to the most vulnerable. This means countries must engage in continuous demographic mapping to understand gender differentials and needs and, where necessary, to prioritise opportunities for girls and women. In those contexts where boys and men are disadvantaged, emphasis will be required to ensure equity in education. In the Pacific Islands, for example, the 2013 Pacific Islands Literacy and Numeracy Report suggests boys are more likely to underperform than girls. Education for resilience must include those living with disabilities/special needs, the economically and geographically disadvantaged, minority groups and indigenous communities.

4.2.5 Employable Skills

Sustainable livelihoods require resilience. This is true especially in the informal sector, which is inherently insecure. It is also true in private sector employment, which can be irregular and capricious as well as frequently affected by market volatility. Entrepreneurship requires resilience to work through difficult times and seize opportunities in a timely way. The demand is therefore high for pathways through pre- primary school to secondary school and TVET that equip students with relevant market skills that blend knowledge and technical knowhow with soft and hard skills. Employers want workers who have technical expertise and communication

skills, who can work collaboratively in teams and who know how to analyse problems by thinking critically.

Technology, the changing world of work and globalisation are three primary issues to consider when looking at quality and relevance in education. Not only does technological advancement present the need for constant upskilling of the workforce, but also smart technology now offers the opportunity to automate tasks and replace human agents. For the low-skilled workforce, this presents a threat to livelihoods, with interventions required to address potential employment losses.

Globalisation has transformed the flow of goods and services around the world, and provides opportunities for more the efficient coordination and delivery of educational services. The internet provides a cyber-highway to opportunity, but it also comes with very uneven access, limited by price and location. Climate change is a real threat to existing technologies of production and is foreshadowed by unusual weather patterns, coastal flooding, oceanic warming and littoral vulnerability.

Education systems must be resilient not only to the vagaries of short-term political preferences but also to the effects of changes in the social and economic environment that allows ESD to flourish.

4.2.6 Adult Learning and Education

About 400 million adults in the Commonwealth are illiterate comprising just over half of the global total of 758 million adults (UNESCO Institute for Lifelong Learning, 2016). It is estimated that 63 per cent, or two thirds, of adults with low literacy are women. Given the correlation between literacy and numeracy and access to opportunities, the exercise of human rights and general health and well-being, this is a serious problem. This is especially the case in light of global statistics indicating that at least 15 per cent of young people between the ages of 15 and 24 cannot read or write a simple sentence.

The complexity of literacy in the twenty-first century context is described in four distinct sets of skills or competencies. These are literacy as an autonomous set of skills, literacy as applied; practised and situated; literacy as a learning process; and, finally, literacy as text. These four competencies need mapping onto ESD as components of resilience.

Development of Adult Learning and Education (ALE) policy has, however, not translated into public funding investment, and 42 per cent of countries report spending less than 1 per cent of government budgets, with only 23 per cent of countries spending more than 4 per cent. Reported benefits of ALE include higher levels of political participation as a result of civic education programmes which could contribute to resilience.

4.2.7 Building Resilience

A key challenge for ESD is the development and delivery of formal and non-formal education opportunities to build resilient individuals and communities. This is true across the diversity that exists within the Commonwealth. Small islands are confronted with the reality of climate change and rising ocean levels and temperatures, and with economically driven out-migration and depopulation. Large countries suffer from overcrowding, unsustainable urban migration, fossil

fuel pollution and energy scarcity. Social cohesion is threatened by old ideologies and the new technologies of the social media.

Efforts to integrate climate change into the curriculum are critical, as is the sympathetic treatment of indigenous and traditional knowledge and local culture where it is consistent with sustainable development. Effective community approaches to adaptation to adversity have a history that can be shared. One approach to environment education has been to emphasise the science of climate change and environmental change.

A resilient member of society in the twenty-first century is a literate citizen who is able to meaningfully engage in different spheres of life to achieve well-being; negotiate relationships in diverse contexts; make informed decisions; earn a sustainable livelihood; live a healthy and prosperous life; understand and participate in national discourse through local media; understand international affairs and access information using international media; possess technological knowhow; and value sustainable development in an environmentally conscious way.

As a long-term goal, sustainability is the capstone of the SDGs and Education 2030. SDG 4.7 encapsulates these competencies as 'the 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 nonviolence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development. Sustainability is at the core of the global education agenda.

4.3 SUB-THEME 3: EDUCATION GOVERNANCE AND MANAGEMENT

4.3.1 Good Governance

Good governance and effective educational management practices are central to realising equitable access to quality education. Governance in education systems promotes effective delivery of education services and encompasses governmental processes of developing and implementing educational policy. Good governance is the ideal in which political processes translate the will of the people into public policies and establish the rules that efficiently and effectively deliver services to all members of society. It implies value judgments that may differ across Commonwealth countries about what is good, but these are more likely to reflect divergence of goals and system-level aims and objectives than different assessments of the mechanisms that translate aspirations in actions.

The Commonwealth Education Policy Framework can be visualised as inter-relating governance and capacity-building, and knowledge of good practice leading to advocacy. Sustainability is reinforced by investments in quality, relevance and equity. Education systems need to be framed by actions in all these fields adjusted to different education sub-sectors.

The provision of quality education for all requires alignment of policy and practice within a legal framework and normative practices that are seen to be transparent and accountable, and that are efficient and effective in delivery and outreach. Educational management translates the

ambitions of the governance system, and its accountabilities, into capacities to deliver educational services through national, district and school leadership.

Good governance in education thus has many elements that together increase the probability that policy is implemented and that it reflects the needs and the wants of all the stakeholders in education systems. It should be a mechanism that manages trade-offs and conflicts of interest between different partners. It is at the heart of policy that promotes public goods and that can monitor and intervene when markets fail to deliver services at affordable costs. Good governance ensures there is always a provider of last resort to ensure rights to education are realised. It may also mean that public provision is the provider of first resort where rights-based issues are critical for marginalised groups with little economic or political power.

Good governance is important for resilience. Education systems need to be designed not to fail and to be resistant to disruption and arbitrary fluctuations in performance that determine the life chances of every generation of students. This is true at every level from the classroom, to the school, through higher levels of administration and management.

4.3.2 Management Capacity-Building

The Commonwealth Education Policy Framework provides an overview of the capacity-building needs of the education workforce that highlights the outreach of management structures for strengthening the education sector. The framework highlights the importance of seeing good governance and effective management as a seamless web that inter-relates the competencies of teachers, planners and policy-makers with curriculum developers and pedagogic innovators, supported by adequate infrastructure and mature and new education technologies. Building capacity is a long-term enterprise that requires consistency of purpose and adequate procurement and investment in teachers and other staffing.

Management related to the objectives identified by countries and the SDGs requires the adaptation of goals and targets to reflect changing circumstances and progress towards valued outcomes. This is because plans never fully reflect the realities of implementation. Mutual adaptation of policy-makers, planners and implementation agencies makes more sense than sticking to plans that no longer reflect events on the ground. It is also because the diversity of the Commonwealth means there is a need to adopt a flexible attitude to global goals, so they can be adapted to suit the circumstances of different member countries.

The range of capacity and variations in the stock of assets between the richest and the poorest members of the Commonwealth mean there are different potentialities and starting points. Also contributing are differences in size, in political and financial commitment to public investment and in prospects for economic growth and social stability. Good governance rejects one-size-fits-all approaches grounded in globalised diagnoses aggregated across countries in favour of national and sub-national prioritisation of goals and targets that have national authenticity, ownership and ambition linked to political will embedded in democratic accountabilities.

The Commonwealth is well placed to share its experience and collaborate through various forms of technical assistance groups that can make accessible in a disinterested way. This could help in avoiding the conflicts of interest that arise when strategic and tactical advice is sought from

23

educational service providers who subsequently benefit from the implementation of programmes based on that advice.

4.3.3 Assessment and Data Collection

Effective management requires cumulative improvements in data collection, collation and analysis that can provide evidence for decision-making. The Education 2030 agenda promotes international tracking of progress towards the SDGs. Many challenges persist, especially in the most fragile states, which lack reliable data on which to base systematic interventions.

Most data relate to primary education, with very little on pre-primary, secondary, TVET and tertiary education. Gender issues are widely addressed in the databases but there are few data on children with disabilities, orphans and those in conflict areas and other vulnerable contexts. There is also limited emphasis on the distribution of education resources. The lack of quality data is attributed to gaps in national systems posed by insufficient funding for statistical activities, weak technical capacity, the use of out-dated technologies, limited capability to manage big data and data from multiple sources and lack of training on the framework behind the SDG agenda. UIS cautions against donor-driven agendas that lead to unsustainable statistical practices. The Tanzania example of recent parallel EMIS [education management information system]-related initiatives have entailed the duplication of efforts and significant resource waste is used to demonstrate how externally-driven capacity building projects often focus on developing new systems rather than building on what exists.

Good governance is inseparable from the effective management of learning, and requires flows of data from formative assessment. Global assessment data are essentially summative rather than formative and therefore not likely to provide useful information at classroom and school level for use in managing learning. Investment in curriculum development is needed that can drive new forms of assessment shaped by educational objectives rather than the exigencies of high stakes selection. Resilience should not be about surviving the 'diploma disease' that drives excessive levels of private tuition, examination-led teaching and test questions selected mainly to discriminate between students rather than to have real world relevance. ESD requires more emphasis on assessing relevant technical understanding and valuing more cooperative approaches.

4.3.4 Education Financing

Finance and educational funding is always a central concern for the CCEM and for ministers, and is taking new forms across the Commonwealth as different financing gaps become clear. The appetite for aid to education is softening; new donors (sovereign wealth funds, philanthropists, corporate interests) have new priorities and self-interests; and aid dependence stubbornly persists, bringing into question the efficacy of some types of aid.

The basic dilemma of public education financing of recurrent costs of education systems and the challenge they present can be explained briefly. Low- and lower-middle- income countries in the Commonwealth collect on average 17 per cent of GDP in domestic revenue, from which all public expenditure funding comes. At the same time, they allocate on average 17 per cent of total public expenditure to education.

Financial modelling undertaken for the Global Partnership for Education shows that at least 6 per cent of GDP would need to be allocated to education in low- and lower- middle-income countries to achieve the goals set by national governments and under the SDGs. This requires a substantial increase in domestic revenue, and an increase in the proportion of this allocated to the education budget. In order to allocate 6 per cent of GDP to education, domestic revenue would need to be about 24 per cent of GDP and educational expenditure would have to be 25 per cent of total government spending. This is well above current levels.

Three other mechanisms are available to reduce funding gaps. First, gains from educational reforms that promote greater efficiency and effectiveness could be substantial. This may be the most cost-efficient way of generating more resources. There are many possibilities and there is much experience across the Commonwealth that can be shared.

Second, more aid could help raise spending towards 6 per cent of GDP. However, higher levels of external support may create aid dependence and distort domestic decision-making. High levels of aid dependence may make sustainable development financed from domestic revenue more elusive. Over time, aid should decrease rather than increase.

Third, innovative finance initiatives are widely discussed. They are a welcome additional method to add to the resources available providing they do not increase debt or deepen dependence. To date, none of the proposed mechanisms has been used to fund recurrent costs on a large scale across Commonwealth countries. All the mechanisms have costs, and some generate new debt that has to be paid off in the future.

In the medium term, both resilience and sustainable development mean that education systems must be financed from domestic revenues. This includes both income from taxation on individuals and corporate entities, and investment from the private sector and contributions from philanthropists. Fiscal reform to enable provision of the core of public financing is the only method high-income countries use to fund mass education systems and their public goods aspects. Such reforms are at the heart of the next generation of educational financing. Commonwealth organisations can share the mechanisms that have most potential to close financial gaps and contribute to fiscal reform.

6. CONCLUNSION

'Sustainability and resilience: Can education deliver?' The answer is a qualified 'yes'. If there is political commitment and resource mobilisation, and these are coupled to the persistent promotion of sustainable development, the transformative potential of education systems can be realised.

The Commonwealth shares with Education 2030 a vision of a world where all children have access to quality early childhood development and pre-primary education; free, equitable and quality primary and secondary education; and quality TVET and tertiary education (Commonwealth Secretariat, 2012). Competencies related to sustainable development are the capstones of quality EFA and the SDGs.

The three sub-themes of the 20CCEM provide a bedrock for the development of Commonwealth programmes going forward. Investment in resilient systems and curricula that promote resilience is a new challenge. Enhanced governance and better management are old challenges with a new urgency. It can lead on making sure no child falls behind and universal rights to education are honoured. It can trade on its comparative advantages in supporting partnerships and institutional links that promote ESD.

The Commonwealth has a special role to play in shifting the focus of development from unsustainable patterns of consumption, dangerous depletions of natural resources and unstable social and economic systems that undermine social cohesion within and across nations. It is not an economic organisation, nor does it seek hegemonic power in the geopolitics of the twenty-first century. It can act as an honest broker. Its member countries reflect most kinds of development trajectory that have occurred, and their common language and literacies and shared values provide unique opportunities to demonstrate how new approaches to investment in education can work into the indefinite future.

7.0 CONFERENCE RESOLUTIONS

NADI DECLARATION EDUCATION CAN DELIVER

The following are the resolutions of the 20CCEM Conference arranged under the themes of the Conference

Education Governance and Management

1. Ministers acknowledged that good governance and effective educational management practices are central to realising equitable access to quality education.

2. Ministers emphasised the need to prioritise and expand access to quality education for children, regardless of circumstances, to master basic numeracy and literacy skills.

3. Ministers agreed that high quality teaching is a priority, and that Member States should focus on how teachers and school leaders are trained, recruited and motivated and how the profession is governed.

4. Ministers committed to tackling the persistent challenges facing education by ensuring that children get the best start to enable success, future education and employment.

5. Ministers recognised the need to strengthen education management systems. They agreed to collect and use accurate, timely and relevant data to assure quality and evaluate results against targets. This will allow evidence-based interventions within the education system, improve accountability and support global efforts to enhance the quality and use of educational data.

6. Ministers welcomed the Secretariat's recommendation to facilitate the sharing of emerging innovations and good practices amongst Member States to enhance education reform, building on initiatives such as the proposed Commonwealth Innovation Hub.

7. Ministers called on Heads of Government to take specific actions to provide at least 12 years of quality education and learning for boys and girls by 2030 and to ensure no child is left behind, as consistent with the SDGs.

8. Consistent with the Incheon Declaration of May 2015, Ministers recalled their commitment to invest the globally agreed levels of public spending to education (i.e. at least 4-6% of GDP and/or 15–20% of government spending) in accordance with the local context.

9. Ministers thanked the Secretariat for the work undertaken in the publication and dissemination of toolkits including the Commonwealth Education Policy Framework and the Commonwealth Curriculum Framework for Sustainable Development. They urged the Secretariat to continue working on the Curriculum Framework for Sustainable Development and support governments in revising or strengthening their national SDG frameworks. They request the design of additional toolkits to be made available to Member States, to support the implementation of various public policies including: effective management of education systems; effective monitoring and evaluation of education programmes; implementation of SDG4; improved financing and budgeting; and Early Childhood Education (ECE).

Building Resilience through Education

10. Working innovatively and cooperatively and in-line with the Paris Agreement 2015, COP23 and the theme of resilience building at the 20CCEM, Ministers agreed to redouble their efforts to educate present and future generations about the critical issue of climate change.

11. Ministers stressed the need for the promotion of climate change awareness including, through mass education beyond the classroom; stronger engagement with the private sector and other stakeholders; increased awareness of green and blue technologies; emerging alternative clean energy sources; and the mobilisation of indigenous and community knowledge. Ministers also noted the need to support the creation of a network of universities and research centres dedicated to climate mitigation.

12. Ministers noted the creation of a network, proposed by the Association of Commonwealth Universities (ACU), to support resilience towards climate change.

Education for Sustainable Development

13. Ministers agreed to promote the inclusion of Education for Sustainable Development into the curriculum from ECE to tertiary and for Technical Vocational Education and Training (TVET) education, and provide space for learners to explore, analyse and engage with their environment and in the process strengthen their knowledge and skills about the complex issues that affect the environment and society, now and for the future.

Early Childhood Education

14. Ministers noted the importance of providing all children with access to quality early childhood education. Given the nature of this sub-sector, Ministers also recognised the importance of multi-sectoral coordination to support and promote early learning and development of all young children.

15. Ministers recognised the need to invest in early learning with a goal of providing universal pre-primary education.

Gender Equality

16. Ministers encourage action to improve education attainment of marginalised groups and tackle gender disparities in education, whether that be boys or girls.

17. Ministers appreciated the Jamaican Boys Engagement Programme, which by focusing on boys' education has improved the educational outcomes for both boys and girls. They noted that this model has valuable lessons for other Member States.

Technical Vocational Education & Training

18. 26.Ministers noted with concern the high rates of youth unemployment in rapidly changing job markets, the increased numbers of young people, including both those who have dropped out of school and school leavers, entering the labour markets with little or no skills for employability or entrepreneurship in many Commonwealth Member States. Furthermore, Ministers also noted the weak bridging mechanisms between providers of TVET or Vocational Education (VE) and employers, resulting in high skills mismatches.

19. Ministers agreed to strengthen TVET policy adoption and recommended that Member States who have made progress in this area share successful TVET programmes with other Member States.

20. Ministers recommended implementing the Commonwealth Secretariat's TVET self-assessment toolkit and other initiatives.

21. 29.Ministers noted the importance of TVET in the context of national economic development of Member States. As such, Ministers agreed to reinforce TVET integration into the national education framework recognising the need to train youth with skills for the future.

22. Ministers agreed on the need to elevate the importance and status of TVET in the national education agendas of Member States.

Peace Education

23. Ministers noted with deep concern that youth in many Commonwealth Member States are vulnerable to drugs, gang violence and street crime and in certain societies extremism. Concerted efforts are required to impart global citizenship by inculcating universal and humanistic values through peace education, creating better understanding of social rights and responsibilities, and respecting cultural and religious diversity through formal and informal education and training.

24. Ministers acknowledged the contribution of non-formal and informal learning in building the resilience of young people and the role of youth and community workers in delivering non-formal and informal education.

25. Ministers reiterated the importance of initiatives such as the Faith in the Commonwealth (FCW) programme and others undertaken by Member States and partners, and advised that those which provide best practice be scaled up and replicated across the Commonwealth.

26. Ministers further recommended including school teachers (basic education) in FCW and the development and implementation of the Tolerance and Resilience toolkit.

Strengthening Educational Partnerships

27. Ministers reaffirmed the importance of working within the Commonwealth spirit of partnership and collaboration to deliver their objective of improving education in all Member States. They agreed that success will depend on stakeholders working closely together.

28. Partnerships within the Commonwealth are based on a shared sense of ownership, trust, transparency, regular and effective communication. In ensuring the implementation of the Commonwealth Strategic Plan (2017/2018-2020/2021) Ministers of Education recognised the role that strengthened education partnerships have on the achievement of SDG4.

29. Ministers noted the need to work strategically to maximise the use of scarce resources. They requested that the Commonwealth Secretariat, EMAG and CADME are strengthened in order to provide a catalyst for the implementation of the recommendations made by Ministers, working within the agreed Strategic Plan budget, supported by resources of Member States to make them sustainable.

30. Ministers requested for the Secretariat to work with regional intergovernmental organisation e.g. Caribbean Community (CARICOM), African Union (AU), Secretariat of the Pacific Community and Pacific Island Forum Secretariat (PIFS), to implement agreed regional educational strategies and avoid duplication of efforts.

31. Ministers welcomed the Commonwealth Secretariat, the ACU, and the Commonwealth of Learning's (COL) renewed commitment to work together to support all Member States in achieving the Sustainable Development Goals (SDGS) through education. The Commonwealth Education Partnership (CEP) offers a coordinated and integrated approach to programme delivery focused on enhancing coherence, efficiency and effectiveness of the Commonwealth at country and regional levels.

32. Ministers supported a Commonwealth Knowledge Alliance for improving education outcomes, facilitated by the Secretariat, to allow information, experience and insights to be shared amongst Member States thus reducing start up time and costs for Education Ministries to implement innovations.

33. Ministers encouraged the development of stakeholder engagement policies and mechanisms that ensure teachers, civil society, the private sector and young people are active participants in policy formulation, implementation and monitoring and evaluation.

34. In pursuit of high quality skills development programmes, Ministers agreed to create linkages between the education sector and employers to enhance economic opportunities for skilled graduates of basic, tertiary and TVET education.

35. Encourage appropriate resources for higher education institutions to further strengthen joint research, capacity building, professional development and mobility of students, faculty and staff.

Empowering the Commonwealth Secretariat

36. Ministers agreed that as a cross-cutting issue, education is central to achieving all SDGs in Member States. As such, the Secretariat is empowered to create a comprehensive, demand-driven programme to support the educational priorities of the Member States in accordance with the mandates given by the Heads of Members States.

37. Ministers agree that given the centrality of education in the development agenda of Member States, high-level leadership and demonstrated commitment to education at Commonwealth Heads of Government Meeting (CHOGM) is of critical importance.

38. Ministers proposed for education to be on the formal agenda at CHOGM through a session with the Heads of Government (supported by relevant Education Ministers) to discuss and agree on how to empower the Secretariat to deliver demand-driven education programmes for Member States.

Integrated Partners Forum

39. Ministers noted the issues and recommendations highlighted at the Integrated Partners Forum including but not limited to: inadequate consultation with teachers on changes to the curriculum and the need for 19 million more teachers in the Commonwealth by 2030; insufficient resources and recognition for non-formal and informal education and to support the role of youth and community workers in the delivery of these forms of education; strengthen student engagement in decision making processes in education by developing mechanisms which ensure student views are further integrated into policy; and address national and international funding gaps in education.

40. Ministers recognised the valuable service provided by COL over the last 30 years and wished it success in the coming years. Ministers appreciated COL's focus on promoting learning for sustainable development through the use of technologies leading to impressive results. They commended COL for its emphasis on Lifelong Learning for employment, entrepreneurship and empowerment which supported the on-going efforts of Member States to achieving SDG4. Ministers noted with satisfaction the growing impact of the Virtual University of Small States in the Commonwealth (VUSSC) in strengthening tertiary education in the small states. COL was complimented for its global leadership in Open Educational Resources (OER) and innovations in educational technologies.

Association of Commonwealth Universities

41. The ACU set out the important role that scholarships and fellowships play in the Commonwealth and requested Member States to contribute to the Endowment Fund. Ministers commended the proposal by ACU to enhance the Commonwealth Scholarship and Fellowship Programme (CSFP).

Commitments

Commitments

42. India commits to sharing its best practices of MOOC platforms to Member States.

43. India also commits to share studies conducted by the Malaviya Commonwealth Chair for Teacher Education established at Banaras Hindu University.

Acknowledgments

44. Ministers express their thanks and appreciation to the Government and people of the Republic of Fiji for their warm and generous hospitality in hosting and organising the 20CCEM along and also recognising the strong leadership and support from the Commonwealth Secretariat. They also wish to thank all those delegations who collaborated to make this event a success.

Next Meeting

45. Ministers welcomed the offer by the Government of Kenya to host the 21st CCEM in 2021.

COMMITTEE OBSERVATIONS

The Committee observed that:

1. **Education is a key component of sustainable development. It can help promote the attitudes and values that change consumption patterns, reward parsimony rather than profligacy and enhance social cohesion. It can also transmit knowledge and skill that can increase employability and ease the transition of youth from school to work. Education is part of the definition of sustainable development as well as a means to achieve it. Sustainable development has yet to permeate most school subjects or much teacher education.**

2. **Access to education is very uneven across the Commonwealth. Poverty remains the main cause of exclusion from quality education and from competition for jobs linked to educational qualifications. Countries with inequitable access to education at different levels are not fair societies, nor do they make efficient use of the pool of talent embedded in their young people.**

3. **TVET remains a second-best choice for students in many Commonwealth countries. The best solutions are to technologise and pre-vocationalise parts of the secondary school curriculum rather than developing more specialised secondary-level institutions with weak demand and high costs. TVET is a complex area, and one that is very different in different labour markets in terms of skill demand and balances between the costs of training and the productivity gains that justify the costs. Few TVET systems value sustainable development over immediate employment or changed production technologies.**

4. **Tertiary education is very expensive in poor countries in the Commonwealth relative to GDP. This cost may be justified where expensive equipment is essential but in other cases the reasons for this are less clear. Higher education partnerships**

can expand access and reduce costs. More opportunities are needed to make it possible for students from poor Commonwealth countries to study in richer ones, and for educators with special expertise in richer countries to share this with institutions in poor countries. Split-site courses, exchange programmes and joint appointments may diminish the incentives for talented individuals to migrate within the Commonwealth from poor to rich countries, which creates human capital lacunae.

5. Resilience is inextricably linked to educational quality. Secure learning creates confidence and competence to manage crisis and adversity. It implies openness to discussion and cross-cultural consensus about the meanings of development. It also depends on informed and motivated teachers who share the values of ESD and can inspire students to commit to patterns of consumption and evidence-based protection of the natural and social environment that enhance sustainability.

6. Inclusivity seeks to reduce inequalities and ensure that people suffering disadvantage have access and opportunity that are equivalent to or better than those available to people without disadvantage. Inclusivity is central to resilience both for those who suffer disadvantage and for those who can ameliorate marginalisation.

COMMITTEE RECOMMENDTIONS

The Committee recommends that:

1. The Ministry of Education should consider how to give meaning to the core ideas of sustainable development and how to translate these into actions. The school curriculum should encompass ideas to promote Education for Sustainable Development taking into account likely energy consumption, carbon costs of travel, waste generation and disposal, including of food, and reuse of learning materials. Ministry of education and schools should lead, not lag, on good design and ecological practices that protect biodiversity, reduce carbon footprints related to energy consumption and travel to school and challenge inefficient pedagogies.

2. The Ministry of Education and other education stakeholders should identify, diagnose and devise interventions to remove sources of inequality in participation and achievement attributable to location, gender, cultural practices and other recognised forms of disadvantage.

3. The Government should promote TVET and ensure that knowledge and skills gained in TVET translate into employable skills that promote economic growth. Further TVET curriculum should encourage environmentally friendly technologies in TVET and invest in incentives to replace inefficient and environmentally damaging education technologies.

4. On higher education there is need to develop partnerships across the Commonwealth to encourage split-site courses, staff exchange and virtual and massive open online course collaborations that lower environmental burdens.

5. The Government should devise enrichment material for learning and teaching that promotes ESD across different subjects in the curriculum and that enhances resilience. Revisit Commonwealth protocols on teachers and teacher education to ensure all teachers have ESD awareness, and encourage teacher union engagement with ESD. Develop methods for tracking the progress of all children through continuous records maintained by teachers to ensure no child falls far behind.

6. The Ministry of Education should devise educational programmes that promote ESD for marginalised groups and those with vulnerabilities, especially in small states, and map exclusions. Mainstream curricula content that raises awareness of inclusivity issues in a country-specific way linked to individual and education-system resilience.